

Donald Insall Associates

BROOMFIELD HOUSE LONG LIST OPTIONS REVIEW

Broomfield House CMP and Options Appraisal
January 2016



Chartered Architects and Historic Building Consultants

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1. Introduction

This report has been prepared to summarise and explain the various merits and disadvantages of the Long List Options, setting these against the conclusions of the earlier work prepared by the consultant team. These earlier documents include:

1. The Conservation Management Plan (draft), written by Donald Insall Associates (May 2015, condensed and re-formatted December 2015)
2. The Future of Broomfield House – Feedback from Questionnaire, prepared by PPS Group, January 2016
3. Broomfield House, Stable Block and Park: Market Context Analysis, prepared by Fourth Street, October 2015
4. Broomfield House and Stable Block: Update on Options Appraisal, prepared by Fourth Street, January 2016

Copies of items 2 and 4 are attached with this report, together with a summary of the Conservation Management Plan

2. Parameters for the Options Appraisal

Here follows a brief summary of the key parameters which define what options may be viable, and which should therefore be considered. It should be noted at the outset that while the CMP covered the House, the Stable Yard and the Park, the Options Appraisal was asked only to consider the future of the Buildings of the Main House and Stable Yard as this was the principal area of Heritage at Risk, as counselled by Historic England.

2.1 From the Conservation Management Plan

The building of the Main House is in a very poor state following fires in 1984, 1993 and 1994, and, in increasing order of cost, the following are possible:

2.1.1 Full Demolition

Full demolition of the remaining structures and infilling the basements would leave a level site, which may or may not be left marked at ground level as the focus of the surrounding gardens and Park. This would result in the loss of any remaining significance of the house; it may be possible to move the remaining important fragments of the staircase, the internal timber panelling and the Landscreen Murals to a new site; this will require listed building consent, and a viable new location to be found.

2.1.2 Partial Rebuilding:

The surviving important fragments noted above, and the standing remains of the house on the north and west sides are of sufficient integrity and significance to justify their retention and restoration within a rebuilt structure. This would allow the remaining part of the footprint of the building to be a new, sympathetically designed structure, which could contain any new facilities needed to support 21st century needs. We have noted the earlier use of the building as a school, a health centre, a café and as a museum.

2.1.3 Full Rebuilding:

Such an approach would retain the full extent of the surviving historic fabric at the expense of recreating a building with an inconvenient plan and limited ability to

provide for current needs in respect of access, environmental control, services, facilities and the like.

With regard to the Stable Yard buildings, we noted:

2.1.4 Stable Yard

The buildings and walls within and around the Stable Yard survive as an important part of a prosperous merchant's estate of the 18th century. All are fully capable of a basic level of refurbishment, for uses which will support that of the House, and this should be aimed at.

There is commercial potential for the stable and ancillary buildings, which could support a more charitable activity in the main house. Commercial uses, including a café, have been accommodated within the House and Park before, and must be considered again now, to help provide the necessary funding for the restoration, and create an income for future maintenance.

2.2 From the PPS Public Consultation Report:

2.2.1 Use of the Site

The most popular option for the future of Broomfield House is to see the site turned into a Heritage, Arts and Cultural destination, with 38% of respondents selecting this as their preferred option. Almost as popular was the idea of turning the site into a community hub, which received 34% of respondents' support. Nearly a tenth of people (9%) wanted to see the site used for commercial reasons. 6% wanted to see the site demolished and 5% wanted to see residential development.

2.2.2 Sources of Funding

The clearest demonstration of support from responses was that *the Council should pursue grants to part fund the restoration of Broomfield House*. Combining respondents who said they 'strongly agree' and 'tend to agree', over 89.5% of respondents showed a degree of support for this type of funding.

The idea that *the Council should part fund the restoration of Broomfield House from Council money* was the second most supported option for funding. 74.1% of people supported this idea.

The third most heavily supported idea was that *the Council should work with a business partner / commercial interests to fund or part fund the restoration and future running costs of Broomfield House and Stable Block*. 59.2% of respondents "strongly agreed" or "tended to agree".

Lastly, and still with slight (52.4%) majority support, was the idea that *the Council should look at development within the Stable Yard to help fund any restoration*.

2.3 From the Fourth Street Market Analysis Report:

2.3.1 Demand Analysis

In terms of visitors to Enfield, those visiting friends and relatives (VFR) remain the most important market for this study. More than a quarter of leisure day visits include VFR visitors who tend to be guided by their hosts in terms of their visitor programme. Attractions and activities that are attractive to visit on a more frequent basis, as opposed to one-off visits, tend to be more popular with hosts and their VFR visitors.

As part of the demand analysis, Fourth Street has identified potential market demand for available and affordable Creative Studio Workspaces in London. There is a growing market for artists' workspaces and studios, with at least 3,500 spaces required in the next five years just to keep pace with current demand. Due to rising property prices and increasing development activity, the stock of affordable workspaces for artists is diminishing. Broomfield House and Stable Block could potentially be utilised to provide some additional and affordable workspaces for artists, subject to further consideration and development of options. In addition, some consideration would need to be given to the market for

studio providers, which is highly competitive (numerous operators) and complex (variety of business models).

2.3.2 Supply Analysis

The supply analysis examines other local visitor attractions, in particular other parks and mansions located within parks. Since Broomfield House is located in a small urban park, it will most likely serve a local resident population and therefore the supply analysis is mostly limited to the Enfield borough.

Enfield's location in outer London limits the potential success of major visitor attractions, therefore the visitor offer in the borough is small. On the other hand, Enfield is one of the greenest boroughs in London with about a third of the area designated as greenbelt. There are a total of 98 parks in Enfield, eight of which have received a Green Flag award, which assesses the quality of parks and open spaces.

A number of research reports relating to parks and open spaces have been summarised in [the report]. Of note is the Heritage Lottery Fund (HLF) report *Mansions at Risk in Public Parks in London*, which looks at challenging historic buildings within parks. The report emphasises the importance of a masterplan for both the house and park as opposed to treating one or the other separately. Taking this approach increases the chances of securing both HLF funding and private funding.

2.4 Note on Commercial Uses

We approached this assignment with a completely open mind and a 'blank sheet' approach to the potential long list of uses that might occupy the House and Stable Yard. Early work on the market analysis and initial consultations quickly ruled out some whole "categories" of uses – irrespective even of any physical fit with the space. In particular, the House's peripheral location in an outer London Borough effectively rules out any leisure, tourist or cultural use that is dependent on a 'renewable' market of one-time leisure visitors. This includes standalone museums, galleries, heritage or 'science centres'. Put simply, tourist attractions in London tend not to work outside of what are already prime tourist areas. Indeed, with the notable exceptions Historic Greenwich, Hampton Court and Kew Gardens, it is difficult to conceive of any location outside of Central London where a 'static' (i.e. exhibition-based) visitor destination would be viable. For this reason, those destinations that are sustainable in more peripheral areas tend to be programming-based destinations that can attract repeat visits by a large resident catchment (viz. Wembley, Alexandra Palace, O2 Arena, etc.).

