

WOOLWICH & THAMESMEAD AREA PLANNING COMMITTEE:	Agenda Item: 5
23rd March 2021	Reference No: 20/3357/F & 20/3358/L

Applicant: Mr Martin Vincent, Royal Greenwich Heritage Trust
Agent: Miss Gabrielle Delorme, BPTW

Site Address: The Stables - East wing, Charlton House, Charlton Road, Greenwich, London SE7 8RE	Ward: Charlton Application Type: Full Planning Permission & Listed Building Consent
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I Recommendation

Application A

I.1 The Committee is requested to grant Full Planning Permission (Ref: 20/3357/F) as outlined below:

'Change of use of the East Wing of The Stables from Carers' Centre to Children's Day Nursery at first floor and Charity Offices at ground floor and provision of outdoor play space.'

I.1.2 Recommendation:

- i. To resolve to grant conditional planning permission according to the conditions in appendix 2, to be detailed in the notice of determination; and
- ii. To Authorise the Assistant Director of Planning & Building Control to:
 - a. make any minor changes to the detailed wording of the recommended conditions as set out in this report and its addendums, where the Assistant Director of Planning & Building Control considers it appropriate, before issuing the decision notice.

Application B

1.2 The Committee is requested to grant Listed Building Consent (Ref: 20/3358/L) as outlined below:

‘Change of use of the East Wing of The Stables from Carers' Centre to Children's Day Nursery at first floor and Charity Offices at ground floor and provision of outdoor play space.’

1.2.1 Recommendation:

- i. To resolve to grant conditional planning permission according to the conditions in appendix 2, to be detailed in the notice of determination; and
- ii. To Authorise the Assistant Director of Planning & Building Control to:
 - a. make any minor changes to the detailed wording of the recommended conditions as set out in this report and its addendums, where the Assistant Director of Planning & Building Control considers it appropriate, before issuing the decision notice.

2 **Summary**

2.1 Detailed below is a summary of the application:

The Site -	
Site Area (m ²)	3,058m ²
Heritage Assets	Grade I Listed Building Charlton House; Grade I Listed Building Stables; Charlton Village Conservation Area.
Tree Preservation Order	None.
Flood Risk Zone	Flood Zone I

Transportation		
Car Parking	No. Existing Off-Street Car Parking Spaces	33 in existing car park in front of Charlton House
	No. Proposed Off-Street Car Parking Spaces	33
Public Transport	PTAL Rating	4 (Moderate)

Application A

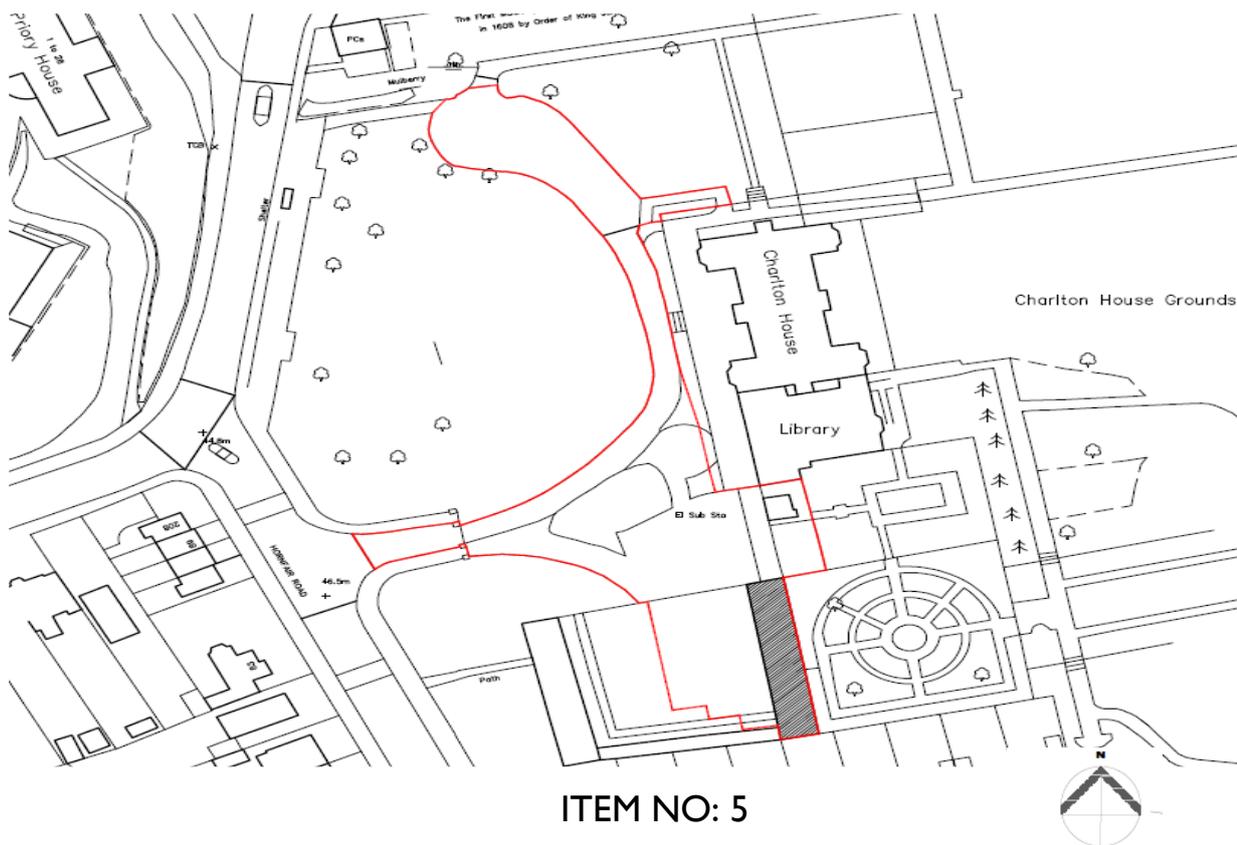
Public Consultation	
Number in support	0
Number of objections	13

