

Type of Application: Conservation Area Demolition

Date of Application : 22/05/1997

Application number: CW9702429 Case File : F8/16/1

Proposal:

Demolition of 2 unlisted air raid shelters and one electricity substation on the southwest side of the site.
As shown on Drawing Numbers: BFF.513.001-4/T1

RECOMMENDATION SUMMARY: Grant Conservation Area Consent

Applicant

The Hamden Trust
Interchange studios
Dalby Street
NW5

Agent

Burrell Folley Fischer
(attn. Matthew Lunn)
15 Monmouth Street
London
WC2H 9DA

Analysis Information

<u>Land Use Details</u>		
<u>Existing</u>		<u>Sq metres</u>
B1	Business	0
D1	Non-residential institution	0
D2	Assembly and leisure	0
SG	Sui-generis	3256
<u>Proposed</u>		<u>Sq metres</u>
B1	Business	1600
D1	Non-residential institution	2020
D2	Assembly and leisure	1050
SG	Sui-generis	0
<u>Parking</u>		
PG = general parking spaces		
PD = disability parking spaces		
<u>Existing</u> : PD		0
PG		2
<u>Proposed</u> : PD		3
PG		0

8(a)/5

OFFICER REPORT

1. SITE

1.1 The former Hampstead Town Hall building lies on the corner of Haverstock Hill and Belsize Avenue and comprises three distinct elements:

- a) original Vestry Hall built in 1877 on the Hill frontage with ornate pedimented elevation in red brick and stone dressings. It has a basement and two storeys including a mezzanine floor, large public hall and grand central staircase (the "Imperial staircase"). There is a formal arrangement of entrance steps leading to the front door. On the flank walls are 2 later side extensions. The 1876 covenants on this building allow it to be used for, inter alia, Council offices and assembly rooms.
- b) Edwardian rear extension built in 1910 extending back along Belsize Ave frontage: this has a basement and part ground part first floors, with pitched roofs.
- c) an open site to the southwest side containing two air-raid shelters, 2 electricity substations and an area of overgrown rough ground mainly with self-sown sycamores.

The first two elements are still owned freehold by the Council; the freehold of the air-raid shelters' site plus the adjoining private open land have now been acquired by the applicants.

1.2 There is no vehicular access to the site apart from one crossover off Haverstock Hill at the NE side giving access to 2 offstreet carspaces. To the south side is a pedestrian alleyway leading to the rear of shops in Haverstock Hill and Tagore House, a block of flats owned by Circle 33. No access is possible from Belsize Avenue due to the road being set below the site in a cutting. However the south site adjoins a large carpark used by tenants of Tagore House which is accessed via a private road from Glenloch Road to the south.

1.3 The site contains some mature trees of note and worthy of retention: a horse chestnut on the NE corner next to the carspaces; a lime on the alley south of the town hall; 2 cherries and one hawthorn forming part of a row of trees adjoining Hillfield Court on the edge of the shelter site.

1.4 The area is characterised by residential uses: immediately to the south and west of the site are substantial blocks of flats (Tagore House and Hillfield Court respectively), and to the south are flats (Hillfield Mansions) above shops on Haverstock Hill. To the south lie the commercial/retail frontages of the Belsize Park neighbourhood shopping centre and a tube station.

5(a)/6

- 1.5 The Town hall building and extension were Listed Grade 2 in August 1994. They contain considerable significant Council memorabilia and war memorials. The site is also in the Belsize Park conservation area.

2. PROPOSAL

Original

- 2.1 a) Change of use from town hall to Classes B1, D1 and D2, to include Council "one stop shop" services, rooms for use by public exhibitions, meetings, performances etc., a performing arts college and ancillary accommodation, ancillary cafe, Interchange Trust offices, and lettable office accommodation;
- b) erection of side and roof extensions to Town Hall, and erection of a new 3 storey performing arts building to its southwest side on the site of the air raid shelters;
- c) external alterations to the Town Hall including the entrance steps off Haverstock Hill;
- d) provision of new carpark/service areas on the northeast and southwest sides of the site.
- 2.2 a) Internal and external refurbishment and alterations to the Town Hall;
- b) erection of side and roof extensions to Town Hall, and erection of a new performing arts building to its southwest side.
- 2.3. Demolition of 2 unlisted air raid shelters and one electricity substation on the southwest side of the site.

Revision 1

- 2.4 Amended design and bulk of performance arts building, reducing its size and height to respect daylight etc. to Tagore House, and changing the facade design and materials used. Consequent reduction of Class D1 space from 2350 to 2020 sqm. Altered layout and design of entrance steps and parking outside Town hall. Altered layout and landscaping to service area at rear. Changed design of both side stair/lift tower extensions. More detail on refurbishment and alteration of internal listed building elements. Relocation of one electricity substation. Refuse stores shown.

3. RELEVANT HISTORY

- 1976- planning brief adopted, proposing use of Town Hall for public purposes and redevelopment of rear for housing.
- Aug 94- listing of Town hall.
- Oct 94- vacation of Town Hall by Council staff.
- 15.12.94- Council declared site surplus to its requirements.

5(a)/7

- 12.1.95- new planning brief adopted, which supersedes 1976 one. Proposes following: residential and D1 priority uses; D2 and B1 may be possible as elements if overall scheme is acceptable.
- 1995- Working Party including Interchange Trust completes feasibility study with Burrell Foley architects acting as lead consultants. A new company (Hamden Trust) was formed consequently with the aim of making Lottery applications for the redevelopment of the Town Hall site. Regular liaison has taken place between the Working Party, officers and Members of the Council.
- 28.2.96- approval by Leisure Services and P&R Committees for proposals by the Trust and support of their lottery bids. P&R Cttee agreed to grant peppercorn lease to the Trust, subject to successful Lottery funding. The latter is dependent on granting of planning permission and listed building consent.

