

APPROVED DEVELOPMENT

HGY/2017/2220:

Refurbishment and change of use of the Hornsey Town Hall from B1 Use and Sui-Generis Use 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, D2 and Sui-Generis Use) and co-working use (Use Class B1).

Use of the Town Hall roof terrace as a bar (Use Class A4).

Removal of east wing extension and erection of east wing roof extensions to the Town Hall.

Change of use of the ground floor of Broadway Annex Building East to food and beverage use/drinking establishment use (Use Class A3/A4).

Provision of 146 residential units (including 11 affordable) comprising: the erection of a 7-storey building; the erection of a part 4, part 5, part 6, part 7 storey building and associated car parking at basement level; change of use of the first and second floors of the Broadway Annexe to residential use and the erection of an extension to the rear of the Broadway Annexe; the erection of a residential mews block to the rear of the Broadway Annexe. Alterations and landscaping improvements to the town hall square and open spaces.

Provision of cycle parking.

Demolition of the Weston Clinic building; courtyard infill extension to the Town Hall; Hornsey Library garage; Library annex and energy centre.

Demolition and replacement of metal stairwell to the rear of the Assembly Hall and demolition and replacement of stage hoist structure adjoining the Assembly Hall.

PLANNING PERMISSION GRANTED

HGY/2022/1749:

Approval of details pursuant to condition 13 (Public Realm Lighting) attached to planning permission HGY/2017/2220

REFUSED

HGY/2023/0832

Partial approval of details pursuant to condition 4 (Hard and Soft Landscaping) excluding Town Hall Square lamp posts lighting columns, attached to planning permission HGY/2017/2220

APPROVED

HGY/2026/0943

Approval of details pursuant to condition 13 (Public Realm Lighting) attached to planning permission HGY/2017/2220

REFUSED

CONSULTATION RESPONSE

LBH Conservation: Proposed column lighting undesirable and harmful to character of listed building. Impact exacerbated by the two types of lighting proposed. Inconsistent with the approved development and the level of detail required for this sensitive heritage setting. Insufficient public benefit outlined.

LBH Lighting: No objection to the lighting technical specifications

ANALYSIS/ASSESSMENT

Condition 4 has been partially approved for all but the Town Hall Square lamppost column details. The remaining parts of condition 4 were approved under planning reference HGY/2023/0832 which specifically excluded the lighting columns.

Condition 4 reads as below, with the relevant remaining part for the lamppost lighting highlighted:

“Prior to the commencement of the development (excepting demolition works), full details of both hard and soft landscape works shall be submitted in writing to and approved by the Local Planning Authority. Details of hard landscaping works shall include

- *hard surfacing materials*
- ***minor artefacts and structures (eg. furniture, refuse or other storage units, signs etc.)***
- *proposed and existing functional services above and below ground (eg. drainage power, communications cables, pipelines etc. indicating lines, manholes, supports etc)*
- *repairs and alterations to circular fountain and entrance arrangements on the Town Hall Square side of the building*
- *Details of soft landscape works shall include:*
- *planting plans for all open spaces (including the Town Hall square)*
- *a full schedule of species of new trees and shrubs proposed to be planted*
- *written specifications (including cultivation and other operations) associated with plant and grass establishment;*
- *schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate;*
- *bat and bird box measures; and*
- *an implementation programme.*
- *The hard and soft landscaping shall be constructed in accordance with the approved details. The approved soft landscaping details shall be implemented in the first planting and seeding season following commercial occupation of the Town Hall for community or hotel use. The approved hard landscaping details shall be implemented within 3 months of community or hotel use of the Town Hall (whichever occurs first).*

Reason: To protect the amenity of the locality.”

ASSESSMENT

Proposal details

The proposed lighting columns have been implemented without the benefit of planning consent so are therefore unauthorised.

There are two distinct designs, with a globe style heritage design closer to the Town Hall entrance and a taller set of vertical totem columns around the Town Hall Square, closer to The Broadway. Other lighting styles are also present just outside the red line site on the junction of Hatherley Gardens and along Broadway. It should be noted that adjacent lighting on The Broadway and on Hatherley Gardens has not been shown on plans despite the proximity of those lights.