We also considered some form of 'makerspace' which are proliferating across London in a variety of forms. We ruled this out, however, because supply is currently outpacing demand and broad consultation with a number of operators pointed to the fragility and uncertainty of makerspace business models and the likely need for substantial public subsidy. Moreover, we were mindful of the proximity of Building Bloqs – a local makerspace that has already been established in Enfield – and a reluctance to create a direct competitor so close to it.

Beyond these 'obvious' heritage or cultural uses, we furthermore ruled out any commercial uses that are dependent on high volumes of passing trade (e.g. cinema, retail or stand-alone food and beverage outlets such as restaurants), while parking constraints and a generally incongruous parkland setting effectively ruled out the development of speculative commercial space. One exception to the latter that we did consider was the possibility that one or more sports governing bodies might take space within a refurbished House and/or Stable Yard. This was partly inspired by the sports heritage of the site and the fact that the park still functions – in many respects – as a sports & leisure amenity for the local community. Subsequent discussions with Sport England, however, did not reveal any pressing need or demand from the existing governing bodies in London.

2.5 From the Update on Options Appraisal:

Based on our market analysis, extensive consultations and background research – and mindful of the outcome of the recent public consultation exercise – we consider the following to be a reasonable and realistic set of options to consider as a shortlist at this stage.

1. Demolition. Clearly not an option that fits the Partnership Board Terms of Reference, but one that has to be considered if only due to the state of the building, the Council's ownership and its full set of public responsibilities.
2. Mixed use development, including some measure of enabling residential development.
3. Mixed use development that combines semi-private commercial uses and open-access community and/or arts/heritage uses.
4. Openly marketed commercial development opportunity that restores the fabric of the building, but does not guarantee public access.

3. Options suitable for Long-Listing.

3.1 Compilation of the long list

The Long List has been compiled to include the various possible uses for the site which have emerged from an examination of the significance of the site, as determined by the Conservation Management Plan, uses suggested by a significant number of those responding to the public consultation exercise, and those which emerged as a result of the Market analysis.

These uses included:

- 1) Full restoration (Community space for public use)
- 2) Preserve as a ruin
- 3) Full demolition of the remains of the House
- 4) Partial Restoration of the most Significant parts House, with the rest of the Ground plan being rebuilt as ancillary/service space, to support public use, with:
 - a) Stable Yard as Studio/Workshop (Creative Arts)
 - b) Stable Yard as Studio/Rehearsal Space (Performing Arts)
 - c) Stable Yard as Commercial Office
 - d) Stable Yard as Residential Enabling Development/Conversion
- 5) Full restoration of the House as a private residence, with further residential accommodation in the Stable Yard
- 6) Partial restoration (as 4 above), as office for Sports Governing body

3.2 SWOT analysis

The use options set out above were reviewed in various combinations for the House and Stable Yard to allow testing against the criteria identified above for retention of significance (including the consequential likelihood of gaining statutory consent), public support and market viability.

In each case, the option was considered in respect of its

Strengths

Weaknesses

Opportunities

Threats

The results of this analysis are shown in the following table.

	Strengths	Weaknesses	Opportunities	Threats	Conclusion
1. Faithful full restoration	<ul style="list-style-type: none"> - This will retain the maximum amount of the historic fabric - the completed building should be publicly accessible 	<ul style="list-style-type: none"> - maximum cost. - use compromised by historic layout and lack of access, facilities, services. - already rejected by the HLF 	<ul style="list-style-type: none"> - public events and some measure of private hire (eg weddings, art displays) 	<ul style="list-style-type: none"> - Insufficient beneficial use may compromise future maintenance, unless long term funding identified and set aside. 	Already rejected by HLF, due to lack of viable business plan. Reject.
2. Preserve as ruin	<ul style="list-style-type: none"> - Less expensive than full restoration. - retains some historic fabric as Park focus 	<ul style="list-style-type: none"> - loss of most timber still remaining - continuing maintenance costs - no prospect of future income from any use of the site without a beneficial use. 	<ul style="list-style-type: none"> - Retains option of funding becoming available at a later date to provide a setting for the staircase, murals and panelling 	<ul style="list-style-type: none"> - Continuing maintenance costs and insurance risk may encourage full demolition later 	This neither supports the retention of the most significant parts of the house, nor generates an income, and leaves a continuing liability. Reject
3. Full Demolition of the remains of the house	<ul style="list-style-type: none"> - Low Cost - No enabling development required 	<ul style="list-style-type: none"> - Loss of all Heritage of House (but much heritage already lost) - Loss of Park focus - not supported by public - a new home would need to be found for the mural and artefacts 	<ul style="list-style-type: none"> - Possible new Park Focus on same site - Landsroon mural and staircase could be rehomed elsewhere 	<ul style="list-style-type: none"> - May encourage loss of remaining Park landscape (unlikely) 	Default result if no economically viable option is deliverable Shortlist
4a. Restoration/Rebuild of House, Mixed Use, semi-private open access arts use, in the form of artist studio/ space or craft workshop let on a commercial basis, with associated display/selling gallery space open to the public. Food and drink may be offered.	<ul style="list-style-type: none"> - allows the house to be restored - likely to generate some return while preserving the significant surviving parts of the house. - public support for an open access arts use. - known demand for artist workspace 	<ul style="list-style-type: none"> - enabling development in the Stable Yard may cause some harm to the buildings there. - little support for commercial use of the Stable Yard, though this may be mitigated by the "arts" use. - need to find and form a business agreement with a commercial partner. 	<ul style="list-style-type: none"> Mixed use part of the site can support community objectives - Rebuilt section of house can contain modern facilities to support active use as part of an open access environment - heritage enterprise grant may be available 	<ul style="list-style-type: none"> - requires active and effective management of the "artist" tenants. (may be addressed via an artist workspace specialist management company) 	This solution, which has the potential to retain the main areas of significance in the house and the Park setting, together with some level of public access, and should generate supporting income, has public support as shown by the stage 1 consultation. Shortlist

	Strengths	Weaknesses	Opportunities	Threats	Conclusion
4b. Restoration/Rebuild of House, Performance Arts Organisation	<ul style="list-style-type: none"> - allows the house to be restored - likely to generate some return while preserving the significant surviving parts of the house - some public access may still be retained. - public support for arts use 	<ul style="list-style-type: none"> - market analysis suggests that such organisations are unlikely to contemplate a move to this part of London, though this should be investigated further. 	<ul style="list-style-type: none"> - Some level of public performance may be an asset to the borough 	<ul style="list-style-type: none"> Performance Arts organisations will prioritise their Art and may not spend the money necessary to maintain the house once in occupation 	<ul style="list-style-type: none"> Subject to viability, this should be investigated further. Shortlist.
4c. Restoration/Rebuild of House, Commercial Development, in the form of office space for small business use in the Stable Yard. Food and drink may be offered within the house.	<ul style="list-style-type: none"> - allows the house to be restored - likely to generate a good return while preserving the significant surviving parts of the house. 	<ul style="list-style-type: none"> - enabling development in the Stable Yard may cause some harm to the buildings there - little support for commercial uses identified in public consultation - will contravene covenant for House and Park 	<ul style="list-style-type: none"> - Rebuilt section of house can contain modern facilities, access etc to support active use as part of an open access environment 	<ul style="list-style-type: none"> - Commercial imperatives may restrict the future access to key parts of the site 	<ul style="list-style-type: none"> This solution lies somewhere between the previous two in term of return and delivery of public benefit, and should be considered further. Shortlist
4d. Restoration/Rebuild of House, Mixed Use, with some Residential Development	<ul style="list-style-type: none"> - allows the house to be restored - likely to generate the best return while preserving the significant surviving parts of the house 	<ul style="list-style-type: none"> - enabling development in the Stable Yard may cause some harm to the buildings there - will contravene covenant for House and Park - little local support for housing identified in public consultation 	<ul style="list-style-type: none"> Mixed use part of the site can support community objectives - Rebuilt section of house can contain modern facilities, access etc to support active use 	<ul style="list-style-type: none"> - housing use likely to mean permanent loss of part of the house to the community; may be mitigated depending on housing tenure 	<ul style="list-style-type: none"> As this is likely to be the most viable solution which retains access to the Main House from a financial standpoint, this should be considered, if only to compare with other mixed uses. Shortlist

