

Greenwich Area Planning Committee 26/05/2021	Agenda Item: 5 Reference No: 20/3373/F
---	---

Applicant: Royal Borough of Greenwich
Agent: Leslie Osborn Architectural Consultant, 4 Danson Mead, Welling,
DA16 IRU

Address: Jubilee Hall, Blissett Street, Greenwich, London, SE10 8UU	Ward: Greenwich West Application Type: Minor Dwellings
--	--

I. Recommendation

I.1 The Committee is requested to grant Planning Permission as outlined below:

Conversion of ground floor of a mixed-use residential development from a Community Hall (Class F1(e)) to a 3 bed flat (Class C3), associated bicycle and refuse storage (Amended description).

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 and Building Control to 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 and Building Control considers it appropriate, before issuing the decision notice.

Scheme of delegation

I.2 The proposed development relates to land owned and managed by the Royal Borough of Greenwich. As the proposal is not considered to be a minor development, approval from elected members of the Greenwich Area Planning Committee is required as outlined in the Council's scheme of delegation and statement of community involvement.

2. Summary

2.1 **Detailed below is a summary of the application:**

The Site -

Site Area (m ²)	835m ²
Heritage Assets	West Greenwich Conservation Area

Housing	
Dwelling type	1 x 3 bed, 6 person
Housing Standards	The proposal complies with the nationally described space standard and London Plan 2021 standards.

Transportation		
Public Transport	PTAL Rating	4

Public Consultation	
Number in Support	0
Number of comments	1
Number of objections	6
Main issues raised	<ul style="list-style-type: none"> • Inadequate consultation • Loss of community facilities, which will result in a shortfall in the SE10 area. The proposal would therefore be contrary to policy CH(a) Loss of Community Facilities of the Royal Greenwich Core Strategy. • Jubilee Hall is still suitable for continued use. • Woodville Court has two basement flats, which are suitable and adapted for people with disabilities. • The Hall was in use in 2019 • Disturbance caused as a result of the excavation of the communal garden area. • After lockdown the centre can be used for classes for children. • The hall has been used as a polling station. • This community facility has toilets and is accessible, and there is a lack of similar facilities nearby. • Loss of the communal garden and wildlife space as a result of the development.

	<ul style="list-style-type: none">• It is unclear if Groups who have used the space in the past have been consulted.• Wrong time for the change of use.• Poor layout.• Bins and cycle racks are not clearly shown.• Loss of green space.• Not clear where parking bay will be located.
--	---

- 2.2 The report details all relevant national, regional and local policy implications of the scheme, including supplementary planning guidance.
- 2.3 The application is considered to be acceptable and is recommended for approval, subject to compliance with the below conditions detailed in appendix 2.

Site Plan



3. Site and Surroundings

- 3.1 The application site, known as Jubilee Hall, is located at the ground floor of Woodville Court which is a predominately 4-storey residential development comprising of 14 flats for the over 50s above. Woodville Court occupies a corner plot at the junction of Blissett Street and Greenwich South Street. No.97 the old vicarage adjoins the site to the north. To the south of the site along Blissett Street are residential dwellings, Greenwich Fire Station and the Royal George Public House. To the West along Greenwich South Street are 3 storey residential town houses and the South Street Baptist Church.
- 3.2 Jubilee Hall is totally separate from the residential units above and is a vacant communal function hall with a main entrance foyer, an office administration

room, a large kitchen and a storage area which has an external service door onto Greenwich South Street. The premises features a main function room with its own storage cupboard, and a smaller hall and male and female toilets. It is reported that the Hall has not been in use since 2019.

3.3 The application site has a Public Transport Accessibility Level (PTAL) of 4 (on a scale of 0 – 6b, where 0 is worst and 6b is excellent). The property is not nationally or locally listed, but is located within the West Greenwich Conservation Area.

4. Relevant Planning History

- 20/2486/PN2 – Prior Notification is sought for the change of use of Ground Floor from Office (B1a) to Residential (C3) to form one residential dwelling – Withdrawn – 14/10/20202.

5. Proposal development

5.1 The proposed development would involve the conversion of the existing ground floor community hall to provide a 3-bedroom 6-person dwelling. The layout would be designed to be suitable for wheelchair users.. Waste storage and bicycle storage will be provided near the front entrance with a new brick retaining wall erected in this area. A disabled parking bay will be allocated to the future occupiers, which will be located on Blisset Street. Externally the proposed development would involve the creation of a window opening which would serve bedroom 3 and face Greenwich South Street.