The lighting details were to be submitted as part of Condition 4 and as standalone Condition 13, which relates to a Public Realm Lighting Strategy. Relating to this application is a pending application (pending at the time of writing the report but will be refused) for Condition 13 under reference HGY/2026/0943.

The lampposts have been installed without consent (approval of these details) and the applicant was advised at the time that these were inappropriate. There have been lengthy discussions regarding the inappropriate design with a view to seeking alternative and supportable solutions. This has not been possible and the current proposal is effectively seeking retrospective consent for the lighting which is in situ.

Image 1: Globe lighting



Image 2: Totem lighting



Image 3: Broadway lighting



Image 4: Hatherley Gardens lighting



The Legislative and Policy Framework

The heritage assessment is governed by the strict statutory duties imposed by the Planning (Listed Buildings and Conservation Areas) Act 1990:

Section 66(1): Requires the LPA to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 72(1): Requires that special attention be paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area.

Paragraphs 202-215 of the National Planning Policy Framework (NPPF) dictate that heritage assets are an irreplaceable resource and must be conserved in a manner appropriate to their significance. Great weight must be given to the asset's conservation, irrespective of whether the potential harm amounts to 'substantial' or 'less than substantial' harm.

Background

The site is located in a highly sensitive heritage location, situated entirely within the Crouch End Conservation Area and immediately framing Hornsey Town Hall, which is a highly regarded, statutorily designated Grade II* Listed Building.

The conditional approval for the site (ref: HGY/2017/2220) and accompanying Listed Building Consent (ref: HGY/2017/2221) were for comprehensive redevelopment and restoration of the site. The approved permission and the designation listing for the heritage asset acknowledge the listed building's setting also adds considerably to its significance. The forecourt includes a public square with its original Uren designed circular fountain with the Gas Board (Broadway House, grade II) and Electricity Board Showroom (Broadway Annexe, grade II) flanking either side of it.

Hornsey Town Hall building was on Historic England's 'At Risk' Register from 2000 but was recently removed from this following the works associated with the listed building consent. However, the planning balance on which the development of the site was conditionally approved planning permission required suitable detailing to be provided in accordance with that assessment.

The approved permission HGY/2017/2220 noted that the proposals relating to the Town Hall Square would include the re-landscaping of the area to allow for a greater level of activities in and around the Town Square and a return to the original architect Reginald Uren's design. Such works were considered to enhance the setting of the Town Hall, the listed buildings flanking the square as well as the character and appearance of the conservation area. In this regard the high quality of re-landscaping was significant in the balance of planning benefits of the proposed works and thus required detail submission to ensure such quality.

Scope of Condition 4

Condition 4 of planning permission HGY/2017/2220 explicitly reserves control over the details of: "...*minor artefacts and structures (e.g., furniture, refuse or other storage units, signs etc.)*". It was agreed with the applicant that this would include the associated lighting. It is accepted by all parties that the details of the lampposts have never been approved.

Crucially, the parent permission was granted based on a holistic scheme design, including improvements to the Town Hall Square and associated lighting. The approved Design and Access Statement and the accompanying images prominently featured bespoke Art Deco globe lighting columns. The applicant states that it was always envisaged that there would be a mix of lighting design, but any such assumptions were the applicant's alone, and this was never part of the planning proposal nor assessment.

Image 5: Historic lighting extract from DAS landscaping section for HGY/2017/2220



Planning permission reference HGY/2017/2220 approved design of the re-landscaping directly mirrored Reginald Uren's original 1930s architectural vision, responding to the age, clean geometries, and materials of the framing listed buildings. It is noteworthy that compromises have been justified in deviation from the envisaged detailing, with undesirable paving and resin bed around a retained memorial tree adjacent to The Broadway and use of wooden slats in the benches, which were justified in the recent landscaping approval.

The 1930's photographic evidence held at Haringey Archives shows the public square was originally characterised by capped and uncapped globe lights on lamp posts. Later photos from the '60s up to recent years demonstrate a progressive loss of original lighting design but these were never approved planning permission nor desirable interventions.