4. RELEVANT POLICIES

Borough Plan-

- UD2,3- design
- UD4- environmental code
- UD5- planning briefs
- UD11-14,18- conservation areas
- UD15,20,21- listed buildings
- UD32- townscape design
- UD29- pedestrian access
- UD30- disabled access
- UD36- noise nuisance
- UD38- landscape
- UD41- trees
- LE1,19- leisure facilities
- LE20- loss of public meeting places
- SS3-5- social service facilities
- TR2-4- public transport and parking controls

draft UDP-

- EN6- noise generating uses
- EN7- ventilation ducts
- EN16,17- design
- EN19- layout design
- EN22,25- bulk, setting
- EN27- daylight
- EN28- community safety
- EN33-35- conservation areas
- EN37- historic buildings
- EN40- trees
- EN43-47- listed buildings
- EN50-57- extensions, alterations
- TR2-3- transport effects
- TR4- traffic impact statement
- TR13- non-res. parking standards

TR21- pedestrian routes
TR22- cycling
SC2-3- social services provision
SC6-7- community facilities
LC3-5- leisure facilities
LC16- disabled access

5. CONSULTATIONS

5.1 Statutory Consultee Comments

HBMC overall supports scheme as an exceptionally good use of a large redundant building, but raises numerous detailed matters of concern relating to new extensions, repairs, alterations and trees, and requests further details. Authorisation issued for CA consent for demolition of shelters and substation.

R1: Supports revised plans subject to working up in detail. Currently preparing Authorisation for listed building consent with conditions.

5.2 Conservation Area Advisory Committee Comments

Hampstead CAAC- welcome 20th C. design of new building but need to see details of junctions between old and new; concerned at proposed birch cladding on new building. Hope to have rooms for hire and Registrars facility. Overall support for proposals (although some individual members still object to principle of proposed use).

R1: Reiterate support for reuse, but concerned at absence of any proposals for use of small hall and council chamber; concerned at awkward junctions between ground floor and podium above of Arts building and between this and Edwardian extension of Town hall; opinion divided on merits of Vitex panels proposed for Arts block.

Belsize CAAC- all parking and servicing should be from rear as disabled parking proposed is unworkable and would lead to traffic congestion and harm to chestnut tree. Reservations about design and materials of new extension, especially weathering of birch cladding and potential overlooking. More landscaping needed on Belsize Avenue. Concern that additional entrances and wider pavement is needed to cope with anticipated pedestrian traffic. Concern at interior details of Town hall. More details needed on junctions between old and new buildings. No objection to demolition of shelters provided they are recorded in detail.

5.3 Local Group comments

Belsize Res.Ass. - CAB and Registrars Office needed as previously requested by local groups. Birch panels unsuitable due to weathering. Tree planting needed on Belsize Avenue. Overall support for applicant's objectives and designs for site.

5(a)/9

South End Green Assoc. - extension is of poor appearance, especially ground floor element which emulates concrete bunker; prefer more traditional design.

5.4 Adjoining Occupiers			R1:
	Number Notified	201	08
	Replies Received	07	01
	Objections	04	01
	In support	01	

3 residents of Hillfield Court have no objection, one commenting that the Foyer cafe proposed should be commercially run, and one commenting that there is need for soundproofing.

3 from Hillfield Court and 1 from Hillfield Mansions object to traffic/parking congestion, location of access to new building, noise of theatre performances in it and halls for hire, construction nuisance, security, bus access at rear of site.

1 from Hillfield Court objects to demolition and construction nuisance which will affect her health through toxic substances, fumes etc. (she suffers from an acute disability resulting from a multiple allergy syndrome to chemicals).

R1: above resident reiterates objection.

Any further comments, particularly those from local groups/CAAC's, will be verbally reported to Committee.

6. ASSESSMENT

6.1 The applications are the result of the development of the original design proposal discussed with the Council in 1996 (see para 3 above), and amended subsequently in the light of clients' changed requirements. The Hamden Trust is awaiting National Lottery funding imminently and stresses that, given this timing, a decision is required urgently on the planning and listed building applications if this funding, on which the whole project depends, is to be successful. Numerous constructive discussions have been held between Burrell-Foley architects and officers of the Council and English Heritage, who have worked together to achieve a satisfactory solution to reuse of this site. The scheme was revised on 14th July to take on board officers' concerns to ensure that the scheme is overall acceptable in planning and listed building terms.

Proposals

6.2 The proposal essentially relocates and expands the Interchange Studios' uses on their Dalby Street site, Kentish Town. The project's original aims were for creating a new home for Interchange Studios, its 25 resident charities and community projects for disabled people, children and elderly; bringing the halls back into public use for hire; providing Council wedding registry and "one stop shop" services, and restoring a listed building. The application is essentially different in 2 ways from the original 1996 proposal (see para 3 above):

5(a)/10

- (a) the performance arts centre proposed on the site of the shelters has grown from being a one storey extension on top of retained shelters to being a new much larger 3 storey building. This growth is a result of the client's increased space requirements and of technical difficulties in reusing the shelters.
- (b) the applicants have now acquired the open site adjoining the shelters and a right of way along the private access road adjoining Tagore House and the pedestrian passageway, which enables the provision of a new service/parking area at the rear of the site.

6.3 The proposed scheme involves the following distribution of uses and facilities on the site:

- a) The town hall is refurbished with removal of later structures and partitions to accommodate: reception area, information/exhibition space and Council one-stop shop facility; foyer cafe; restored main hall provided with retractable seating and used for performances use either for hire or by Weekend Arts College; restored small hall with bar for hire for meetings. The postwar tower at its NE corner is demolished and the original campanile tower replaced. Two new towers for stairs/lifts are built on the south and north sides in matching architectural style.
- b) Edwardian extension is extended and used for offices for Interchange Studios' staff and for rent to resident charity groups; lower ground area is used for ancillary accommodation of Weekend Arts College. A new mansard roof extension with dormers is built between the 2 ridges of the western section.
- c) New 3 storey building in place of demolished air raid shelters, for use as performing arts education facility for use by schools etc and also for hire. It is designed in a modern idiom with a large ground floor solid "bunker", with turfed roof and sloping walls for climbers, on top of which is a lightweight 2 storey "pavilion" clad in wooden panels and obscure glazing. The structure is separated from the main buildings by a 2 storey glazed atrium for circulation space, screened by trellises and brise-soleils. The building will accommodate ancillary college space, recording suites etc in the ground floor and teaching, rehearsal and practise studios above in the pavilion. Separate pedestrian access is from a front entrance on the passageway. Relocated electricity substation positioned next to existing one at this entrance (in revised scheme), and mature lime tree retained.