6. Consultation

6.1 The application since being submitted in November 2020 has been subject of public consultation, comprising of a press notice dated 17/02/2021, a site notice placed on site dated 15/02/21 and 20 individual letters were sent to the occupiers of neighbouring properties in the vicinity of the application site. In addition consultation was undertaken with statutory bodies and 3 local amenity groups. Three ward Councillors were also consulted.

Statutory and External Consultees

6.3 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
---	---------------------	-------------------

Waste Strategy Officer	The proposal is satisfactory with regards to waste storage and collection.	Noted.
Housing Occupational Therapy Manager	Compliance with the Building Regulations, Approved Document M (Volume 1 – Dwellings) and in particular Category 3 – Wheelchair user dwellings appears to be achievable within the footprint of the existing building. No objection subject to further details being submitted.	Noted
Environmental Protection	No comments	
Flood Risk Manager	No comments	
Greenwich Society	Concerns raised over the loss of the community facility, the layout of the proposed residential accommodation and insufficient information regarding refuse and cycle storage facilities and car parking.	These concerns are noted and are addressed in the main report below.

Local Residents and Businesses

- 6.4 A summary of the consultation responses received from local residents, along with the officer comments are set out in the table below:

Summary of Objections	Officers Comments
Inadequate Consultation	The planning application has been consulted upon in line with statutory requirements
Loss of community facilities, which are still suitable for community use. This would result in a shortfall of such facilities in the SE10 area. As such proposal is contrary to Policy CH(a) of the Core Strategy	The principle of development is considered in the following section of the report.

The Hall was last used in 2019 and not 2014 as set out in the application.	This is addressed in the assessment section below.
Loss of the communal garden and wildlife space as a result of the development.	The development would not result in the loss of the communal garden.
Disturbance caused as a result of the excavation of the communal garden area.	The level of disturbance generated during construction works is considered to be minimal and not sufficient to warrant the refusal of planning permission.
Poor Layout	The quality of the proposed residential accommodation will be assessed below.
Bins and cycle racks not clearly shown	The area where these facilities are to be provided are identified and detailed information is to be secured via planning conditions
Not clear where parking bay will be located	The location of the proposed car parking space is shown on drawing No. I824:PD:A2:04.

7. Planning Context

7.1 This application needs 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)
- The London Plan (March 2021) - Full details of relevant policies refer to appendix 3.
- The Royal Greenwich Local Plan: Core Strategy with Detailed Policies (“Core Strategy” – 2014) - Full details of relevant policies refer to appendix 3.

7.2 Full details of relevant SPD/ Documents refer to Appendix 3.

8 Planning Considerations

8.1 This section of the report provides an analysis of the specific aspects of the proposed development and the principal issues that need to be considered in the determination of the planning application (Ref: 20/3373/F). These are:

- Principle of development;
- Design conservation, scale, mass and bulk
- Quality of living environment provided for future residents;
- Accessibility;
- Impact on neighbouring amenity;

- Transport and parking;
- Waste and recycling storage;
- Community Infrastructure Levy (CIL);

9 Principle of Development

- 9.1 The Royal Borough of Greenwich makes a major contribution to London’s Housing provision, having the third largest target for new housing of all London Boroughs. It is vital that the Royal Borough’s unique housing needs are met, while still contributing to the overall London housing numbers.
- 9.2 In this respect Policy GG4 of the London Plan seeks to ensure that more homes are delivered. To assist in this policy H1 of the London Plan (2021) highlights the pressing need for more homes in London and outlines for each local authority their 10-year targets for net housing completions. The Royal Borough’s target is to deliver 28,240 dwellings.
- 9.3 The NPPF supports the delivery of sufficient homes to meet current housing needs. Further to this policy D7 of the London Plan supports the delivery of housing and a genuine choice for London’s diverse population, including disabled people. This aim is supported by Core Strategy policy H2, which states in the supporting text that, ‘Royal Greenwich is made up of a variety of household types including, for example, older people who have specific housing needs, which are different to the needs of large families and different again to those of disabled people. Through providing a mix of housing types, Royal Greenwich will be able to accommodate the needs of an increasingly diverse population and help to encourage the creation of mixed communities.’
- 9.4 The benefits of additional housing needs to be balanced against the loss of Jubilee Hall as a community facility. In this regard Policy CH(a) seeks to prevent the Loss of Community Facilities. This states that the Royal Borough will protect existing social and community facilities. Planning permission that would result in the loss of community facilities through change of use or redevelopment will only be granted where it complies with the following criteria: Of these the proposal would need to satisfy points i and iv and either ii or iii.:

i. There is evidence that the loss would not create or add to a shortfall in provision for the specific community use and	Other community-based facilities are available in the area, which include Greenwich West Community and Arts Centre on Greenwich High Road and the Parkside Community Centre on Copperwood Place. As such the
---	--

	development would not create or add to a shortfall in community facilities.
ii. Alternative community facilities of a similar nature are provided locally in the area which that facility serves; or	As set out above alternative community facilities of a similar nature are provided locally in the area. As such the proposal would not be contrary to point ii.
iii. It would enable the implementation of the Royal Borough's strategy for the provision of community facilities.	This is not applicable in this instance as the proposal is not related to RBG strategy for the provision of community facilities
iv. The site is demonstrably unsuitable for continued use as a community facility.	The applicant has advised that as the hall is integral to a block that houses older residents (over50s) its use is restricted as it is not rally suitable for use as a general community centre or for activities open to the wider community. Noise levels are also an issue and have been the subject of previous complaints raised by residents. There are also fire safety concerns associated with the hall..

9.5 The applicant has also explained that Jubilee Hall has been under used in recent years and has not focused on activities for the benefits of local residents. A review of Housing Meeting Rooms was under taken in 2018 and from this there was no evidence that Greenwich Housing residents were using or benefiting from the hall. Indeed, the few groups who were using the hall had no strong local community links. On this basis a decision was taken to close the hall in 2019.

9.6 Considering the above, the provision of specialised residential unit would outweigh the loss of the community facility and the principle of development is considered to be acceptable.

10 Design conservation, scale, mass and bulk

10.1. Chapter 16 of the NPPF identifies the significance of heritage assets and places an importance on their conservation. Paragraph 193 states that when assessing planning applications affecting heritage assets, which in this instance is the West Greenwich Conservation Area, great weight should be placed on their

conservation, with clear and convincing justification being required for any harm to, or loss of, the assets significance (paragraph 194).

- 10.2. This follows the statutory requirement, under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990; which requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of the relevant conservation area.
- 10.3. This principle is supported by policy HCI of the London Plan and Policies DH3 and DH(h) of the Royal Greenwich Local Plan: Core Strategy with Detailed Policies (July 2014). Policy DH1 of the Core Strategy with Detailed Policies (2014) require proposals to have a high quality of design and to be limited to a scale and design appropriate to the building and locality. This is supported by London Plan policy D3.
- 10.4. Jubilee Hall forms part of a late 20th century building within the West Greenwich Conservation Area. It is neither statutorily or locally listed and has limited architectural merit. The building is considered at best to make a neutral contribution to the character and appearance of the Conservation area.
- 10.5. To facilitate the proposed change of use, limited changes are proposed to the external appearance of the building. An additional window will be required in the Greenwich South Street elevation at ground floor level so as to provide natural light into bedroom 3. Officers note that there currently exist windows within this elevation at this level. As the window would follow the design of the existing, it will have no impact on the character and appearance of the streetscene and wider conservation area. A condition has been attached that requires the materials used to match existing.
- 10.6. As part of the refuse and cycle storey area a new retaining wall would be created, so as to divide this area from the communal garden. In design terms this is acceptable.
- 10.7. For the reasons considered above the proposal is considered to be acceptable in respect to character and appearance and its impact on the immediate street scene and wider conservation area. This would be consistent with the requirements of Core Strategy policies DH1, DH3 and DH(h) and London Plan policies D3 and HCI.

11. Quality of Living Environment provided for future residents

11.1. The following table shows how the unit sizes compares with the requirements of the Technical Housing Standards – Nationally Described Space Standard’s (2015) standards and London Plan policy D.6.

Flat	Dwelling type (sqm)	Minimum GIA two storeys (sqm)	Proposed GIA (sqm)
1	3 bed, 6 person unit	95	195

The above table demonstrates that the proposal would comply with policy D6 of the London Plan 2021 and meets nationally described space standards criteria and would therefore be acceptable in this regard.

11.2. Policy H5 states that with regard to new residential development, refurbishment or conversions there is a presumption against single-aspect north facing units and a presumption in favour of dual aspect units where possible. The proposed dwelling would feature openings on the south and east elevations allowing natural light into all habitable rooms. In light of this, it is considered that the dwelling has been provided with enough window openings to secure natural light and cross ventilation. In this regard the proposed development would be acceptable in respect to residential amenity of future occupiers and standard of accommodation.

11.3. Policy H5 Housing Design states that flats should have access to a good size balcony, a terraced or an enclosed communal garden. In this instance the use of the communal garden by the future occupiers of the proposed unit is acceptable.