Image 6: Historic Photo



Examples of the historic lighting are depicted in the applicant's submission for these details in this application, where they are referred to as "original". However, the photos are not date stamped and the applicant has subsequently provided links, which appear to confirm that these were a later intervention, with no planning permission, from around the 1960's. Further links were also provided in that email which provide details of the original globe design of lighting and the capped / globe style along the side of the Town Hall Square.

Proposed lighting assessment

The current combination of globe lighting and totem lighting were installed without any consultation with Historic England nor LBH officers. The provision of the heritage style globe lighting adjacent to the entrance of the Town Hall is welcomed in principle as it broadly reflects the design envisaged in the approved DAS throughout the Town Hall Square.

However, the mix of such lighting alongside the additional totem lamp columns in the square results in insensitive and inconsistent designed lighting solutions that are neither consistent with the heritage setting of the Grade II* Town Hall, nor the surrounding Crouch End Conservation Area. The lack of consistency creates a negative impact and stark contrast between these typologies and creates a visually cluttered and undesirable setting for the Town Hall Square. The contrast is all the greater given that efforts have been made to include globe lighting on the frontage of the building itself and the use of historic bollards in the Town Hall Square.

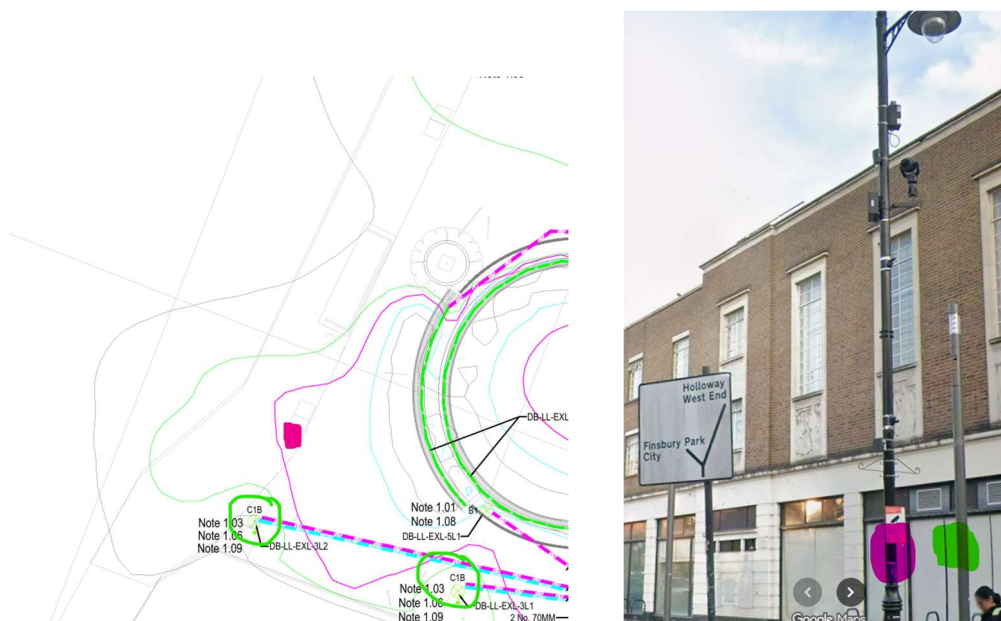
The submitted justification for the mix of globe and totem pole lighting is due to the alleged split character of the public square and the Town Hall. However, this has not been mentioned anywhere previously in the approved permissions, and such assumptions are not supported by officers. It is inaccurate to retrospectively declare that such an ambition was part of the

original approval, as this is not documented within the submission nor officer report. It is also inaccurate to describe the modern lighting as celebrating the contemporary redevelopment of the site, as the contemporary redeveloped parts of the site are to the rear of the Town Hall and not in this important and significant heritage frontage. Furthermore, the same approach has not been taken with the bollards in the Town Hall Square setting, which are of the period design, rather than the supposed modern transition away from the Town Hall.

The application references the detracting mix of lampposts that have taken place from the 1960's onward, which depart radically from the approved, art- deco, globe lighting illustrated in the main application. However, such poor examples of past interventions are not a good historic guide for sensitive development and are not sought to be replicated.