Application B

Public Consultation	
Number in support	0
Number of objections	1

- 2.2 The applications are being reported to the Woolwich & Thamesmead Area Planning Committee because the number of objections received for Application A (Full Planning Permission) exceeds 8, in accordance with the Council's Statement of Community Involvement.
- 2.3 The report details all relevant national, regional and local policy implications of the scheme, including supplementary planning guidance.
- 2.4 The applications are considered acceptable and a recommended for approval, subject to the recommendations set out in sections 1.1 (Ref: 20/3357/F) and 1.2 (Ref: 20/3358/L) of this report.

3 Site Plan



4 Site and Surroundings (in detail)

- 4.1 The application site is the east wing of the stables sited to the south of the House. The east and west wings of the stables are 2-storeys in height with a dual pitched roof and are joined by a single store link and enclose a small rectangular shaped area of open space.
- 4.2 Charlton House is occupied by the Royal Greenwich Heritage Trust and its associated operations, and The Stables is occupied by the Greenwich Carers' Centre. The East Wing of The Stables provided spa facilities at the ground floor level and office space for the cares' centre on the first floor, both in association with the Carers' Centre use. However, the ground floor of the East Wing is currently not in use by the Carers' Centre and has been vacant since May 2019.
- 4.3 Both Charlton House and The Stables to the south west of it are Grade I Listed Buildings each with their own listing. The site also lies within the Charlton Village Conservation Area. The Historic England listing description for the Stables is as follows:
- 'Stables and carriage house. Circa 1830. Limestone ashlar, Welsh slate hipped roof. L-plan around courtyard. Carriage house has two semi-elliptical arched openings with C20 garage doors, two chamfered square-headed doorways either side and one 12-pane fixed window. Stable block to left has two chamfered doorcases with planked doors, five 12-pane windows with top casements and two circular windows, central planked loft door with gable over. Two- step stone mounting block against front of stable. Interiors not inspected. Good, little altered example of well-designed stable block.'*
- 4.4 The surrounding area is in mixed use consisting of the west stable wing and Charlton House which are in commercial and community use and 2-storey semi-detached houses to the south and east of the site.
- 4.5 Access to the site is via an existing vehicle access from Hornfair Road, which also serves Charlton House.
- 4.6 The site is located within land designated as Metropolitan Open Land (MOL) surrounding Charlton Park.
- 4.7 The site is also located within are Area of Special Character and within the Green Chain Area and is also located adjacent to a Site of Nature Conservation Importance which lies to the north west of the site.

5 Relevant Planning History

- 5.1 13/1430/L - Charlton House Stables, Charlton Road, Greenwich, London SE7 8RE - Change of use from offices to carers centre and charity offices together with the erection of a single storey extension. **Granted 15/11/2013**
- 5.2 13/1429/F - Charlton House Stables, Charlton Road, Greenwich, London SE7 8RE - Change of use from offices to carers centre and charity offices together with the erection of a single storey extension. **Granted 15/11/2013**
- 5.3 15/3377/L - Charlton House Stables, Charlton Road, Greenwich, London SE7 8RE - Conservation repairs to the archways. **Granted 05/01/2016**
- 5.4 16/2711/L - Charlton House Stables, Charlton Road, Greenwich, London SE7 8RE - Installation of new boiler flues. **Granted 10/01/2017**

6 Proposal (in detail)

- 6.1 Applications A (full planning permission) and B (Listed Building Consent) seek permission for the change of use of the East Wing of The Stables from Carers' Centre to Children's Day Nursery at first floor and Charity Offices at ground floor and provision of outdoor play space.
- 6.2 It is the intention of the Royal Greenwich Heritage Trust to occupy the ground floor of the East Wing as Office space (Use Class E), and to lease the first floor of the East Wing to the Montessori nursery school (Use Class E).
- 6.3 No internal or external alterations to The Stables is proposed. However, a fenced external play area within the open space enclosed by both wings of the stables is proposed adjacent to the east wing for use by the proposed nursery.
- 6.4 The nursery would accommodate approximately 30 to 35 children aged 2 to 5 years old, with around 10 staff on site at any one time, including a Centre Manager and Deputy Manager. The nursery seeks operational for 51 weeks of the year. The opening hours proposed are 07.30 to 18.00, Monday to Friday.

7 Consultation

Application A: 20/3357/F

- 7.1 Since being submitted in has been subject to the following public consultations:

- Ward Councillors were consulted on 12th November 2020
- Thirty-Three (33) Neighbouring properties were consulted on 12th November 2020.
- A site notice was displayed at the site on 16th November 2020.

Statutory Consultees

7.2 A summary of the consultation responses received along with the officer comments are set out in table below:

Details of Representation and date received	Summary of Comments	Officers comments
Historic England	No comments to make.	Issues relating to Design and Heritage Impact are assessed in Section 11 of this report.