11.4. Policy D7 of the London Plan requires developments to be designed so that they provide an inclusive environment for all members of society. Core Strategy Policy H5 supports the principles of inclusive living environment and Policy DH1 also states that all new developments should achieve accessible and inclusive environments.

11.5. The Council’s housing occupational therapist have noted that as the dwelling is intended to be wheelchair accessible – M4(3)(2)(b) at final completion it should be fitted out as wheelchair accessible from the outset, i.e. with level access showers in the bathrooms and with wheelchair accessible kitchens. It was requested that the following amendments are made to the submitted plans.

- The entrance needs to be reconfigured to meet the minimum provisions.

- The access to the wheelchair storage is via a door which may obstruct convenient access.
- The layout of the kitchen and Bedroom 3 needs to be reconfigured to demonstrate compliance.

11.6. All of the above appears to be achievable within the footprint of the existing building and officers are satisfied that a compliance condition could adequately address the concerns raised above.

12. Impact on neighbouring amenity

12.1. Core Strategy policy DH(b) seeks to protect the residential amenity of adjoining occupiers in terms of a loss of daylight and sunlight, loss of outlook, loss of privacy due to overlooking and an increased sense of enclosure. Due to the limited changes proposed the proposed development would not lead to any harm to the residential amenity of the occupiers of the residential units above as a result of the external alterations to the property.

12.2. Core Strategy policy E(a) seeks to ensure that development does not have an adverse impact in terms of noise and pollution. This is supported by London Plan policies D13 and D14. With respect to the change of use from community facility to residential, the proposed residential use is expected to be used by up to 6 individuals. The use of the premise as a dwelling would be consistent with the existing uses above and within the immediate surrounding area. As such, it is considered that there would not be any disturbance or nuisance caused as a result of the change of use to residential.

12.3. For the reasons outlined above it is considered that the proposed development would not have a detrimental impact on the residential amenity of the occupiers of neighbouring properties. The proposed development would therefore be acceptable and consistent with policies DH(b) and E(a) of Adopted Royal Greenwich Local Plan: Core Strategy with Detailed Policies (July 2014) and policies D13 and D14 of the London Plan (2021)

13. Transport and Access

13.1. Whilst Policies T6 and T6.1 of the London Plan promote car free development where sites have good access to public transport, the provision of disabled persons parking is supported. Due to the constraints of the site designated off-street parking cannot be provided and the proposed development would involve the provision of a single disabled parking bay, which would be provided on Blisset Street. This complies with policy T6.1(g)

which states that disabled persons parking should be provided for new residential development. The proposed development would provide specialised special needs accommodation and would therefore be consistent with the above outlined standards. The Council's highways officer has raised no objection to the proposed arrangement.

Cycle Storage

- 13.2. Policy T5 promotes the delivery of secure and dry cycle parking facilities. The location of cycle parking has been shown on the submitted block plans, which is considered to be acceptable A condition has been attached requiring further details to be submitted to the Council and approved in writing prior to occupation.

Waste and recycling storage

- 13.3. Core Strategy Policy H5 identifies that development needs to minimise the production of waste, to promote the reuse and recycling of waste materials and to ensure that waste disposal is environmentally responsible.
- 13.4. In light of the above it is considered that there is adequate existing refuse storage for the occupiers of the proposed dwelling. The Council's Waste Strategy Officer has raised no objection to the proposed arrangement.

14. Community Infrastructure Levy (CIL)

- 14.1. As the proposal would involve the creation of a residential unit the development would be liable to the Mayoral CIL charges.

RBG CIL

- 14.2. 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.
- 14.3. As the proposal would involve the creation of a new residential the development would be CIL liable.

15. Conclusion

- 15.1. For the reasons considered the proposed development would be acceptable.
- 15.2. Accordingly, it is recommended that permission be granted for application reference 20/3373/F in line with Section I of this report.

Background Papers:

London Plan (2021), Royal Greenwich Local Plan: Core Strategy with Detailed Policies (July 2014), Technical Housing Standards – Nationally Described Space Standards (2015); The Mayor of London Housing Supplementary Planning Guidance (2016); and West Greenwich Conservation Area Character Appraisal (2013).

Report Author: Fidel Miller – Planning Officer
Tel No.: 020 8921 6438
Email: Fidel.Miller@Greenwich.gov.uk

Reporting to: Victoria Geoghegan - Assistant Director Planning &
Building Control
Tel No.: 020 8921 5704
Email: Victoria.Geoghegan@royalgreenwich.gov.uk