The use of a variety of designs within heritage setting creates a further visual cluttering, especially when viewed in the context of the residential street lighting in Hatherley Gardens and lighting on The Broadway. This is particularly evident in the southwestern corner of the Town Hall Square where the C1B totem light (circled green) is in close proximity to the existing lighting on The Broadway (roughly annotated as a pink dot, although not shown on the applicant's plans). The installed two types of lighting exacerbate the collective appearance of the wider setting as well as lacking heritage led design.

Image 7: Plan and Streetview - Proximity of totem lights to The Broadway lighting



Landmark appeal decisions dictate that where an applicant seeks to introduce modern lighting into a Grade II* or Grade I setting, the burden of proof lies with the developer to provide exact modelling (including day/night rendering), and this legal standard stems from the high statutory threshold protecting highly designated assets.

The submitted application fails to provide comprehensive day/night visualisations and lux-level contour modelling. By failing to provide such precise specifications, the implemented scheme has bypassed the rigorous scrutiny required for an asset of national importance. Without exact modelling, it is not possible for the applicant to discharge Section 66 duties.

Historic England's formal advice note, The Setting of Heritage Assets (GPA3), explicitly notes that "光" (light intrusion) and "light pollution" can radically alter the night-time setting of an asset. Consequently, Accurate Visual Representations (AVRs)—specifically daytime and

night-time photomontages - should have been submitted to comprehensively assess the impact.

Nature of the Harm

It is considered that the installed lighting in the Town Hall Square is highly incongruous, harmful to the setting of the Grade II* heritage asset and fails to preserve or enhance the character and appearance of the Conservation Area, exacerbated by the variance in design.

Hornsey Town Hall Square is not merely a thoroughfare; it is a carefully balanced civic space where the hard landscaping, spatial openness, and vertical structures interact directly with the brick and bronze facades of the Town Hall. The installed lighting fails on two fronts, as expressed below.

By day the physical form, profile, and materials of the columns act as an architectural anomaly, clashing with the strict, sophisticated lines of the Grade II* listed building and flanking listed showrooms, this degrading the visual amenity of the Crouch End Conservation Area.

By night the quality, colour temperature, and distribution of the illumination fail to respect the atmospheric significance of the civic square, deviating entirely from the sensitive, integrated concept originally promised via the original application.

On this basis it is considered that the installed lighting would be detrimental to the character of the listed building and wider setting of the conservation area, causing less than substantial harm to this designated heritage asset.

Applicant justification

Prior to submission, officers had advised that the totem lighting around the Town Hall Square should be replaced with a consistent lighting design in the style of the period globe design installed closer to the Town Hall building. Officers were open to reviewing other period designed alternatives if they better met the needs for lighting and comprehensive lighting strategy for the area, including any potential requirement for supplemental lighting solutions required to support a more sympathetic design, if suitable justification could be provided. However, no such alternatives were presented and so no balance of appearance over function was possible. Limited detail has been submitted to justify any significant public benefits from the installed lighting to justify the harm to the heritage assets of the grade II* listed building nor the character and appearance of the Crouch End Conservation Area.

Prior to this submission emphasis was placed on compliance with lighting requirements, such as secured by design standards, avoidance of light spill to residents and ecological sensitivity. It is noted that limited detail of such justification has been submitted, but even if such a case were to be made then there would still be a requirement for balancing of any such benefit and harm to the heritage assets. Alternative designs would also have been required even if the period globe lighting could not be justified throughout the site.

Residential Amenity

From a technical perspective, the lighting will not be maintained by London Borough of Haringey and is considered to be functionally acceptable, but this does not override the design objections.

It remains unclear why the period lighting closer to the Town Hall entrance is acceptable in terms of technical specification and light spill to the first and second floor residential homes in the Broadway Annex but not be closer to other residents around the Town Hall Square closer to the Broadway. Limited detailed assessments of these residents or other residents has been presented to determine these relationships and impacts.

It also remains unclear whether the globe lighting would have a significant impact on those residents or the users of the hotel. A balanced approach would need to consider such impacts against the design and heritage impact. As such the benefits of amenity impact are not considered to provide significant weight against the heritage harm.