Council Departments

7.3 A summary of the consultation responses received along with the officer comments are set out in table below:

Details of Representation and date received	Summary of Comments	Officers comments
Policy & Environment	No response received.	Noted.
Conservation Officer	No objections requested further details of the means of enclosure of the proposed external play area.	Issues relating to Design and Heritage Impact are assessed in Section 11 of this report. Conditions relating to the proposed playspace have been recommended in Appendix 2.
Environmental Health	No objections. The “Nursery Noise Impact Assessment” report by CASS ALLEN consulting engineers dated 20th October 2020	Issues relating to noise and air quality are addressed assessed in section 12 of this report. Conditions relating to noise and the management

	<p>comprehensively demonstrates the site is suitable for nursery operations.</p> <p>Their survey report indicated that noise arising from the operations of the nursery will be of minimal impact to the amenity & noise sensitive locations in the surroundings and that the offices below should be protected from minor and acceptable impact, provided this design specification is correctly adhered to.</p>	<p>of the nursery have been recommended in Appendix 2.</p>
Highways Officer	<p>No highways objection raised.</p>	<p>Issues relating to highways are assessed in Section 13 of this report.</p> <p>Conditions relating to a travel plan, cycle parking, and refuse and recycling have been recommended in Appendix 2.</p>
Community Engagement & Environment	<p>No response received.</p>	<p>Noted.</p>
Waste Services	<p>No objection raised to proposed refuse and recycling arrangements.</p>	<p>Issues relating to refuse and recycling are assessed in Section 13 of this report.</p> <p>Conditions relating to refuse and recycling storage and collection have been recommended in Appendix 2.</p>
Parks & Open Spaces	<p>No response received.</p>	<p>Issues relating to Metropolitan Open Lane are assessed in Section 10 of this report.</p>

Education	No comments to make.	Noted
Greenwich Early Years, Development & Childcare Partnership	No response received.	Noted
Tree Officer	There are no TPOs but as the site falls within the conservation the trees are protected. Recommended details of tree protections measures during construction of the play space.	Issues relating to Trees are assessed in Section 17 of this report. A condition relating to tree protection has been recommended in Appendix 2.

Neighbouring residents

7.4 A summary of the consultation responses received along with the officer comments are set out in table below:

Summary of Comments	Officers comments
<ul style="list-style-type: none"> - Loss of open space for use of by the Carer's Centre – - Loss of only wheelchair access to the Carer's Centre. - Noise and disturbance from the nursery and the impact this would have on the tranquil environment of the carer's centre garden. - Impact on traffic/parking during nursery pick up and drop off. Plus, subsequent disturbance and pollution from this. - An alternative location for a nursery should be considered. - Charlton is saturated with nurseries. 	<ul style="list-style-type: none"> • <i>A small area of the internal garden would be enclosed by a low fence for use as a playspace for the nursery, the majority of the garden would remain available to the carers' centre. There appears to have been some confusion as to the red line of the development which cuts down the middle of the garden.</i> • <i>The proposal would result in no change in how emergency vehicles access the site.</i> • <i>The proposal would result in no change in how emergency vehicles access the site.</i>

<ul style="list-style-type: none"> - Direct emergency vehicle access to the site would be blocked . - The above issues would hinder community cohesion and the community function of the carers' centre. 	<p><i>All other concerns are addressed within subsequent sections of this report.</i></p>
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Councillors

7.5 A summary of the consultation responses received along with the officer comments are set out in table below:

Councillor	Summary of Comments	Officers comments
John Fahy	<p>Objects on the grounds that the space in front of the Stables currently being used by the Carers Centre and widely used by Carers and those they care for. This space would also be used by the Nursery which is not a suitable option. The alternative use should be the Garden adjacent to Charlton House.</p>	<p>Issues relating to the impact of the proposal on the Greenwich Carers' Centre and noise are addressed assessed in Sections 11 and 12 of this report respectively.</p> <p>Conditions relating to noise and the management of the nursery have been recommended in Appendix 2.</p>

Amenity Groups

7.6 A summary of the consultation responses received along with the officer comments are set out in table below:

Group	Summary of Comments	Officers comments
The Charlton Society	No response received.	
Charlton Central Residents Association	No response received.	

Application B: 20/3358/L

7.7 Since being submitted in has been subject to the following public consultations:

- Ward Councillors were consulted on 12th November 2020
- Thirty-Three (33) Neighbouring properties were consulted on 12th November 2020.
- A site notice was displayed at the site on 16th November 2020.

Statutory Consultees

7.8 A summary of the consultation responses received along with the officer comments are set out in table below:

Details of Representation and date received	Summary of Comments	Officers comments
Historic England	No comments to make.	Issues relating to Design and Heritage Impact are assessed in Section 11 of this report.

Council Departments

- 7.9 A summary of the consultation responses received along with the officer comments are set out in table below:

Details of Representation and date received	Summary of Comments	Officers comments
Conservation Officer	No objections requested further details of the means of enclosure of the proposed external play area.	Issues relating to Design and Heritage Impact are assessed in Section 11 of this report. Conditions relating to the proposed playspace have been recommended in Appendix 2.

Neighbouring residents

- 7.10 No comments received.