S(a)/11

- d) New service area at rear of site, accessed via private access road adjoining Tagore House to Glenloch Road. This will accommodate space for 6 minibuses and ambulances used by Council Social Services and resident charity groups; 17 cycle racks (in revised scheme); space for deliveries, refuse vehicles, mail etc. New tree planting is provided to strengthen the existing row adjoining Hillfield Court.
- e) 3 disabled carparking bays on the NE corner of the Town Hall, making use of the existing crossover access. Entrance steps to the Town Hall refurbished with new disabled access ramp leading from this parking area. Retention of mature chestnut tree here.

Landuse

6.4 The proposed landuses broadly conform with the planning brief's requirements and on balance represents an excellent use for this important listed public building. The proposed landuse floorspace are (in m2):
 1600 B1,
 2020 D1 (reduced from 2350 in original scheme),
 1050 D2
 =total 4670.

a) Although there is no residential floorspace (a priority use in the brief), there is Class D1 (education etc) use which is also a priority use in the brief and which forms a substantial element in the proposed floorspace mix.

b) Class D2 (assembly and leisure use) use is represented by the halls for public performance use and hire and is deemed acceptable in light of the overall mix of the proposal as it forms less than a third of the overall floorspace. It also ensures that public access is maintained to its significant interior spaces. It should be noted that the previous use of the Town hall involved an element of ancillary D2 use as the small and main halls were available for hire as public concerts, dances, meetings etc. prior to the 1980's (see also para 6.32 below on this issue). However the Class D2 use raises concerns on traffic generation and in particular local parking stress- paras 6.28-35 below deal with this issue.

c) Class B1 offices are also possible uses as defined in the brief and again these represent an acceptable element in this context. Moreover the offices here will be only used as ancillary space for Interchange Trust and its 20 or so resident charities. As the proposed B1 use nevertheless constitutes a significant element in the overall mix, the concern remains that these offices could at some stage in the future be used for full speculative lettable B1 use if not adequately controlled: hence it is proposed that a condition be imposed to restrict the B1 use to charitable use only in accordance with the intentions of the scheme.

5(a)/12

- 6.5 The Council "one-stop shop" is still provided but, despite requests by local groups, a Registrar's facility is not included as it is deemed unworkable by the Chief Executive.
- 6.6 The floorspace has grown from the pre-application scheme considered by the Council (see history section) as a result of the client's changed requirements. This has resulted in a substantial increase in bulk of the new performance arts building, with consequent impact on daylight to Tagore House. Revisions have addressed this issue and the scheme is now acceptable; implications of this increased floorspace are assessed in the sections on amenity and traffic below.

Listed building alterations

- 6.7 The conversion and restoration of this Grade 2 listed building is welcomed, especially as the scheme restores many fine interior spaces and elements to their original condition. In particular postwar suspended ceilings in the small hall, main hall and Council chamber will be removed to restore their original splendour. The grand Imperial staircase inside the entrance will be rearranged and revisions show more detail on this aspect. Other internal room rearrangements are also welcomed, except the proposed servery off the small hall which is inappropriate - an informative is added to ensure that this aspect is redesigned in the subsequently submitted detailed plans. The proposed retractable raked seating structure for audiences in the main hall to allow its use for performances is acceptable. English Heritage is broadly satisfied with the revised proposals but will expect more details on refurbishment, redecoration and repair, and they are in the process of drafting an authorisation which imposes numerous suitable conditions to cover this.
- 6.8 The demolition of postwar additions and the revised design of side extensions is generally acceptable as noted above, subject to conditions on detail. It is not considered that the roof and side extensions or the new building will have an adverse impact on the character and setting of the listed building or character and appearance of the conservation area in this location.
- 6.9 The rearrangement of entrance steps to the Town Hall was originally criticised as inappropriate: the revised plans are now generally acceptable as it involves its restoration with piers remaining in their original positions but with new plinths and steps provided. Again conditions are needed to ensure submission of more worked-up details of this element.
- 6.10 As the Council is retaining freehold of the main Town Hall site and granting a lease to Hamden Trust, the listed building application for the Town Hall works of alteration and demolition will require approval from the Govt. Office for London (DoE).