Safety and security

Insufficient detail has been provided to make a compelling case that the use of the heritage style lighting would create an unsafe space around the Town Hall Square. Any safety and security impacts should also consider the weight of that and whether this is guidance or compliance requirement, as well as what the base levels were prior to development. No such justification has been presented in this application. If such impacts were identified then provision of supplementary lighting solutions, re-siting of columns or alternative sympathetic designs could have been considered. On the basis of the works undertaken and lack of such detail, such the benefits of safety and security impact are not considered to outweigh the heritage harm.

Ecology

No detail has been submitted as specific ecological justification, but it is noted that general compliance is detailed within the submission for Condition 13 (ref: HGY/2026/0943). Such considerations could be factored into suitable design but do not appear to have been at the forefront of the decision to install the unauthorised lighting nor the suitability of any supplementary lighting solutions. The design principles for avoiding ecological impact could have been considered in other design solutions or for the period lighting but have not been presented. As such the benefits of ecological impact are not considered to outweigh the heritage harm.

Conclusion

Paragraph 215 of the NPPF sets out that where less substantial harm is identified, this should be weighed against the public benefits of the proposal. In this instance, the applicant has not clearly articulated significant public benefits of the undesirable lighting solution to justify that these weigh in favour of the proposal.

Supporting Appeal Precedents

The principle that illumination and column design can cause significant harm to a heritage setting, even when technical lighting performance is acceptable, is supported by the recent appeal decisions Planning Inspectorate as set out below.

The Principle of Visual Dissonance in Heritage Settings:

In Appeal Ref: APP/K3605/W/24/3357865 (Kingston Grammar School v Elmbridge Borough Council, 2025), the Planning Inspector dismissed an appeal involving lighting infrastructure near a highly sensitive historic setting (Hampton Court Palace environs). The Inspector reinforced that even where trees or modern interventions exist, the introduction of

inappropriate lighting structures/effects during sensitive hours unacceptably detracts from the open, historic nature of a setting.

Harm from Scale, Materiality, and Form:

In Appeal Ref: APP/E5330/Z/25/3359606 (16 Nelson Road, Greenwich Conservation Area, 2025), the Inspector dismissed an appeal concerning external illumination elements on a listed building terrace. The Inspector emphasized that under Section 72(1), even minor deviations from restrained, traditional design language fail to preserve or enhance a conservation area. The judgment noted that design must actively take account of the specific architectural history of the building, rather than deploying off-the-shelf commercial fixtures.

Conclusion

The outline lighting design approved with the planning permission HGY/2017/2220 was intended to be further developed, detailed and approved through discharge of planning conditions before being implemented. The approved permission HGY/2017/2220 was subject to conditions and the same statutory requirement to protect the setting of a grade II* listed building. Condition 4 provides clear requirements for such structures including the lighting of the Town Hall Square.

The mix of modern and heritage lighting installed significantly undermines the contextual design narrative established during the application stage, which detracts from the character and appearance of the civic space with the Town Hall Square, and contrary to local heritage policies and the statutory requirements of Sections 66 and 72 of the Act. The use of heritage lighting and bollards alongside the modern design and in close proximity to the other public highway lighting exacerbates this disparate design within the wider conservation setting.

As such the lighting installation within the site frontage and in the context of other adjacent lighting typologies is considered to be an undesirable and unsatisfactory solution to the detriment of the character and appearance of the grade II* listed building and setting of the Crouch End Conservation Area. On this basis it is recommended that the application be refused and enforced and that the applicant provide alternative design led approach to a consistent lighting solution.

RECOMMENDATION

REFUSE

The proposed details for the lighting required in regard to minor artefacts and structures as part of Condition 4 introduce an uncharacteristic, undesirable and inconsistent lighting solution for the re-landscaped Town Hall Square, which is harmful to the special heritage character of the grade II* listed building and character and appearance of this part of the Crouch End Conservation Area. As such the details are contrary to Policies D4 and HC1 of the London Plan 2021, Policy SP11 and SP12 of the Haringey Local Plan 2017 and Policies DM1 and DM9 of Haringey's Development Management Development Plan Document 2017.