Councillors

- 7.11 A summary of the consultation responses received along with the officer comments are set out in table below:

Councillor	Summary of Comments	Officers comments
John Fahy	Objects on the grounds that the space in front of the Stables currently being used by the Carers Centre and widely used by Carers and those they care for. This space would also be used by the Nursery which is not a suitable option. The alternative use	Issues relating to the impact of the proposal on the Greenwich Carers' Centre and noise are addressed assessed in Sections 11 and 12 of this report respectively. Conditions relating to noise and the management of the nursery have been recommended in Appendix 2.

	should be the Garden adjacent to Charlton House.	
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Amenity Groups

7.12 A summary of the consultation responses received along with the officer comments are set out in table below:

Group	Summary of Comments	Officers comments
The Charlton Society	No response received.	
Charlton Central Residents Association	No response received.	

8 Planning Context

8.1 These applications need to be considered in the context of a range of national, regional and local planning policies and Supplementary Planning Guidance / Documents.

- **National Planning Policy Framework (NPPF – 2019)**
- **Planning (Listed Buildings and Conservation Areas) Act 1990**
- **The London Plan (Adopted March 2021)** - Since the application was submitted the New London Plan was adopted. As such, the current application has been considered against this plan.
- **The Royal Greenwich Local Plan: Core Strategy with Detailed Policies (“Core Strategy” – 2014)**
- Charlton Village Conservation Area Character Appraisal SPD (2016)
- Charlton Village Conservation Area Management Strategy SPD (2016)
- RBG CIL Charging Schedule (2015)
- New Developments Guidance Notes for the storage and collection of waste and recycling materials for the Royal Borough of Greenwich (2018)

8.2 Full details of relevant policies, SPDs and guidance refer to appendix 4.

9 Material Planning Considerations

9.1 This section of the report provides an analysis of the specific aspects of the proposed development and the principle issues that need to be considered in the determination of application:

- Principle of Development;
 - *Loss of community floor space and impact on co-located carers' centre (Class F2)*
 - *Provision of a nursery use (Class E(f) on the site*
 - *Provision of additional (Class E(g)(i)) office space*

- Design and Heritage Impact
- Impact of Metropolitan Open Land (MOL) and South East London Green Chain

- Impact on Neighbouring Amenity;
 - *Daylight/sunlight, outlook and privacy*
 - Noise impact
 - Air Quality

- Highways, Refuse and Recycling;
 - *Car Parking and impact on congestion*
 - *Cycle Parking*
 - *Refuse and recycling*

- Inclusive Design;
- Fire Safety;
- Trees;
- CIL; and
- Implications for Disadvantaged Groups

10 Principle of development

10.1 At the heart of NPPF, London Plan policy and the Council's Core Strategy policy is the delivery of sustainable development. National policy promotes the bringing forward of sufficient land of a sustainable quality and in appropriate locations to meet the needs of housing, industrial, retail and commercial development.

Loss of community floor space & impact on co-located carers' centre (Class F2)

- 10.2 The proposed nursery would occupy the first floor of the east stable wing which is currently in use as ancillary office space by the Greenwich Carers' Centre (Class F2) resulting in a change of use to Class E(f) nursery space. The Royal Greenwich Heritage Trust, which has existing office space in Charlton House, would occupy the ground floor of the east stable wing which is currently part of the Greenwich Carers' Centre (Class F2) resulting in a change of use to (Class E(g)(i)) offices.
- 10.3 Policy CH(a) of the Core Strategy states that the Royal Borough will protect existing social and community facilities, and this is supported by Policy S1 of the London Plan (March 2021).
- 10.4 The proposal would introduce a nursery use at first floor within the east stable wing which is comparable in floorspace to the ground floor currently in use by the Carers' Centre therefore there would be no net loss of community floorspace.
- 10.5 Greenwich Carers' Centre currently occupies the whole of the west stable wing and it has been agreed with the applicant that the Carers' Centre would retain access to The Stable garden.
- 10.6 Policy S1 of the London Plan (March 2021) Development proposals that seek to make best use of land, including the public-sector estate, should be encouraged and supported. This includes the co-location of different forms of social infrastructure and the rationalisation or sharing of facilities.
- 10.7 Criteria B(6) of Policy S3 of the London Plan (March 2021) encourages the shared use of services between schools, colleges, universities, sports providers, and community facilities, and between early years and health and social care providers;
- 10.8 Planning permission was granted in November 2013 under application reference 13/1429/F for the change of use of the Charlton House Stables from offices to the Greenwich Carers' Centre. However, the ground floor of the east stable wing was not used by the carers' centre and has been vacant since May 2019.
- 10.9 Policy CH(a) resists the loss of space in community use, however the proposed nursery use within the first floor of the east wing would be a community facility and would preserve a community use of this part of the site. The ground floor of the east wing would change to offices resulting a net loss of community space on the site. However, considering that the prior use of the stables was recently offices and since the conversion to community use the ground floor of the east wing has not been utilised as community space,

the change of use of the ground floor to offices is acceptable as it would not deprive the community of space currently in community use.

10.10 As the ground floor of the east stable wing is currently not in use by the Carers' Centre and the Carers' Centre would retain the entirety of the west stable wing and access to the stable garden with no changes to access arrangements, the proposal would not unacceptably compromise the continued operation of the Greenwich Carers' Centre. It is noted that the proposed nursery use would introduce a source of noise from children playing and this is discussed in more detail in section 12 of this report, this would not unacceptably harm the amenity of the occupiers of the Carers' Centre.

Provision of a nursery use (Class E(f) on the site

10.11 The proposal seeks to introduce a nursery use at first floor level within the east stable wing.

10.12 Chapter 8 of the NPPF states that planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction and enable and support healthy lifestyles. To provide for the community's needs, an integrated approach to considering the location of housing, economic uses and community facilities and services should be considered.