5(a)/13

Design/bulk

- 6.11 The proposals for alterations and extensions to the main Town Hall are generally acceptable, as revised following comments from officers of both the Council and English Heritage: conditions are proposed to ensure that the detailed working up of these aspects are satisfactory. The side lift/stair extensions are designed in sympathy to the original redbrick style, and the mansard roof effectively matches the existing pitched double roof and uses dormers to match adjoining. The removal of the postwar extension and reinstatement of former campanile tower are to be welcomed.
- 6.12 In principle the design and bulk of the proposed Arts Building to the south side of the town hall are acceptable in this context: the site is a secluded backland one, hidden from street view apart from a partial glimpse down the pedestrian alley and its only significantly visible frontage faces a carpark. A substantial building therefore is deemed appropriate adjoining the much higher blocks of Tagore House and Hillfield Court. The building proposed will also improve the townscape and use of this area, by creating in urban design terms a more solid backdrop to the void-like open carpark and by increasing pedestrian activity along the alley to the new entrance which will benefit community safety and security. The bunker-like ground floor of the building will have a organic form with its curvilinear wall covered by turf and climbers: this acts as a contrasting solid base on which is placed a lightweight double-height pavilion in cubic form, clad in a grid of wood and aluminium panels; the pavilion has a projection on piloti columns at the pedestrian entrance to emphasise this focal point.
- 6.13 The new building has been revised marginally in terms of detailed facade design, omitting high level windows. In particular, the originally proposed birch ply cladding, which was criticised by local groups in terms of its longterm suitability, has been replaced by "Vitex" wood panels which weather more naturally and which has been successfully used on a recent arts building designed by the same architect in Southampton. The bulk/height has also been reduced in the revised scheme which is especially welcome as it improves its relationship with both the Town Hall and Tagore House opposite. In conclusion, the design approach is acceptable, subject to conditions on more detail of elevations and materials.
- 6.14 The proposed arts block is attached to the Edwardian extension by a glazed atrium for circulation reasons: this is successful in visually separating the new blocks from the old and will be soundproofed and screened to reduce glare, overlooking and noise intrusion to flats behind in Hillfield Court.

5(a)/14

- 6.15 The existing and relocated electricity substations and new paladin store in the revised plans are better integrated with the bunker; although the arrangement is not ideal, it is considered broadly acceptable, bearing in mind limitations imposed by LEB and other technical requirements. The structures will be screened by meshes and climbing trellises. Again conditions are attached to control the detailed method of enclosure treatment here. No trees are now proposed along this alley due to restrictions of space.

Residential amenity

- 6.16 A comprehensive daylighting analysis has been carried out which proves that no technical loss of daylight or sunlight according to BRE criteria occurs from the new Arts block (in its revised form) to neighbouring flats in Tagore House, Hillfield Court and Mansions. The revisions set back the new building by 1.7m and lowered it in height by 1m to protect daylight to the lower bedroom windows of Tagore House. Although the new building represents a substantial structure on a previously open site and is approx. 9 metres away from Tagore House, it is considered that there would not be serious loss of outlook and increased sense of enclosure to its flats as the bedrooms are north-facing and the structure is lightweight in form and appearance.
- 6.17 Soundproofing will be carried out to the pavilion blocks and atrium so that there should be no noise nuisance caused to adjoining residents from use of the studios and circulation areas. Ventilation/extraction plant is either located in existing stores alongside Belsize Avenue or on the roof behind the pavilions- these locations will not affect residents. However conditions on noise attenuation, soundproofing and audibility of music from events are attached at the request of Environmental Health officers, as complaints have been received in the past from the entertainment uses formerly taking place in the halls. The glazed circulation areas facing Tagore House and Hillfield Court should be screened or obscure glazed to protect privacy. Terraces at the rear of the pavilion will be only used for maintenance access and not for amenity purposes.
- 6.18 The new entrance to the Arts Building in the alley is in the most appropriate position as this use needs separate access from functions in the main Town Hall. It is not considered that undue disturbance from pedestrians using this access will occur to local residents. Similarly there will be some intensification of vehicular use of the rear service way and yard. However the carpark and access is currently underused and this site represents the only feasible location for essential servicing to the Town Hall complex. It is not considered that the anticipated intensity of usage by charity vehicles and deliveries, will be seriously detrimental to

S(a)/15

residents in Hillfield Court- eg. 4 ambulances and 2/3 charity buses will visit the site daily and remain parked there all day. Tree screening and barriers are proposed to protect the lower flats from pollution/noise intrusion.

- 6.19 One objection has been received from a resident in Hillfield Court who suffers from multiple allergies and sensitivities to building products, fumes, dust etc. Informatives will be imposed to limit nuisance from demolition and construction works to a minimum within Environmental Health criteria. However it is not reasonable or possible in planning terms to prevent the development taking place on the grounds of potential detriment to one individual's health. The applicant is aware of this objection and is looking into the possibility of compensation or temporary relocation during building works.

Landscape

- 6.20 The chestnut and lime trees adjoining the Town Hall are to be retained and protected through construction but conditions are required to assess the foundation details; in particular the revised scheme keeps the raised ground levels at the NE corner to enable a correctly gradiented ramp to the entrance and to enable the retention of the chestnut without root damage. However there is concern at the extreme proximity of this tree to the car manoeuvring space and the potential at damage to the trunk and roots, thus this detail is reserved by condition.
- 6.21 The structures (substations and dustbin enclosure) in the alley between the new building and Tagore House will be heavily planted over trellises/screens. Also the plinth of the new building will also have planted roofs/walls. The revised plans also show an improvement to landscaping of the rear service yard: the row of existing mature trees will be retained and strengthened with more trees to act as a buffer to adjoining residents. Furthermore high fences will be provided around the yard for security and safety reasons, for the benefit of disabled people visiting the charity group accommodation. Details of species/materials are to be confirmed by condition.
- 6.22 Existing formal landscape around the entrance steps will be enhanced. It is intended that the alleyway, which will be more intensively used, would be improved in lighting and paving to the benefit of local residents. This will need the applicant's commitment by means of a S.106 agreement as the land is in private ownership.

Demolition of shelters

- 6.23 No objection is raised to the demolition of the air-raid bunkers but a condition is attached to ensure their full recording for posterity.

5(a)/16

Disabled access

6.24 Full access for people with disabilities is provided throughout and into the buildings. On the NE corner of the Town Hall, a new entrance ramp and parking for disabled staff is created alongside the entrance steps. This is very much to be welcomed.

Parking/servicing

6.25 In respect of compliance with development standards, the plans include three disabled parking spaces accessed via Haverstock Hill and six parking spaces accessed via Glenloch Road. The former will be used for staff carparking, the latter will be used by two minibuses and four ambulances operated by the resident charity groups and Social Services Dept. No other staff car parking is permitted on this site - this is in accordance with UDP parking standards.