	Strengths	Weaknesses	Opportunities	Threats	Conclusion
5. Residential Restoration of House, Full residential use across whole site	<ul style="list-style-type: none"> - allows the house to be restored - likely to generate a good return while preserving the significant surviving parts of the house - may remove the House from the Council's liabilities for ever 	<ul style="list-style-type: none"> - Full residential use of the house will prevent anything other than minimal public access, to both it and adjoining areas of the Park (the gardens). - not supported by public consultation - against covenant for House and Park 	<ul style="list-style-type: none"> - a committed owner occupier is likely to maintain the house for the long term, and may take adjoining areas of the gardens in hand - may remove the House from the Council's liabilities for ever 	<ul style="list-style-type: none"> - longer term, an occupier is likely to wish to make changes, for better services in particular, which may compromise the continuing significance of the House. 	The likely full loss of public access and public opposition make this option challenging to deliver from a political standpoint. Reject.
6. Restoration/Rebuild of House, Sports Organisation	<ul style="list-style-type: none"> - allows the house to be restored - likely to generate some return while preserving the significant surviving parts of the house - synergy with the sports facilities in the Park 	<ul style="list-style-type: none"> - market analysis suggests that such organisations are unlikely to contemplate a move to this part of London - access to the Main House likely to be an issue 	<ul style="list-style-type: none"> - may bring elite level sports opportunities to the borough 	<ul style="list-style-type: none"> - If implemented, may remove or reduce public access to some of the existing sports facilities. 	Lack of visible demand makes this unviable. Minimal access to the House will conflict with public interest. Reject.

4. Conclusion

The analysis supports the further investigation of four options, plus the alternative of demolition, which will be the consequence if none of the other options is followed through.

The options are, essentially, variations on the same theme, of restoration of those parts of the Main House which retain significance and are realistically capable of rebuilding, combined with new building on the same footprint for the rest of the house to provide support spaces and function, and with supporting development in the Stable Yard buildings

The combination which has the best fit with the desires of the public consultees, the Significance of the Building and the market analysis is that of an arts based community use, which would likely involve artist studio and workshop space in the Stable Yard and possibly some of the rebuilt Main House, with parts of the House and Stables open periodically for public viewing. One or two rooms within the Main House might be more regularly open or available for public hire, other displays and so on.

Views of the refurbished main house, and its renewed relationship with the Park, are attached below.

Other enabling uses for other commercial activity, or indeed for residential conversion offer progressively less public access, though perhaps better financial viability. This remains to be tested.

The last possibility, for full restoration of the Main House, has already been rejected by the HLF and thus is rejected again here.

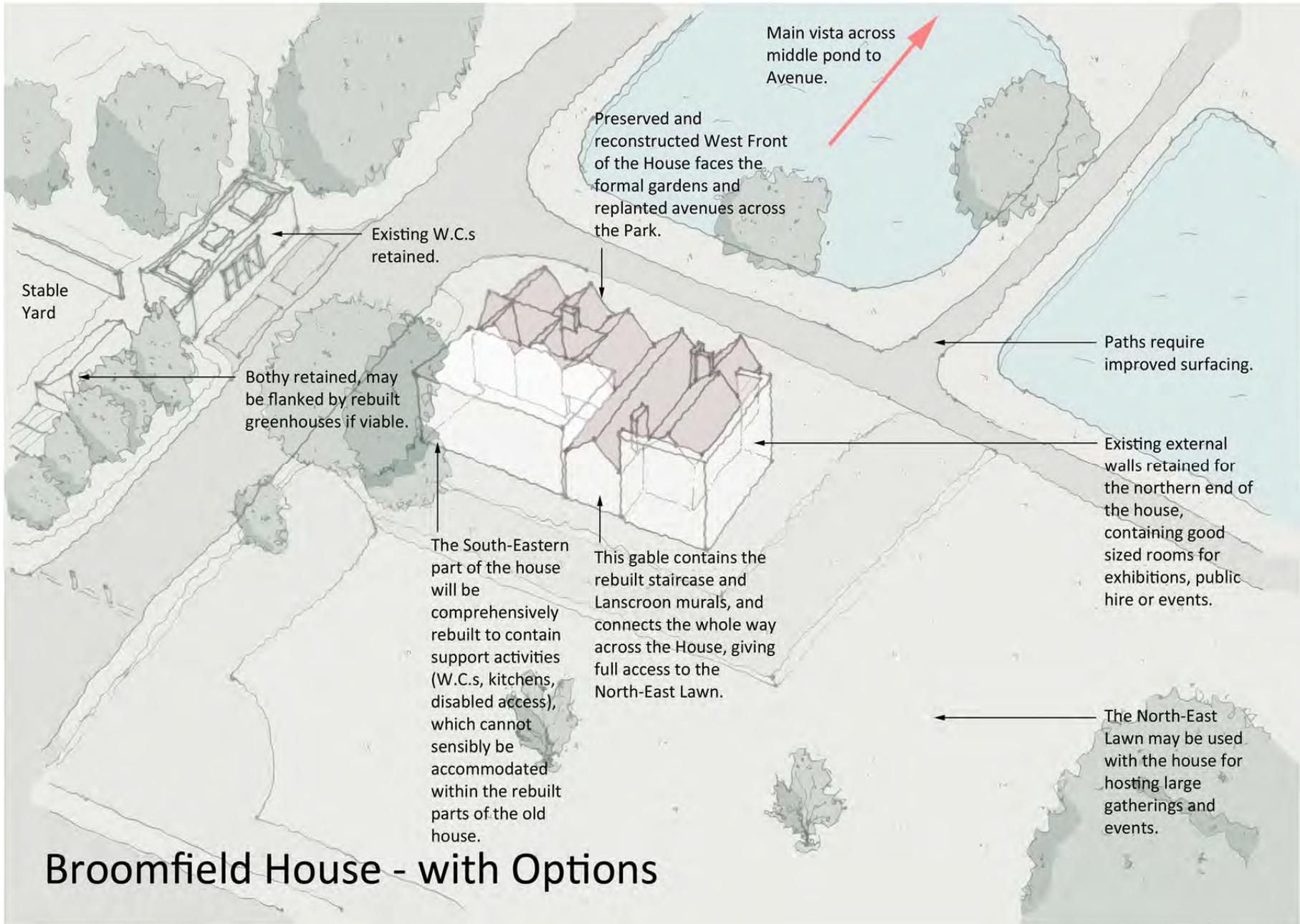


Fig 1.