10.13 Policy GG1 of the London Plan (March 2021) seeks to provide access to good quality community spaces, services, amenities and infrastructure that accommodate, encourage and strengthen communities, increasing active participation and social integration, and addressing social isolation.

10.14 Policy GG5 of the London Plan (March 2021) requires boroughs to ensure that sufficient high-quality social infrastructure is provided to support London's growth

10.15 Policy S1 of the London Plan (March 2021) Development states that proposals that provide high quality, inclusive social infrastructure that addresses a local or strategic need and supports service delivery strategies should be supported.

10.16 Policy S3 of the London Plan (March 2021) Plan requires boroughs to ensure there is a sufficient supply of good quality education and childcare facilities to meet demand and offer educational choice. Policy S3 goes on to state that development proposals for education and childcare facilities should:

- 1) locate facilities in areas of identified need;
- 2) locate facilities in accessible locations, with good public transport accessibility and access by walking and cycling;
- 3) locate entrances and playgrounds away from busy roads, with traffic calming at entrances;
- 4) link to existing footpath and cycle networks to create healthy routes to schools, and other education and childcare facilities, to enable all children to travel actively to school (walk, cycle or travel by public transport);
- 5) maximise the extended or multiple use of educational facilities for community or recreational use, through appropriate design measures;
- 6) encourage the shared use of services between schools, colleges, universities, sports providers, and community facilities, and between early years and health and social care providers;
- 7) ensure that new developments are accessible and inclusive for a range of users, including disabled people, by adopting an inclusive design approach;
- 8) ensure that facilities incorporate suitable, accessible outdoor space;
- 9) locate facilities next to parks or green spaces, where possible

10.17 Policy CHI of the Core Strategy requires all developments to include measures that help to create and maintain cohesive communities and Policy CH2 requires all developments to include measures that will help to build healthier communities and address health inequalities.

10.18 Nursery accommodation is considered to be a community facility and the provision of a nursery on the site is supported by the policies above and it would provide the local community with additional childcare facilities whilst also contributing to local employment opportunities.

10.19 The proposed site for the nursery is within an area of identified need for nursery facilities and would satisfy the requirements of part B of Policy S3 of the London Plan (March 2021) as it is noted that the entrance to the nursery is set back from Hornfair Road and the site is located adjacent to Charlton Park, which is Metropolitan Open Land and the site is within walking distance of nearby residential neighbourhoods to the south and west. An assessment of the proposal in terms of accessibility and inclusivity follows later in this report.

Provision of additional to (Class E(g)(i)) office space

10.20 The Royal Greenwich Heritage Trust (RGHT) would occupy the ground floor of the east stable wing as office space to (Class E(g)(i)).

10.21 Policies E1 and E2 of the London Plan (March 2021) supports the provision of additional business space including offices.

- 10.22 Policy EA1 of the Core Strategy states that the Borough supports the expansion of existing businesses and increased employment opportunities, to meet the needs of local people. Retail, leisure, cultural and office development should be concentrated in line with the town centre hierarchy, and the Borough will support the development of small and medium business space.
- 10.23 The provision of additional office space on the site is supported by the policies above and prior to being used as a carers' centre the use of the Charlton House Stabled was as offices.

11 Design and Heritage Impact

- 11.1 The NPPF seeks, in summary and in reference to this report, to promote good quality living through design and sustainable environments and conserve and enhance the historic environment. New development should make a positive contribution to local character and distinctiveness.
- 11.2 The Stables is a Grade I Listed Building and the site is within the grounds of Charlton House which is also a Grade I Listed Building and within the Charlton Village Conservation Area.
- 11.3 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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.
- 11.4 This same requirement is in place at the local level through Policies HCI and D3 of the London Plan (March 2021) and Policies DH3 and DH(i) of the Core Strategy.
- 11.5 Policy DH(i) states that proposals for external or internal alterations or additions to Listed Buildings should respect the integrity of the buildings and harmonise with their special architectural or historical character. Where consent is required for internal alterations, features of interest should be respected and left in-situ wherever possible. DH(i) goes on to state that proposals for changes of use of Listed Buildings will only be granted planning permission if it is no longer in its original or other established historic use and the new use is beneficial to the building and is compatible with its character and features of historic interest.

- 11.6 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires special attention to be paid to the preservation and enhancement of the character and appearance of the conservation area(s). Paragraph 193 of the NPPF states that great weight should be placed on the conservation of designated heritage assets, with clear and convincing justification being required for any harm to, or loss of, the assets significance (paragraph 194).
- 11.7 This same requirement is in place at the local level, through Policies HCI and D3 of the London Plan (March 2021) and Policies DH3 and DH(h) of the Core Strategy.
- 11.8 Policy DH1 of the adopted Royal Greenwich Local Plan Core Strategy with Detailed Policies (2014) require proposals to have a high quality of design and to maintain scale and design which creates a positive relationship with the host building and locality and this is supported by Policy D3 of the London Plan (March 2021).
- 11.9 No internal or external alterations to the Grade I Listed east stable wing are proposed with only a 120m² playspace sited within The Stable gardens enclosed by one metre high railings. The playspace would be a discreet physical feature within the stable garden which could be easily removed restoring the land to its former condition.
- 11.10 The Stable garden has undergone some changes overtime because mature trees have been allowed to grow and a patio area for the carers' centre now exists at the north, and it is apparent that the setting of the garden has evolved since its former stable use where it would have been featureless. Within this context the proposed playspace would not appear out of character and the existing mature trees would help to screen the playspace from view.
- 11.11 The area of the garden enclosed as playspace would be limited with the large majority of the garden remaining open and the integrity of this garden would be preserved.
- 11.12 Details of the external finish of the railings and entrance gates has been secured by condition to ensure the highest quality is achieved.
- 11.13 The site is located within an Area of Special Character surrounding Charlton Park and Policy DH(l) of the Core Strategy states that within Areas of Special Character defined on the Proposals Map, special consideration will be given to the safeguarding, restoration and enhancement of character, scale and quality of open spaces and associated buildings. Skylines and distant views both to and from the Areas of Special Character will be protected.