6.26 No objections are raised to the 3 new disabled parking bays at the NE corner of the Town Hall as they make use of an existing crossover access, although it is admitted that this is not an ideal position at a road junction. There is just sufficient space to allow cars to enter and exit the space in a forward facing direction.

6.27 In respect of the yard at the rear of the site, in which the six bays are located, revised plans have increased its size to allow full turning circles by these delivery vehicles and to show 17 covered cycle racks. On account of the client's special requirements and space restrictions, there is no need for a bay dedicated for larger service vehicles: it is proposed that goods deliveries, refuse lorries, etc. would manoeuvre in the private car park and reverse into the yard. This is acceptable in the circumstances, as the servicing will remain off-street. There is no requirement by the applicants for coach or taxi parking either. However taxis can drop-off/pick-up via the layby in Haverstock Hill.

Traffic Generation

6.28 The main concern relates to the potential impact on local traffic conditions in terms of additional parking stress. Staff and visitors to B1 and D1 uses who arrive by car will park on-street during the day. If parking controls are introduced in this area this will be restricted. Of more concern are the potential impacts of the D2 use which could operate outside of the hours of operation of local parking controls. The public opening hours of the performing arts building and other public facilities (in the small hall, main hall and Council chamber) are proposed to be 9.30am to 9.30pm weekdays and until 11.30pm on Saturdays. In particular the Main Hall, when used for public performances as a Class D2 facility, would generally seat 150 people. This would mostly occur on Saturday evenings; the applicants anticipate this occurring "up to 30 times per year". In addition they also propose to increase the capacity to 240 persons on "the most rare of occasions", for public meetings etc.

5(a)/17

- 6.29 In order to assess the impact of this aspect of the development, officers insisted that the applicant provide two sets of traffic survey information:
a) on traffic generation levels associated with a similar D2 use, and b) on parking availability within a five minute walk time of Hampstead Town Hall.
Officers suggested the Hampstead Theatre, Avenue Road as the D2 survey site as this is a nearby site, of a similar size and a similar level of public transport accessibility. The applicant questioned the comparability of the Hampstead Theatre site; however, due to the unavailability of any other survey sites, the applicant chose to survey the Hampstead Theatre site.
- 6.30 The results of the applicants survey data indicate that 53% of visitors drive to this site; thus if the D2 use was occupied by 150 patrons 80 vehicles could park in the local area. If it was occupied by 240 patrons 127 vehicles could park in the local area. The number of patrons driving to this use is considered to be substantial, however officers consider that they should be viewed as a worst case scenario.
- 6.31 To assess the effect of this additional parking demand in the area the applicant also commissioned surveys of parking availability within a 5 minute walk time of the site. This survey was conducted on Saturday 14 June between 17.00 and 22.30. The time of the lowest availability was at 21.00 when there were 810 vehicles parked in an area where 965 vehicles could park. Thus there were 155 parking spaces available: if this application was granted, the traffic attracted to the D2 use with 150 or 240 patrons could reduce parking supply to 75 or 28 spaces respectively across the whole five minute walk area. This equates to a 52% and 82% reduction in parking supply respectively. This level of decrease in supply is substantial and is a serious cause for concern. It would obviously be noticable to local residents and will lead to more traffic in the area searching for parking spaces.
- 6.32 However when considering these impacts there are three factors that have to be taken into account:
a) the previous use as Town Hall included public halls for hire purposes up to the early 1980's and regularly used for public performances, events and meetings; for instance this included the Asian Arts Festival annually which apparently attracted over 1000 visitors. Later on in the 1980's, usage was more infrequent due to the hall's non-compliance with fire and disabled access regulations and as use of the Town Hall was being wound down. Although the Dept. has no record of the exact frequency or attendance of these events, the property file indicates that, in 1975/6 for instance, 201

5(a)/18

bookings were made for dances, concerts, rehearsals, meetings, wedding reception, exhibitions etc. Inevitably these events would have attracted extra traffic, but it is not known to what extent this was materially different from the traffic levels predicted by the applicant's transport consultant,

- b) the frequency of the proposed D2 use of this space is stated as being only "occasional" on Saturday evenings,
- c) the operation of this space may not necessarily be the same as the Hampstead Theatre.

6.33 Officers have discussed the impact of this development with the applicants with a view to developing a set of conditions that could prevent the worst case scenario materialising. However they would like a planning permission with no conditions restricting the use of the D2 space. The Hamden Trust are seriously concerned that any such restrictions would be detrimental to the operation of the project and could render the scheme unviable. There are 3 reasons behind their argument against such conditions:

a) grant aid from both the Council and Lottery Boards is dependent on income generation from the lettings of the Halls for public performance uses; if these are restricted by timing or capacity, revenue would be affected with serious consequences on the ability to meet the Business Plan and thus on the viability of the whole project. The applicants predict that such restrictions could result in a substantial deficit being incurred.

b) the restrictions would be in contravention of the Borough Treasurer's agreement to the scheme which was on the basis that the lettings policy should be the most flexible possible to maximise funding.

c) there would be less public use under this proposal than that in the past and that which potentially could continue to occur at the Town Hall.

However traffic officers consider the following conditions and informatives are essential if this application is to be granted consent. In particular, the restrictions on frequency and capacity of usage are designed to reflect their proposed operation of the halls for public events, as summarised in para 6.28 above and explained in the agent's letter of 29th May clarifying the landuses of the planning application.

5(a)/19

6.34 Conditions:

- a) *"The numbers of visitors using the public halls used for Class D2 purposes shall not exceed 150 after 7 pm., except on a maximum of 5 occasions per year when it shall not exceed 240."*

The applicant had requested that the space should be able to accommodate 240 patrons on "the most rare of occasions". This could lead to an unacceptable level of parking stress in the area; however it is recognised that the former Town Hall use did occasionally involve events of this magnitude and that such meetings are an appropriate use of the large Main Hall, thus it is recommended as a compromise that events involving such numbers of visitors be restricted to 5 times a year. In addition officers have suggested to the applicant the above condition restricting the use of the space to a maximum of 150 people in the evening. The agent has responded stating that their client could not agree to it as they do "not have the authority to agree to such a condition at this time for fear of being in conflict with his primary funders, the Lottery Boards". Officers are not able to verify this, but it does not overcome the traffic concerns and officers recommend that this condition be applied.