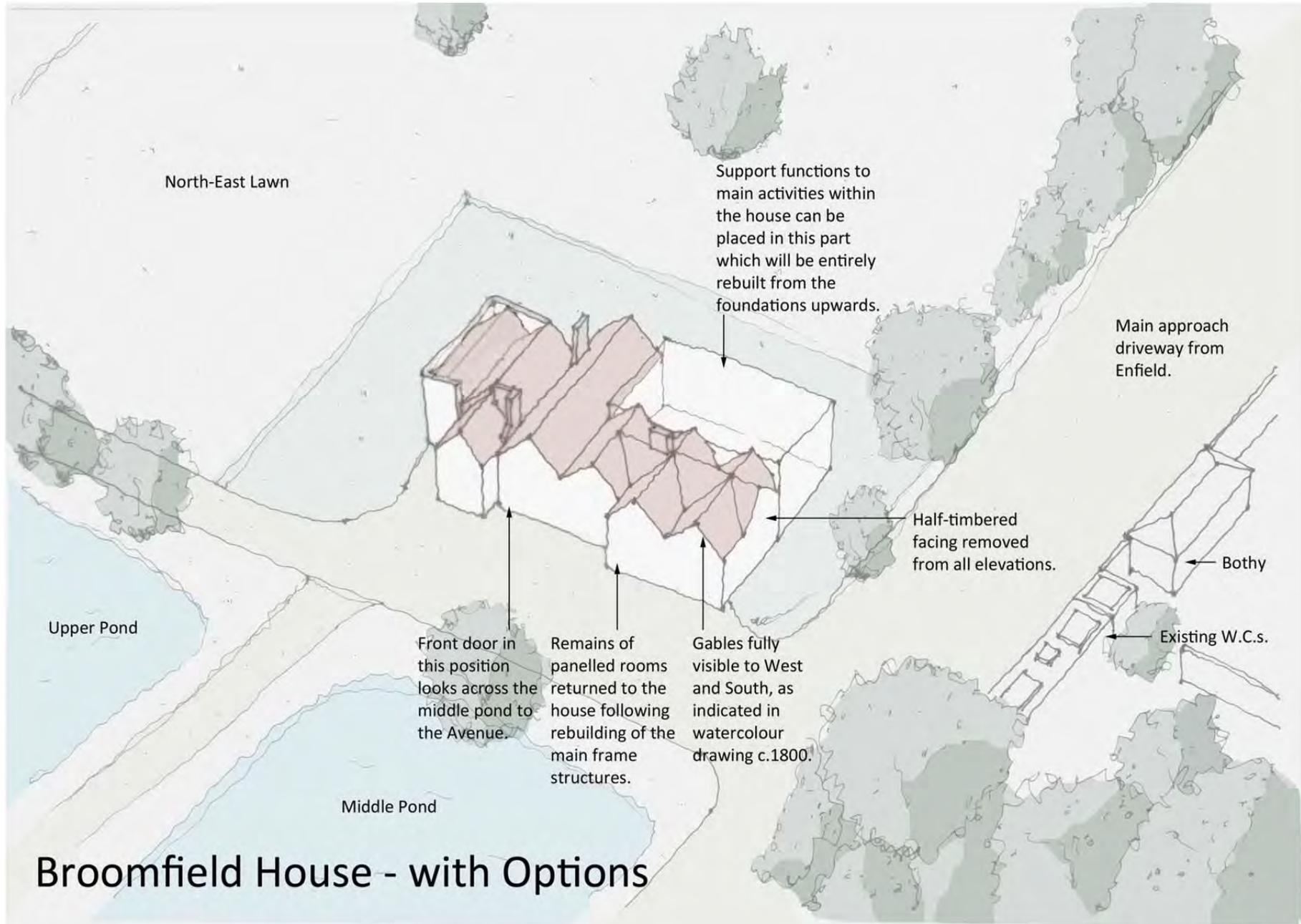


Fig 1.

Appendices:

- A Executive Summary of the Conservation Management Plan
- B Feedback from Questionnaire
- C Update on Options Appraisal

Conservation Management Plan – Broomfield House and Park

The Conservation Management Plan seeks to both guide and advise proposals for the future use of the House and Park.

Key Issues

- How significant is what remains of Broomfield House?
- What is the significance of the Park?
- How valuable are the sports and leisure facilities to the community?
- What can be done with the stable yard?
- How will any new proposals be realised, when previous options have not been?
- What funding options are available?

The House

- In the centre of Broomfield Park is Broomfield House which was built in the 16th century; damaged by fire in 1984 and again in 1994. Broomfield is a house of considerable age and it has been renovated and altered on several occasions. The House is the focus of the Park, in particular the avenue and water gardens. According to the Souvenir of the Opening of Broomfield Park in 1903, James I used the estate and the house as a hunting lodge. It is listed Grade II*.
- However upon recent assessment, no more than 20-30% of the historic fabric of the building remains. It is now in a very poor state.
- Some significant elements have largely survived, such as the early 18th century staircase of carved dark oak, decorative panelling and murals by the Flemish artist Gerard Lanscroom. These were rescued after the first fire and are in store. These are of high importance.
- Broomfield House had been maintained intact in a succession of uses (a school, health centre, café and museum) and since the 1984 fire various proposals have been developed to restore, repair and redevelop the house, but not brought to fruition.
- The west side of the House, which contained the more important features (the oak staircase and Lanscroom murals), could be rebuilt, incorporating the surviving historic fabric.
- The east side of the House could be rebuilt in a contemporary approach on the same footprint to contain necessary modern facilities: WCs, lifts, and circulation allowing for a more integrated approach to the overall project of repair, restoration and new build.
- The basement survives and could contain mechanical and electrical installations for any new function to be housed in a restored or new section of the house.
- The exterior appearance of the house should relate to the period of the key surviving parkscape features. A restoration to the status quo of the late 18th century (but nevertheless retaining the north range itself) would have the benefit of connecting the house to the baroque water gardens if restored.

The Stable Buildings

- The buildings and walls within and around the Stable Yard survive as an important part of a prosperous merchant's estate of the 18th century. All are fully capable of a basic level of refurbishment, for uses which will support that of the House, and this should be aimed at.

Executive Summary

- There is commercial potential for the stable and ancillary buildings, which could support a more charitable activity in the main house. Commercial uses, including a café, have been accommodated within the House and Park before, and must be considered again now, to help provide the necessary funding for the restoration, and create an income for future maintenance.
- An Options Appraisal is the best approach to determine way forward to link these buildings with a use for the main house and a use connected to the wider recreational park.