- 11.14 The proposal would not increase the scale or footprint of the existing buildings on the site and would not result in the loss of any existing trees, therefore the wooded and open character of the surrounding Area of Special Character would not be impacted by the development.
- 11.15 In summary, the proposed development would preserve the character, appearance and setting of the Grade I listed Stables, the Grade I listed Charlton House and the surrounding Charlton Village Conservation Area in accordance with Policies HCI and D3 of the London Plan (March 2021), and Policies DH1, DH3, DH(h), DH(i) and DH(l) of the Core Strategy (2014).

12 Impact of Metropolitan Open Land (MOL) and South East London Green Chain

- 12.1 The site is within land designated as Metropolitan Open Land surrounding Charlton Park which is also part of the South East London Green Chain and the impact on the MOL and Green Chain must be considered.
- 12.2 Policy G3 of the London Plan (March 2021) states that MOL should be protected from any development proposals that would be considered inappropriate and/or cause harm to the MOL.
- 12.3 Policy OS2 of the Core Strategy states that Metropolitan Open Land will be maintained, and its open character protected from inappropriate development.
- 12.4 Policy OS3 of the Core Strategy states that Areas of Metropolitan Open Land (MOL) forming part of the South East London Green Chain as defined on the Proposals Map and the associated Green Chain Walk will be promoted and enhanced as an accessible, regional and local outdoor recreational resource and visual amenity.
- 12.5 The proposal does not seek to enlarge the footprint of the existing structures on the site and only seeks to install a 120m² playspace enclosed by 1m high railings which would be removable. As such the proposal would not result in any loss of open space nor would it hinder the quality of function of the MOL and would not hinder the Green Chain Walk.
- 12.6 In summary, the proposed nursery use is supported by London Plan (March 2021) Policies E1, E2, GG1, GG5, S1 and S3 and Policies EA1, OS2, OS3, CH1 and CH(a) of the Core Strategy and would preserve the continued operation and viability of the co-located Greenwich Carers' Centre and RGHT office space as well as the quality and function of the MOL, and is therefore

acceptable in principle. An assessment of the proposal against all other material planning considerations follows in the remainder of this report.

13 Impact on Neighbouring Amenity:

- 13.1 Core Strategy Policy DH(b) states that new developments will only be permitted where it can be demonstrated that the proposal does not cause an unacceptable loss of amenity to adjacent occupiers by reducing the amount of daylight, sunlight or privacy they enjoy or result in an unneighbourly sense of enclosure.
- 13.2 Policy D14 of the London Plan (March 2021) states that development proposals should avoid significant adverse noise impacts on health and quality of life.
- 13.3 Policy S11 of the London Plan (March 2021) states that development proposals should not lead to the further deterioration of existing poor air quality.
- 13.4 Policy E(c) further states that development proposals with the potential to result in any significant impact on air quality will be resisted unless measures to minimise the impact of air pollutants are included.
- 13.5 Core Strategy Policy E (a) states that planning permission will not normally be granted where a proposed development or change of use would generally have a significant adverse effect on the amenities of adjacent occupiers or uses, and especially where proposals would be likely to result in an unacceptable emission of noise, light, vibrations, odours, fumes, dust, water and soil pollutants or grit.

Daylight/sunlight, outlook and privacy

- 13.6 No increase in the scale or footprint of the existing buildings on the site is proposed and the proposed playspace would be enclosed by railings, as such the proposal would not result in the loss of outlook and natural light or lead to an increased sense of enclosure for neighbouring properties. No new window or door openings are proposed therefore the development would not result in an increase in overlooking or loss of privacy for neighbouring properties.

Noise impact

- 13.7 The applicant has submitted a Noise Impact Assessment (NIA) for the proposed nursery use prepared by acoustic consultants Cass Allen. The NIA confirms that the nearest noise sensitive receptors are the Greenwich Carers' Centre located within the west stable wing and a row of 2-storey semi-detached dwellinghouses located to the south of the site on Canberra Road, Nos. 39-49 (odd), as well as Charlton House to the north of the site.
- 13.8 The proposed nursery would have a maximum of 32 children between the ages of two and four and would operate between only during typical daytime working hours and not on weekends. The nursery would also include an outdoor play area of 120m² within the stable garden. It is understood that no more than 15 children would be using the outdoor play area at once.
- 13.9 The NIA identifies the following noise sources associated with the nursery which are addressed under the subheadings below:
- Children playing in the external play areas and noise breakout from internal areas of the building;
 - Noise from traffic movement associated with the nursery, i.e. parent drop off and collections.