- b) *"Additionally the use of the public halls for Class D2 purposes after 7pm on Fridays and Saturdays shall not take place on more than 30 occasions per day per year."* Officers consider that the parking problems in this area are most acute on Fridays and Saturdays, mainly because of the parking associated with the many A3 uses in the area. Thus it is recommended that the applicants estimate of 30 evening performances on Saturdays also be applied to Fridays.

6.35 Informatives:

- a) *"In relation to the conditions Nos 21 and 22, you are advised to survey the actual traffic levels associated with the Class D2 use during its first year of operation, in accordance with a specification to be agreed beforehand with the Council. In the event of any subsequent planning application to discharge or vary these conditions, the Council will have regard to this survey."*

This reflects the fact that the traffic generation levels stated by the applicants traffic consultant may well not materialise. Thus officers suggest a review within the first year of operation to consider the actual levels of traffic generation. If this reveals that these restrictions on the capacity and number of evening performances are not necessary, then the applicant could apply to remove the above conditions.

5(a)/20

- b) *"The applicant is advised to develop a Travel Plan to reduce vehicle use to the site, for both staff and visitors, and to encourage the use of cycling, walking and public transport modes of transport for trips to and from the site."*

Such plans have been developed for other sites in the Hampstead area where the traffic impact of the proposals has proved a difficult issue to resolve. Such plans generally include three main components:

- i, targets/objectives to reduce vehicle use,
- ii, information and incentives to use non car modes,
- iii, a management and coordination system.

7. CONCLUSION

- 7.1 The scheme is considered to be an excellent reuse of the site, which would both benefit the local community, local residents, and local charities, and which would secure the longterm future of and restore the fabric of this important listed building. Revisions have been produced which minimise its impact on local residential amenity and which are deemed acceptable in historic building and townscape terms. The proposed landuses generally comply with the adopted planning brief for the site. The proposed extensions and alterations are considered to preserve the character and appearance of this part of the conservation area.
- 7.2 Access and traffic impact is not considered to be seriously detrimental to local traffic conditions; the additional carparking arising from the Class D2 use has to be balanced against the advantages gained from reuse and restoration of this important building which previously had space available for public events. Although officers recommend conditions be attached to restrict the impact of Class D2 uses at weekend evening peak hours, the applicants are concerned that any such controls could render the project unviable.
- 7.3 Overall the proposals are considered to be of a high standard of design and an excellent response to a complex brief and the special character of this listed building. The scheme has the support of local groups and HBMCC, and approval is recommended.

8. LEGAL COMMENTS

Incorporated into report.

5(a)/21

9. **RECOMMENDATIONS**

omit
Deleted Prior
to meeting

- 9.1 **Grant planning permission,** subject to a legal agreement requiring a scheme to be implemented for the repaving and relighting of the private alleyway to the south of the Town Hall, details of which should be submitted to the Council for approval, and subject to the following conditions and informatives:

Members
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decision - X

Condition(s)

1. Full details of the elevations and facing materials to be used on the alterations and extensions to the Town hall (in particular the restored campanile tower, new stair and lift extensions, reordered entrance steps, new roof and dormers to the Edwardian wing, and new arts building) shall not be otherwise than shall have been submitted to and approved by the Council before any work on the site is commenced.(CD01, amended)

2. Details of paving and lighting to the adjoining alleyway, service yard and carpark shall be submitted to and approved by the Council before any work on the site is commenced.(CD01, amended)

3. Details of the proposed roof plant shall not be otherwise than as shall have been submitted to and approved by the Council before any work on the site is commenced.(CD08)

4. Sample panels of the facing brickwork showing the proposed colour, texture, face-bond and pointing shall be provided on site and approved by the Council before the relevant parts of the works are commenced and the sample panels shall be retained on site until the work has been completed.(CD09)

5. No development shall take place until full details of hard and soft landscaping and means of enclosure of all unbuilt, open areas, including screening of the new substations and refuse store and fencing/gates to the new service area, have been submitted to and approved by the Council.(CE02, amended)

6. All hard and soft landscaping works shall be carried out to a reasonable standard in accordance with the approved landscape details, prior to the occupation for the permitted use of the development or any phase of the development, whichever is the sooner. Any trees or areas of planting which, within a period of 5 years from the completion of the development, die, are removed or become seriously damaged or diseased, shall be replaced as soon as is reasonably possible and, in any case, by not later than the end of the following planting season, with others of similar size and species, unless the Council gives written consent to any variation.(CE04)

7. Details of all existing trees on site with a stem diameter of 100mm or greater shall be supplied to the Council prior to the consideration of detailed proposals and shall include the

5(a)/22

following information: Location, species, reference number, girth, height and accurate crown spread. Where nearby excavations are proposed, the level at the base of each tree shall be included. Trees to be removed in conjunction with the proposed development should be indicated as such and, where appropriate the proposed positions and lines of protective fencing and prohibited areas should be shown.(CE03)

8. All trees on the site, or parts of trees growing from adjoining sites, unless shown on the permitted drawings as being removed, shall be retained and protected from damage to the satisfaction of the Council for a period of at least 12 months following the completion of the development hereby approved, or such longer period as may be required under Sections 198 and 211 of the Town and Country Planning Act 1990.(CE06)

9. Details of the design of building foundations and the layout, with dimensions and levels, of service trenches and other excavations on site in so far as these items may affect trees on or adjoining the site, shall be submitted to and approved by the Council as the local planning authority before any works on site are commenced.(CE08)