The Park

- The 1650s baroque features are currently vulnerable to dilution or removal without the house to set the context, and as a result of pressures from accommodating recreational facilities and a lack of committed funding. However enough survives, both above ground and as buried archaeology, to give a great opportunity for restoration.
- In 1977 the elms from the avenue in the west field (parkland) were removed and replaced by limes. The double tree avenue should be reinstated using appropriate species based on historical research and arboriculture advice.
- Interpretation would be very beneficial; there is an opportunity to create a warmer and more inclusive image through more welcoming entrances, better surfacing finishes, a co-ordinated range of signage and the sensitive design and placement of street furniture.
- Public facilities and later 20th century additions to the park, (e.g. oval lake, bowling green, tennis and muga courts, children's play area) play important roles within the context of a highly valued urban park; as such improvements would be considered as part of wider enhancement to complement the historical restoration or re-creation with the potential for greater use of the area immediately around the house by the public'.

Sport and Leisure

- Sporting facilities to the east in the former gravel pit do not detract from the historic interest of the park and add communal value
- The tennis courts, netball courts and bowls club, though popular, are less well sited in the context of the historic park layout.
- The water features in the park suggest additional activities which might be offered
- Any restoration or change to the leisure facilities could be carried out independently of the works to the house and other buildings.

Moving forward

Once a public consultation has been carried out with comments and guidance from the wider community, an options appraisal will be undertaken to identify the uses most likely to succeed in Broomfield House and Park.

The Future of Broomfield House

Feedback from Questionnaire

30th November 2015

Overview

Running from the end of August until the 30th of November 2015, the Broomfield House questionnaire was available both as an online form and a written form, distributed by both Enfield Council and The Friends of Broomfield House at events.

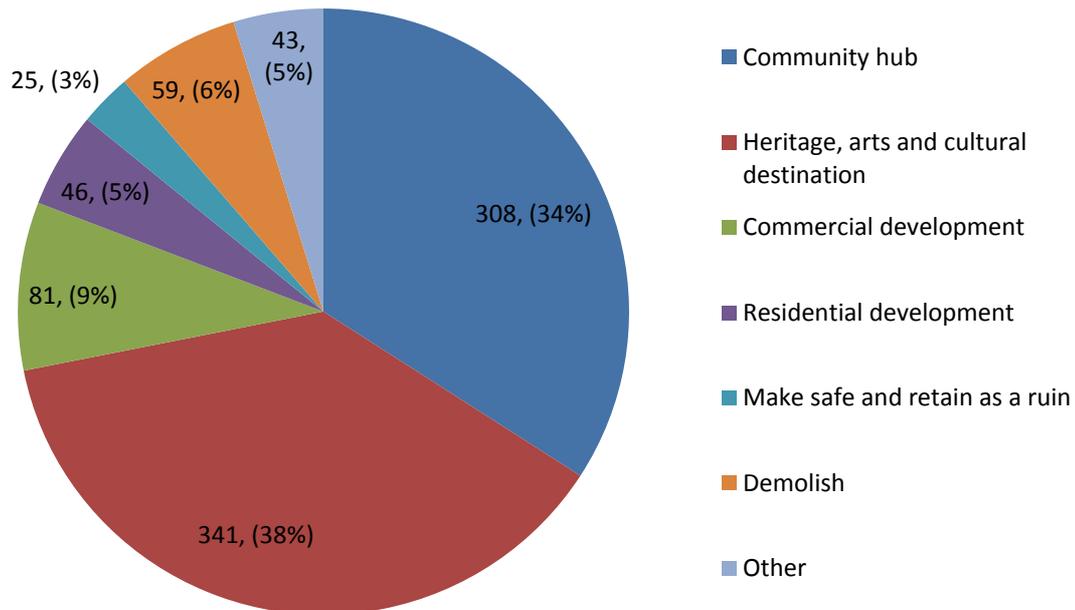
It aimed to establish what the local community felt should happen in regard to the site and produce favoured options for the House's future. The issues and suggestions raised in the comments will be used to help Enfield Council identify what the community, most of whom were local residents, feel is the best future for Broomfield house as the Council look to move forward with three preferred options.

The reason for choosing both an online and paper feedback form was because it allowed for a wider reach of participants to complete the questionnaire, including some harder to reach groups – this was also achievable due to the long time frame.

The questionnaire included seven questions, some aimed at establishing the respondent's general thoughts on the project and others aimed at establishing the demographics of the respondents. Participants were given the choice to not respond to any question if they did not feel comfortable, especially important when asking them for their more personal demographic data.

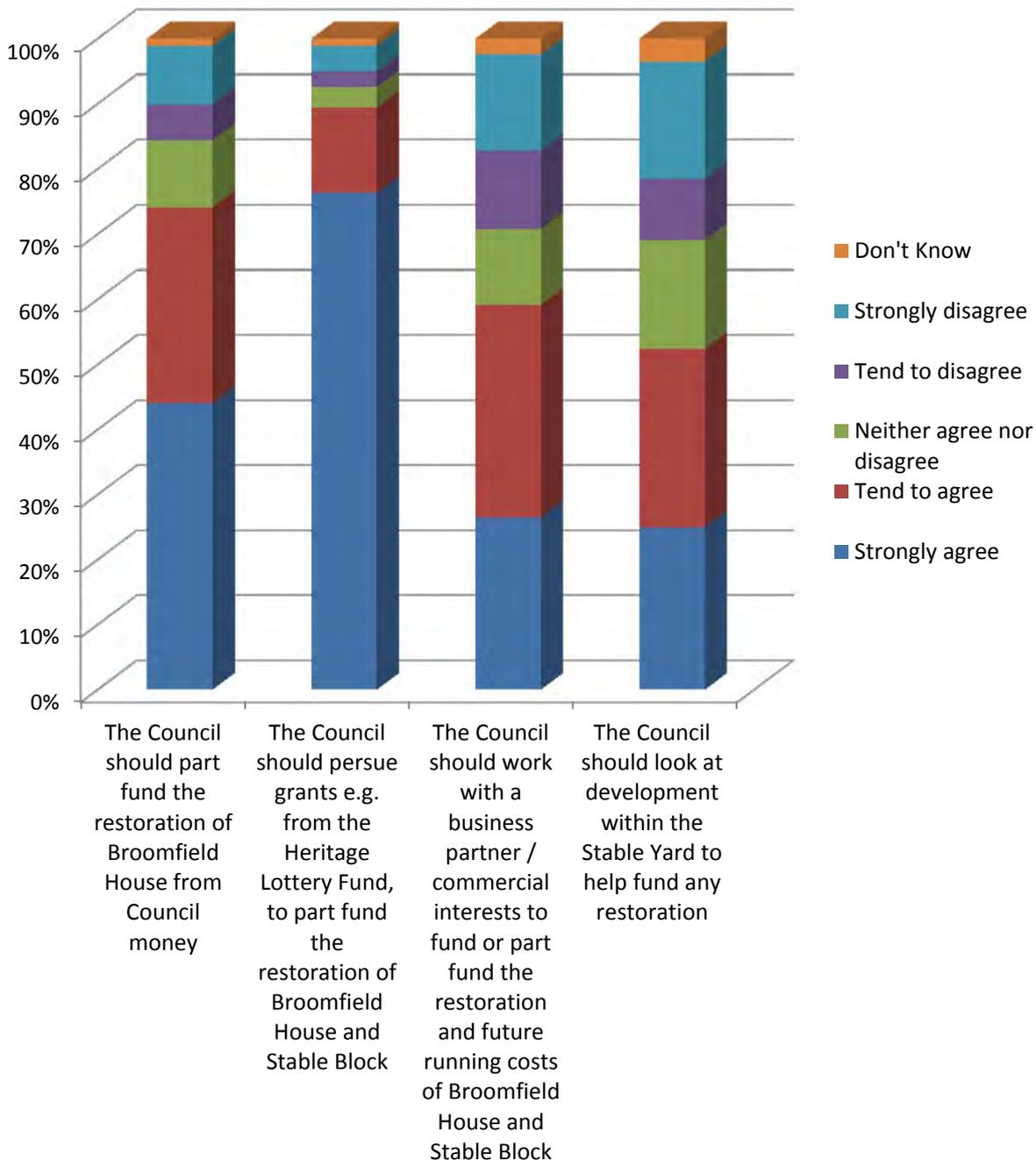
In total there were 458 respondents to the questionnaire, including a mix of demographics, with the vast majority responding to all questions. In the continued effort to engage with the local community on the project, the results of the questionnaire have been outlined and summarised overleaf.