Noise from children in nursery areas

- 13.10 The Noise Impact Assessment (NIA) concludes that noise levels from children during operation of the nursery as perceived by the nearest noise sensitive receptors would be at such a level that it would not be intrusive and advises that no specific mitigation measures are required.
- 13.11 It is noted that there is existing ambient background noise generated by nearby roads Hornfair Road and Canberra Road and the noise generated by the nursery would not exceed the existing background noise levels.
- 13.12 It is also noted that the immediately adjacent uses are non-residential and are therefore less sensitive to noise and disturbance than a residential use, although consideration has been given to the unique requirements of the Greenwich Carers' Centre which provides support and respite to carers within the Borough where a more peaceful environment preferred. With this in mind the noise levels from the proposed nursery would be audible from the carers' centre but this would not be intrusive or harm the function of the carers' centre, particularly as the use of the external play area would only be at certain times of the day and would be supervised by nursery staff to ensure excessive noise is mitigated.

13.13 The nearest residential receptors on Canberra Road would be sited at least 23m from the nursery and would be separated by the single storey link between the two stable wings as well as the lengths of their private rear gardens. As confirmed by the NIA the noise levels at these properties would not be intrusive.

Noise from traffic associated with the nursery

13.14 An assessment of the additional road traffic movements (trip generation) due to the nursery has been carried out by Lime Transport in their 'Transport Technical Note' dated 16th October 2020. The traffic assessment predicts a total of 20 cars per day dropping-off and picking-up children and 10 cars used by members of staff. The car movements would be spread over 0700-1900hrs

13.15 The NIA predicts that additional vehicle movements associated with the development would result in a 3 decibel increase in traffic noise which would not be a significant increase and would not harm the amenity neighbouring occupiers.

13.16 The proposed nursery car park is already used as a public car park which is situated to the north of The Stables, meaning that noise from the car park affecting the nearby residential premises will be screened by The Stables building.

13.17 The relocation of the existing offices from the first floor of the east wing to the ground floor would have negligible impact on the noise generated by the development.

13.18 In summary, the Noise Impact Assessment confirms that the nearest neighbouring noise sensitive receptors would not be subject to unacceptable noise pollution from the proposed nursery. The Council's Environmental Health Department has reviewed the Noise Assessment and raised no objections to the conclusions of the report.

Air Quality

13.19 Based on the predicted trip generation set out in the Transport Technical Note' dated 16th October 2020 of 20 cars per day during pick up and drop off times, the development would not result in excessive air pollution from vehicles that would harm the amenity of neighbouring occupiers.

13.20 The surrounding area is residential in character and there are no significant external noise or air pollution sources which would preclude the site being suitable as a nursery.

13.21 In summary, the proposal would suitably safeguard neighbour amenity in terms of noise and disturbance in accordance with Policies D14 and S11 of the London Plan (March 2021) and Policies E(a) and E(c) of the Core Strategy.

14 Highway, Refuse and Recycling

Car Parking and impact on congestion

- 14.1 Policy T6 of the London Plan (March 2021) emphasises car-free should be the starting point for all proposals in places that are (or planned to be) well-connected by public transport, with developments elsewhere designed to provide the minimum necessary parking ('car-lite'). Policy T6 states that non-residential disabled parking for workplace and education sites is 5 per cent of the total parking provision.
- 14.2 Policy IM4 of the RBG Core Strategy states all development in Royal Greenwich should contribute to improved accessibility and safety and reduce the use of the private car and the need to travel.
- 14.3 The site is considered to have a moderate level of accessibility to public transport with a Public Transport Accessibility Level (PTAL) of 4. The site is well served by public transport with a number of bus services located within close proximity of Charlton House.
- 14.4 The nursery would be occupied by up to 35 children with 10 members of staff and the Transport Technical Note prepared by transport consultants Lime Transport predicts that the development would generate up to 30 two-way vehicle movements throughout the day and it is expected that public transport would be the preferred mode of transport accounting for 50% of all daily movements. When considered cumulatively with the existing trip generation by the existing office and carers' centre use of the site the addition trip generation as a result of the new nursery use would have an acceptable impact on traffic and congestion on the highway.
- 14.5 Parents of the nursery dropping off and picking up children would be able to utilise a pick up and drop off area in front of the stables which is set away from Hornfair Road and would provide a safe pick up and drop off point.
- 14.6 There are no parking standards for nurseries in the London Plan (March 2021) however Charlton House currently provides a total of 33 car parking spaces located to the north west of Charlton House and the Transport Technical Note concludes that this car park would be sufficient to accommodate parking generated by pick up and drop off for the nursery as well as the parking needs

for the existing office and carers' centre uses of the stables and Charlton House; this car park includes disabled parking bays.

Cycle Parking

- 14.7 Policy T5 (Cycling) requires the provision of cycle parking to the following minimum standards:
- Business Office Use = 1 space per 75m² long-stay + 1 space per 500m² short-stay
 - Nursery Use = 1 space per 8 FTE staff + 1 space per 8 students
- 14.8 Core Strategy Policy IM(c) states that developments must provide the minimum level of car parking provision necessary as set out in the London Plan.
- 14.9 Based on Policy T5 the nursery development would need to provide 3 cycle parking spaces in addition to the 2 spaces required by the existing office use of the site. The Planning Statement refers to five Sheffield cycle stands in the vicinity of the site however this location is not shown on the applicant's plans therefore further details of cycle parking facilities have been recommended as a condition.