10. The Class B1 elements of the building shall be used only for offices of Interchange Trust and their resident charities and for no other purpose, (including any other purpose within Class B1 of the Schedule of the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order).(CF02, amended)

11. No process shall be carried on or machinery installed which is not such as could be carried on or installed in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.(CG02)

12. At 1 metre outside the windows of any neighbouring habitable room the level of noise from all plant and machinery shall be at all times at least 5 decibels below the existing ambient noise levels, expressed in dB(A) at such locations. Where the noise from the plant and machinery is tonal in character the differences in these levels shall be at least 10 dB(A).(CG08)

13. The extract ventilating system shall be provided with acoustic isolation to prevent the transmission of noise and or vibration to any other parts of the building and adjoining premises.(CG13)

14. Before the use commences sound insulation shall be provided for the building in accordance with a scheme to be submitted to and approved by the Council.(CG16)

5(a)/23

15. No sound emanating from the use shall be audible one metre from the facade of any adjoining residential accommodation between the hours of 23.00 and 07.00.

16. No music shall be played in the premises between the hours of 07.00 and 23.00 at such a volume that there is an increase of 3dB in the noise level measured as LAeq over any five minute period one metre from the facade of any residential accommodation as compared to the LAeq 5 minutes in the same position with no music being played. Additionally no music shall be played in such a way that there is an increase of 3dB in the noise level at frequencies between 63 and 125 Hertz measured as Leq over any five minute period one metre from the facade of any residential accommodation as compared to the Leq 5 minutes in the same position with no music being played.

17. The proposed flat roofs to the new Arts building shall not be used for amenity space purposes.

18. The whole of the car parking accommodation shown on the drawings shall be provided and retained permanently for the parking of vehicles of the occupiers and users of the remainder of the building.(CH01)

19. The areas shown on the approved drawings as parking, access, loading and manoeuvring areas shall be provided and shall not be used other than for the purposes shown. No loading or unloading of goods, including fuel, by vehicles arriving at or departing from the premises shall be carried out otherwise than within the curtilage of the building.(CH04)

20. Details of the provision for access for disabled persons in compliance with the provisions of Section 4 of the Chronically & Sick and Disabled Persons Act 1970 and the 1985 Building Regulations (as amended by the Building (Disabled People) Regulations 1987) shall not be otherwise than as shall have been approved by the Council before any work on the site is commenced.(CJ01)

21. The numbers of visitors using the public halls used for Class D2 purposes shall not exceed 150 after 7 pm., except on a maximum of 5 occasions per year when it shall not exceed 240.

22. Additionally the use of the public halls for Class D2 purposes after 7pm on Fridays and Saturdays shall not take place on more than 30 occasions per day per year.

Informative(s):

1. The Council's Streets Management Engineering Group should be consulted regarding the construction of the crossover on the public highway and any other work to, under, or over, the public highway, including vaults and thresholds. The Group dealing with these matters is located at Camden Town Hall, Argyle Street, WC1E 8EQ, (tel: 0171-278 4444).(IA01)

Members deleted from decision X
5(a)/24

2. In good time, prior to the start of construction (or if appropriate, demolition) on site, the contractor shall discuss and agree with the Council's Streets Management Traffic Management Section (tel: 0171- 860 5629) detailed arrangements for the transportation of goods and materials to and from the site. The Council will prosecute those responsible for any breaches of the provisions of the Highways and Litter Acts which occur as a result of construction on the site.(IA02)

3. Your attention is drawn to the requirements of Sections 4, 7 and 8A of the Chronically Sick and Disabled Persons Act 1970 that this development (for employment use or to which the public will be admitted) should be made accessible to people with disabilities wherever practicable. Guidance is provided in British Standards Institution Code of Practice BS 5588 1987 "Access for the Disabled to Buildings".(IB01)

4. Your attention is drawn to the need to consult the Council's Environment & Consumer Protection Service, Waste Management Team, Town Hall, Argyle Street entrance, Euston Road, WC1H 8EQ, (tel: 0171-278 4444) regarding arrangements for the disposal of refuse.(IE02)

5. Your attention is drawn to the need for compliance with the requirements of the Council's Environment and Consumer Protection Service Pollution Team, Camden Town Hall, Argyle Street, WC1H 8EQ, (tel: 0171-278 4444) particularly in respect of arrangements for ventilation and the extraction of cooking fumes and smells.(IE03)

6. Works of construction and ancillary activity should not take place other than between the hours of 8 am to 6 pm on Monday to Friday and 8 am to 1 pm on Saturday, with no working on Sunday or Bank Holidays, in order to comply with locally enforced standards.(IE04)

7. Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You are advised to consult the Council's Environment and Consumer Protection Service Pollution Team, Camden Town Hall, Argyle Street, WC1H 8EQ, (tel: 0171-278 4444), or to seek prior approval under Section 61 if you anticipate any difficulty in carrying out construction other than within normal working hours and by means that would minimise disturbance to adjoining premises. (IE06, amended)

8. This permission is granted without prejudice to the necessity of obtaining consent under the Town and Country Planning (Control of Advertisements) Regulations 1992. Application forms may be obtained from the Council's One Stop Reception, Environment Department, Camden Town Hall, Argyle Street WC1H 8EQ. (Tel: 0171 278 4444).(IG01)

5(a)/25

9. Your attention is drawn to the fact that there is a separate legal agreement with the Council which relates to the development for which this permission is granted. (1H06)

10. In relation to the above conditions Nos 21 and 22, you are advised to survey the actual traffic levels associated with the Class D2 use during its first year of operation, in accordance with a specification to be agreed beforehand with the Council. In the event of any subsequent planning application to discharge or vary these conditions, the Council will have regard to this survey.

11. The applicant is advised to develop a Travel Plan to reduce vehicle use to the site, for both staff and visitors, and to encourage the use of cycling, walking and public transport modes of transport for trips to and from the site.