Q1. What do you think should happen to the Broomfield House and Stable Block?



The most popular option for the future of Broomfield House is to see the site turned into a Heritage, arts and cultural destination, with 38% of respondents selecting this as their preferred option. Almost as popular was the idea of turning the site into a community hub, which received 34% of respondents' support. Nearly a tenth of people (9%) wanted to see the site used for commercial reasons. 6% wanted to see the site demolished and 5% wanted to see residential development. 25 responses did not see their preferred option listed and so chose 'other', with 100% of those respondents then stating their particular preference for the site.

Q2. In relation to the funding, to what extent to you agree or disagree with the following...?



This question was designed with the intention of producing attitudinal data on the various proposed ideas for funding the project. The ordinal scale of choice for the respondent allows for a more detailed understanding of their feelings toward each option, rather than just one particular option, whilst still

producing quantitative data. Quantitative data is preferred as it is more easily used for comparative purposes. A general point to note when looking at the data, is that where there is a great degree of support from respondents, there is also less amount of disapproval of the results.

The clearest demonstration of support from responses was that *the Council should pursue grants to part fund the restoration of Broomfield House*. Combining respondents who said they ‘strongly agree’ and ‘tend to agree’, over 89.5% of respondents showed a degree of support for this type of funding. Further, compared to the other three funding options, this option produced the highest amount of respondents who stated that they ‘strongly agree’ (76.3%). There was also the smallest percentage of people who said they ‘strongly disagreed’ (3.9%) or ‘tend to disagree’ (2.4%) with this suggestion. Overall, this question produced the least amount of people who neither agreed nor disagreed with the idea (3.1%).

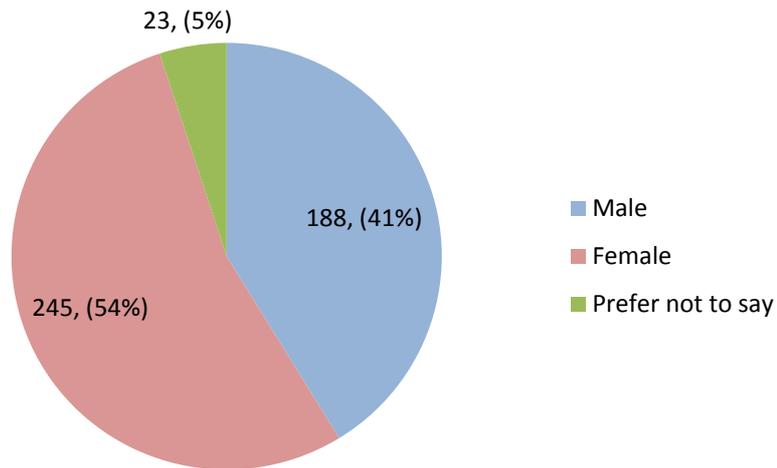
The idea that *the Council should part fund the restoration of Broomfield House from Council money* was the second most supported option for funding. 74.1% of people supported this idea, with 44.1% of people saying that they ‘strongly agreed.’ Further, only 14.5% of respondents showed a degree of disapproval for this type of funding; the only question receiving less disapproval being the idea of gaining grants from outside bodies. 3% of people showed no preference either way.

The third most heavily supported idea was that *the Council should work with a business partner / commercial interests to fund or part fund the restoration and future running costs of Broomfield House and Stable Block*. Over half of people said that they either ‘strongly agreed’ (26.5%) or ‘tend to agree’ (32.7%). There was a greater degree of disapproval for this type of funding, however, in comparison to the two most heavily supported questions. In total 26.8% of people said that they either ‘tend to disagree’ (12.1%) or ‘strongly disagree’ (14.7%). A further 11.6% said that they neither agreed nor disagreed with this type of funding.

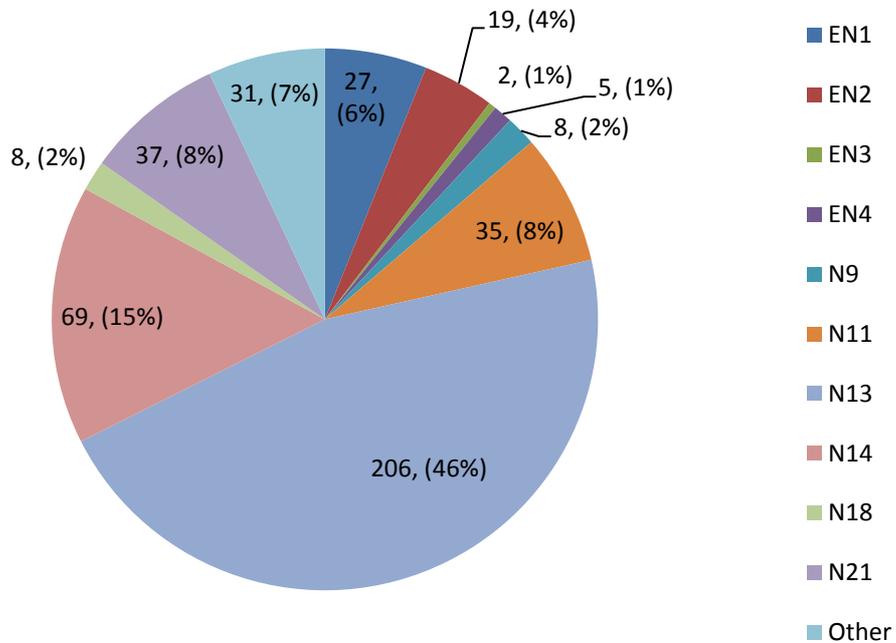
The suggestion that *the Council should look at development within the Stable Yard to help fund any restoration*, gained both the fewest amount of people who showed their support and the greatest amount showing their disapproval. Just over half of respondents (52.4%), however still said that they either ‘strongly agreed’ or ‘tend to agree’ with this type of funding. Just over a quarter (27.4%) of people said that they either tend to disagree or strongly disagree.