Refuse and recycling

- 14.10 Policy SI 7 of the London Plan (March 2021) states that local authorities should design developments with adequate, flexible, and easily accessible storage space and collection systems that support, as a minimum, the separate collection of dry recyclables (at least card, paper, mixed plastics, metals, glass) and food.
- 14.11 The proposed nursery would utilise the existing commercial refuse store on the southern side of Charlton House which currently provides 2 x recycling, 3 x general waste, and 1 x food waste 1100L bins which would be sufficient to accommodate the refuse and recycling needs of the proposed nursery development.
- 14.12 In summary, subject to the recommended conditions, the highways impact and refuse and recycling arrangements for development would be acceptable and in accordance with Policies, T5, T6 and SI 7 of the London Plan (March 2021) and Policies DHI, IM4, IM(b) and IM(c) of the Core Strategy (2014).

15 Inclusive Design

- 15.1 Policy D5 (Inclusive Design) states that development proposals should achieve the highest standards of accessible and inclusive design. In this case the proposal would be expected to comply with Approved Document M Volume 2: 'Access and use of buildings other than dwellings'.
- 15.2 Compliance with Building Regulations these does not need to be demonstrated at planning application stage and is a matter for Building Control. As the proposal relates to the conversion of a Grade I listed building compliance with Approved Document M Volume 2: 'Access and use of buildings other than dwellings' is unlikely to be reasonably possible which is acceptable in this instance given the site constraints. As such, a condition in this instance would not be imposed. It is noted that disabled car parking spaces are currently provided within the car park of Charlton House.

16 Fire Safety

- 16.1 Policy D12 'Fire safety' of the Publication London Plan (yet to be formally adopted) states that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety and ensure that they identify suitably positioned unobstructed outside space:
- a) for fire appliances to be positioned on
 - b) appropriate for use as an evacuation assembly point
- 16.2 A development of this scale is not required to submit a Fire Safety Report at application stage, and it is noted that a detailed fire safety assessment is a Building Control responsibility. Notwithstanding this, it is noted that the site is easily accessible to emergency services vehicles from the vehicle access from Hornfair Road and the ground floor of the east stable wing features two internal stair cores at either end of the wing as well as multiple ground floor exits.

17 Trees

- 17.1 Policy G7 of the London Plan (2021) states 'Development proposals should ensure that, wherever possible, existing trees of value are retained'.
- 17.2 Core Strategy Policy H(c) states that proposals for infill development should not result in significant loss of wildlife habitats, particularly trees or shrubs which would adversely affect the appearance and character of the area.

- 17.3 Core Strategy Policy OS(f) requires development proposals to take account of ecological factors including impacts on trees and biodiversity.
- 17.4 The site contains mature trees within the stable garden which are not subject to Tree Preservation Orders (TPO) but due to their location within the Charlton Village Conservation Area they are protected due to their contribution to the setting of the conservation area, they also contribute positively to the setting of the Grade I listed Stable building.
- 17.5 The proposal would not involve the removal of any trees however the proposed playspace fence would be sited adjacent to one of the mature trees and to ensure that the construction of the fence does not harm the roots of the tree details of tree protection measures have been secured by condition in Appendix 2.
- 17.6 The Council's Tree Officer has raised no objections to the proposal subject to the recommended condition.

18 Community Infrastructure Levy (CIL)

- 18.1 The Mayor has introduced a London-wide Community Infrastructure Levy (CIL) to help implement the London Plan, particularly policies 6.5 and 8.3. The Mayoral CIL2 formally came into effect on 1st April 2019, and it will be paid on commencement of most new development in Greater London that was granted planning permission on or after that date. The Mayor's CIL will contribute towards the funding of Crossrail. The Mayor has arranged boroughs into three charging bands. The rate for Greenwich is £35 per square metre.
- 18.2 The Royal Borough adopted its Local Community Infrastructure Levy (CIL) charging schedule, infrastructure (Regulation 123) list, instalments policy and exceptional circumstances relief policy on the 25th March 2015 and came into effect in Royal Greenwich on the 6th April 2015.
- 18.3 The proposed development would not be liable to the Mayor's CIL and the RBG Community Infrastructure Levy.

19 Implications for Disadvantaged Groups

- 19.1 The implications for disadvantaged groups identified below are an integral part of the consideration of the development and community benefits as set out in the report:
- There are no specific implications for disadvantaged groups identified for the application.

20 Conclusion

- 20.1 The development would provide high quality nursery facilities to the local community whilst preserving the character and appearance of the Grade I listed host building and surrounding Charlton Village Conservation area and would also preserve the amenity of the neighbouring residents and Greenwich Carers' Centre and ensure the continued safe and efficient operation of the highway.
- 20.2 The proposal is in accordance with the NPPF (2019) and relevant policies of the newly adopted London Plan (2021) and Royal Greenwich Core Strategy (2014).
- 20.3 Accordingly, it is recommended that planning permission be granted for application (A) reference 20/3357/F; and listed building consent be granted for application (B) reference 20/3358/L, in line with Section I of this report.

Background Papers:

National Planning Policy Framework (2019)

Planning (Listed Buildings and Conservation Areas) Act 1990

The London Plan (2021)

Royal Greenwich Local Plan: Core Strategy with Detailed Policies (2014)

Charlton Village Conservation Area Character Appraisal SPD (2016)

Charlton Village Conservation Area Management Strategy SPD (2016)

RBG CIL Charging Schedule (2015)

New Developments Guidance Notes for the storage and collection of waste and recycling materials for the Royal Borough of Greenwich (2018)

Responses from consultations

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