9.2 That the DoE be requested to grant listed building consent

Condition(s)
subject to any conditions that HMBC impose, including

1. Full details of elevations, sections and materials of the new extensions and external alterations, particularly the restored campanile tower, new stair and lift extensions, reordered entrance steps, new roof and dormers to the Edwardian wing, and new arts building) shall be submitted to and approved by the Council before any work on site is commenced.

2. Full details of internal alterations and rearrangements to the internal layout of the Town Hall, particularly the enlarged Imperial staircase enclosure, shall submitted to and approved by the Council before any work on site is commenced.

3. A schedule of repairs and redecoration to the Town Hall, both externally and internally, shall be submitted to and approved by the Council before any work on site is commenced.

4. All new works, and works of making good to the retained fabric, whether internal or external, shall be finished to match the adjacent work with regard to the methods used and to material, colour, texture and profile and, in the case of brickwork, facebond and pointing. (CL04)

5. A scheme for the restoration and relocation as appropriate of Council memorabilia relating to the use of the Town Hall for Local Government purposes shall be submitted to and approved by the Council before works commence on site.

5(a)/26

Informative

1. You are advised that the proposed server to the Small Hall, as shown on the drawings hereby approved, is unacceptable as currently proposed and that it should be redesigned in the details submitted pursuant to the above Condition 2.

9.3 Grant conservation area consent

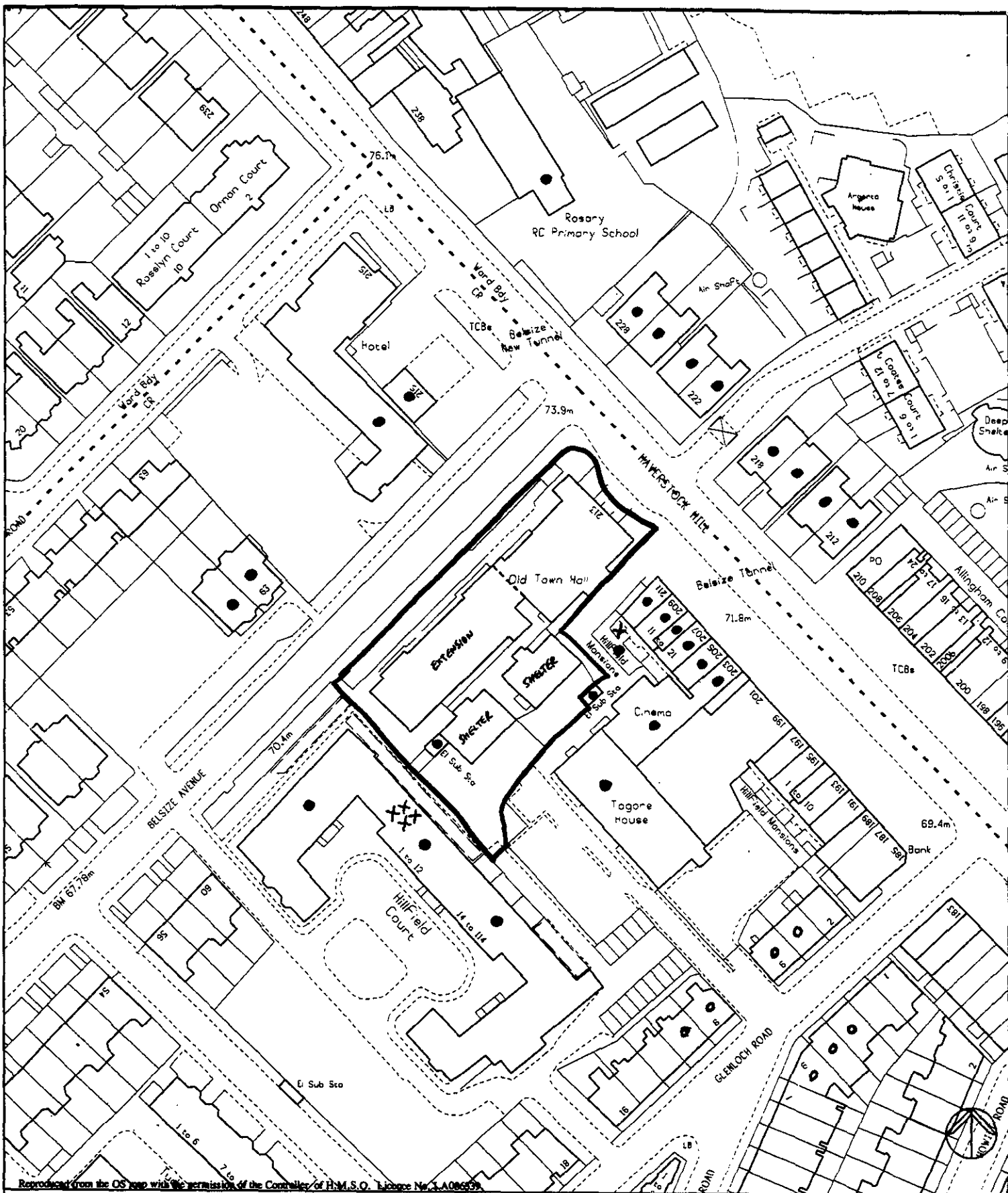
Condition

1. The air raid shelters shall be recorded on plan and by photograph, prior to their demolition.

Informative:

1. Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You are advised to consult the Council's Environment and Consumer Protection Service Pollution Team, Camden Town Hall, Argyle Street, WC1H 8EQ, (tel: 0171-278 4444), or to seek prior approval under Section 61 if you anticipate any difficulty in carrying out construction other than within normal working hours and by means that would minimise disturbance to adjoining premises. (IE06, amended)

5(a)/27



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London Borough of Camden

(14 days only on main A0)

Environment Department

Town Hall Extension

Argyle Street Entrance

London WC1H 8EQ

Hampstead Town Hall
213, Haverstock Hill

Dates: 18-Apr-1997

Scales: 1 : 1250

5(a)/28