Demographic data

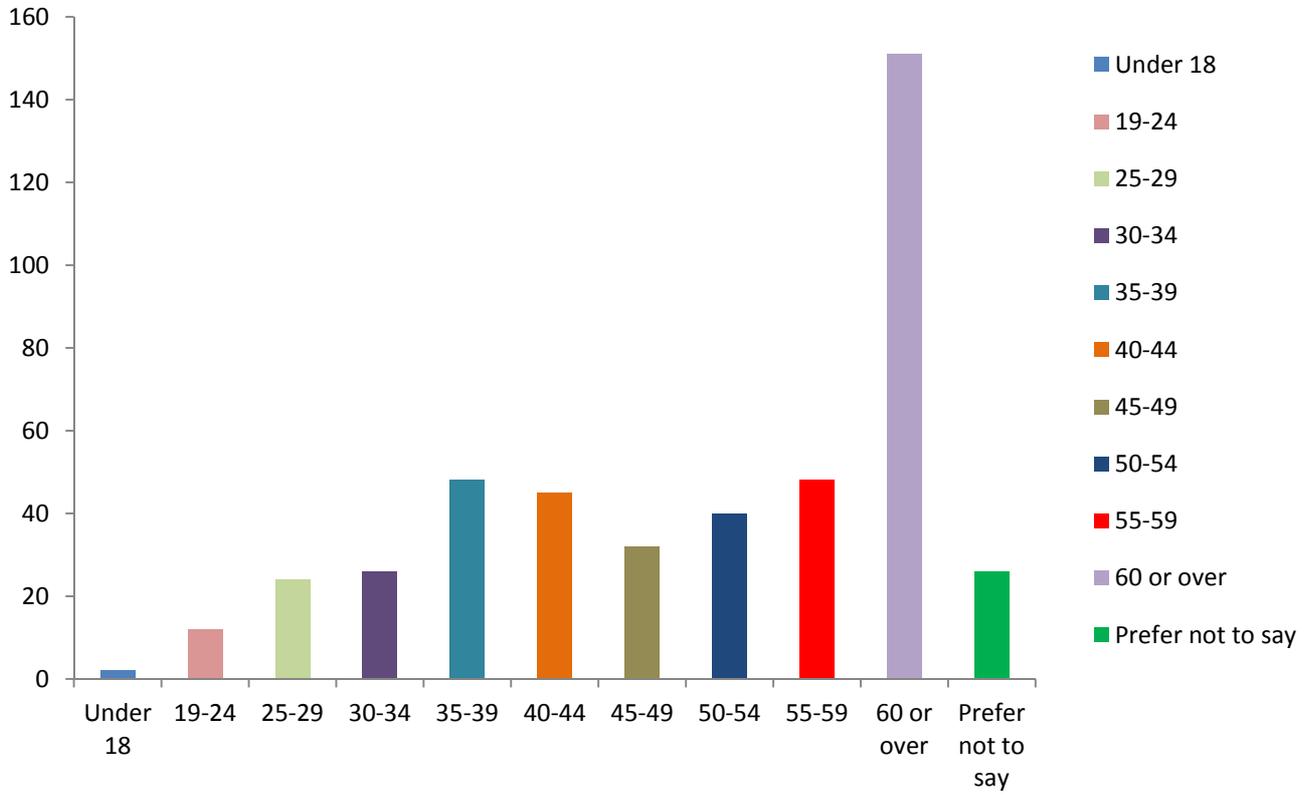
Gender



Postal district



Age data



Conclusion

There was a large spread of support for both the specific options for the site and for the funding which will be used to help build them. There was less diversity in the demographic data, however, with more women than men and a high number of people over the age of sixty taking part in the survey; yet there was at least some representation from all age groups and sexes. With respect to the over 60s we note that this group covers all ages upwards, and is divided into 5-year bands up to 80 years, would likely give similar levels of representation across each five year band as the younger groups.

There was an even split between those who felt that the site should be turned into a 'community hub' and those who felt it would best serve the community as a heritage, arts and cultural destination. The difference between them is small and not particularly significant. The support for both far outstrips any other ideas for the scheme, producing two clear options for the council to move forward with.

In comparison there were less specific conclusions that could be drawn from the various funding options for the project. This was expected, however, which is why the questions aimed to establish attitudinal rather than nominal data. From this, a clearer picture of support can be given by way of understanding the degree of support or disapproval produced. As previously stated, the funding ideas which gained more support also tended to receive less disapproval, further highlighting them as ideas that are perhaps more conducive to the community's desires for the site.

Broomfield House and Stable Block

Update Report on Options Appraisal

Enfield London Borough Council

January 2016

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1 Introduction

In this paper we set out some of the key issues identified at this stage of the Options Appraisal for Broomfield and set out what we believe should be the immediate next steps.

We remain mindful that this work is expected to inform and support a potential application to the Heritage Lottery Fund through its Heritage Enterprise programme. This has helped to shape some of our thinking, notably on the narrowing of options from a long list to a short list.

This report furthermore follows a detailed Market Analysis, already provided to the client under separate cover. In the interest of clarity and brevity, we do not rehearse all of the market issues here, but we are highly sensitive to the fact that a viable project has to be anchored in a clear set of Objectives and a strong understanding of the market context in which it will need to operate.

2 Key Issues

We have undertaken a detailed market assessment for Broomfield House, attached under separate cover. We have furthermore reviewed the latest community consultation survey results. Finally, we have carefully studied the requirements and priorities of the Heritage Lottery Fund's Heritage Enterprise programme, which we understand the client is keen to target as a potential source of funding. Based on all of this work, we are keen to call attention to the following key issues.

1. There is a clear desire within the local community to retain some measure of public access to Broomfield House. This is reflected in the community consultation survey where 67.2% and 74.1% of respondents respectively preferred to see the House restored as either a Community Hub or some form Arts, Heritage or Cultural Destination.
2. Set against this is the issue of viability. As clearly demonstrated by the market analysis, it seems unrealistic to imagine a standalone arts or heritage attraction that is capable of attracting visits in sufficient volume to generate the funds needed to provide for the ongoing maintenance and management of the building to the standard required of an important Listed property. Likewise, as a standalone community hub, the House is unlikely to generate sufficient revenue in the absence of substantial ongoing public subsidy.
3. It is finally worth noting, that a fully accessible arts, heritage or cultural destination actually runs counter to the ethos and intent of the Heritage Enterprise programme and, as such, would have a low probability of successfully leveraging HLF funding. The HLF Enterprise Programme was specifically established out of recognition that not all heritage buildings are suited to use as heritage destinations. The Fund is keen to preserve the fabric of these buildings, but recognises that their ongoing sustainability is dependent on some viable commercial use. Accordingly, the Enterprise programme is designed to encourage (a) public/private partnership; and (b) commercial use of heritage buildings to advance a local economic agenda.
4. That said, we are confident that a carefully articulated vision for the project could strike an appropriate balance between the type of creative industries activity favoured by the Fund, while providing a measure of public access in accordance with the local community's preference. Of particular significance is the demonstrable shortage of artist studio space in London coupled with the fact that that market is already – left to its own devices – migrating to culturally vibrant parts of Outer London.

3 Objectives

A competent, credible and defensible Options Appraisal needs to be anchored in a clearly articulated and agreed set of objectives. This is a key issue that cascades from the very purpose and principle of an Options Appraisal. In effect, the appraisal seeks to answer the following question:

What is the best option for advancing realising our objectives, at best value and minimum risk.

Embedded within that question is the need for:

1. A clear set of objectives against which different options can be considered
2. A defined set of options
3. A cost-benefit analysis
4. A risk assessment

It follows that agreement and weighting of objectives is the necessary first step of the formal appraisal process.

At a headline level, we are mindful of the Terms of Reference of the Broomfield House Partnership Board, as expressed below:

“The remit of the Broomfield House Partnership Board is to identify and deliver restoration of Broomfield House, Stable Block and Park to provide maximum general public access whilst ensuring the building has a viable use for the future.”

This overarching statement places equal emphasis on the following three dimensions of the project:

- Restoration
- Public access
- Viability

The optimal option will need to deliver against each of these areas, accepting that – in many instances – there will be inherent trade-offs between them. Because these headline objectives are so often in conflict with one another, however, we consider it important to ‘explode’ these into a more detailed subset of objectives that describe what we mean by ‘restoration’, ‘public access’ and ‘viability’.

Below is a set of suggested objectives that we have recommended to the client based on extensive consultation with key stakeholders, including the Broomfield House Trust:

RESTORATION

To sensitively restore Broomfield House, Stable Block and Park.

- i. Restore and conserve the Broomfield House interiors and exteriors as faithfully as possible.
- ii. Restore and conserve the Stable Block interiors and exteriors as faithfully as possible.
- iii. Restore and reinstate key heritage features of the House and Stable Block, including the Grand Balustrade, and Lanscroon Murals.
- iv. Restore and conserve the Watergardens and the Park.
- v. Introduce appropriate interpretation to inform and educate the local community and visitors about the history and heritage of the Park, House and Stable Block.
- vi. Put appropriate finance, governance and management measures in place to ensure the continued and ongoing protection and preservation of the heritage, as well as funds for future reinvestment.

PUBLIC ACCESS

To improve public access and enhance the public's understanding, experience and enjoyment of the House, Stable Block and Park.

- i. Create an attractive and inviting parkland setting
- ii. Provide a vibrant, well-used and valued public amenity for local residents and communities
- iii. Create a new and welcoming destination for visitors to Enfield
- iv. Provide meaningful opportunities for people to learn about the unique history and heritage of the Park, House and Stable Block
- v. Advance the social, economic, health and education objectives of the London Borough of Enfield

VIABILITY

To deliver a viable, long term solution for the Park, House and Stable Block that can realistically be funded in capital terms and is financially sustainable in operation.

- i. Advance a solution for the Park, House and Stable Block that resonates with the policies and priorities of key funding bodies, including – but not limited to – the Heritage Lottery Fund.
- ii. Create fit-for-purpose governance and management structure that is suited to the delivery and the long term management of the agreed solution.

- iii. Agree a comprehensive operational business plan for the Park, House and Stable block that at a minimum generates the funds needed for ongoing maintenance, repair and renewal of the destination

In terms of the Qualitative Assessment of options, we recommend that the Appraisal criteria be drawn directly from the client's stated objectives. This eliminates any sense of ambiguity about the importance of objectives to the overall appraisal and, importantly, it reassures external funders and assessors that options have not been 'cosmetically' assessed to return a pre-determined outcome.

To that end, we suggest a two-stage process whereby the Client – either in isolation or in association with independent advisors and other stakeholders in the process – 'weights' each of these objectives to reflect their relative importance. A template for this process is shown below. Please note that we have excluded from this particular list the last of the viability objectives (i.e. the one about the operational business plan). That is only because the business planning issue is an objective, quantitative criterion and should not be presented as a matter of subjective opinion.

4 Options

Based on our market analysis, extensive consultations and background research – and mindful of the outcome of the recent public consultation exercise – we consider the following to be a reasonable and realistic set of options to consider at this stage.

1. Demolition. Clearly not an option that fits the Partnership Board Terms of Reference, but one that has to be considered if only due to the state of the building, the Council’s ownership and its full set of public responsibilities.
2. Mixed use development, including some measure of enabling residential development.
3. Mixed use development that combines semi-private commercial uses and open-access community and/or arts/heritage uses.
4. Openly marketed commercial development opportunity that restores the fabric of the building, but does not guarantee public access.

Please note that other options were considered at an earlier Interim Stage, as reported at a presentation to the Partnership Board in June 2015. These included partial restoration of the fabric of the building, but leaving it effectively as a ‘monument’ in the Park. We furthermore considered an option that might build on the sport & leisure heritage of the site by co-locating within the building and its environs some of the London-based sports organisations that are currently looking for space. Through further consultation and market research, however – notably with the Heritage Lottery Fund and Sport England – we have discarded these options on the basis that they are high risk and unlikely to raise sufficient capital funding in the short term.

5 Next Steps

Pending agreement of these objectives and options, we recommend the following next steps:

- (a) Agreement on final wording of qualitative assessment criteria
- (b) Agreement of shortlisted options and their precise description
- (c) Agreement on the process for weighting and scoring these options
- (d) Fourth Street to carry out high level cost-benefit analysis for each
- (e) Fourth Street to lead Risk Assessment with client

To facilitate Steps (a) through (c), above, we have produced a template for a scoring mechanism which we suggest is completed by all members of the Partnership Board and returned to Fourth Street for aggregation.

A draft of this scoring matrix is provided overleaf for the Partnership Board's consideration.

Subject to agreement of this process and the precise wording of objectives, Fourth Street will re-circulate this in hard copy and electronic form.

OBJECTIVE	WEIGHTING	OPTION 1	OPTION 2	OPTION 3	OPTION 4
RESTORATION					
i. Restore and conserve the Broomfield House interiors and exteriors as faithfully as possible.					
ii. Restore and conserve the Stable Block interiors and exteriors as faithfully as possible.					
iii. Restore and reinstate key heritage features of the House and Stable Block, including the Grand Balustrade, and Lanscroom Murals.					
iv. Restore and conserve the Watergardens and the Park.					
v. Introduce appropriate interpretation to inform and educate the local community and visitors about the history and heritage of the Park, House and Stable Block.					
vi. Put appropriate finance, governance and management measures in place to ensure the continued and ongoing protection and preservation of the heritage, as well as funds for future reinvestment.					
PUBLIC ACCESS					
i. Create an attractive and inviting parkland setting					
ii. Provide a vibrant, well-used and valued public amenity for local residents and communities					
iii. Create a new and welcoming destination for visitors to Enfield					
iv. Provide meaningful opportunities for people to learn about the unique history and heritage of the Park, House and Stable Block					
v. Advance the social, economic, health and education objectives of the LBE					
VIABILITY					
i. Advance a solution for the Park, House and Stable Block that resonates with the policies and priorities of key funding bodies, including – but not limited to – the Heritage Lottery Fund.					
ii. Create fit-for-purpose governance and management structure that is suited to the delivery and the long term management of the agreed solution.					
TOTAL SCORE					
RANK					

