

Committee	PLANNING COMMITTEE C	
Report Title	367 QUEENS ROAD, LONDON, SE14	
Ward	Telegraph Hill	
Contributors	Colm Harte	
Class	PART 1	11 August 2016

Reg. Nos. (A) DC/14/90110  
(B) DC/14/90111

Application dated 05 December 2014

Applicant QR Living Ltd

Proposal

- (A) Listed Building Consent for internal and external alterations at 367 Queens Road SE14, to facilitate a change of use from a sui-generis use comprising a Private Members Social Club with ancillary residential accommodation to a Private Members Social Club (sui-generis) and 2 one bedroom, 1 two bedroom and 1 four bedroom self-contained flats.
- (B) Retrospective planning application for the change of use of 367 Queens Road SE14 from a sui-generis use comprising a Private Members Social Club with ancillary residential accommodation to a Private Members Social Club (sui-generis) and 2 one bedroom, 1 two bedroom and 1 four bedroom self-contained flats, together with alterations to the side elevations together with the proposed construction of the entrance canopy to the side western elevation.

Applicant's Plan Nos. SP-01 Rev PL1; SP-02 Rev PL2; EX-01 Rev PL3; EX-01 Rev PL2(Existing Ground Floor Plan); EX-03 Rev PL2; EX-04 Rev PL2; EX-05 Rev PL2; EX-06 Rev PL2; EX-07 Rev PL1; GA-01 Rev PL4; GA-02 Rev PL3; GA-04 Rev PL3; GA-05 Rev PL4; GA-06 Rev PL2; GA-13 Rev PL3; GA-14 Rev PL1; Design & Access Statement (November 2014/ Segley); Heritage Statement (February 2014/ Segley); Sound Insulation: Field tests for compliance with

insulation requirements for walls and floors

Background Papers

- (1) Case File
- (2) DE/330/367/TP
- (3) Local Development Framework Documents
- (4) The London Plan

Designation

Hatcham Conservation Area  
HB Grade 2  
A Road

**1.0 Property/Site Description**

- 1.1 The subject property, known as The Hatcham Liberal Club, is located on the northern side of Queens Road, within the vicinity of New Cross Gate at the intersection New Cross Road and Queens Road. The existing three storey building is nationally listed at Grade II by English Heritage (LEN: 124552).
- 1.2 The building is believed to date from between 1894 and 1914 and is stylistic of a late Victorian or early Edwardian design. The building is in a Queen Anne Dutch style, brick built, with the primary façade in red brick with ceramic dressings and pantiled roof with 5 tall brick chimneystacks. The building is three storeys in height in addition to attic and basement levels. The front façade contains two end Dutch gables below which are a pair of sash windows. At ground and first floor, there are a pair of two storey canted bays below with decorated pediments, either side of the main entrance.
- 1.3 Both the interior and exterior of the subject property have been subject to alterations, restorations and repairs which have been carried out without the benefit of Planning Permission or Listed Building Consent. A detailed description of these work has been outlined in report below.
- 1.4 Historically, the property would have been in use as the Hatcham Liberal Club and is an example of a surviving Liberal Club building, illustrating the late nineteenth and early twentieth century movements for both self-improvement and political liberalism. This building has had a troubled recent history and at one point was almost vacant and semi-derelict. It appears that the club which owned and operated the building has not been sustainable for some time and therefore lacked the funds to maintain or repair the building.
- 1.5 The property is currently in use as four self contained residential units while permission is sought for the of the club room as a social club, however this use has not commenced.

## **2.0 Relevant Planning History**

DC/09/72057 (Planning Permission) and DC/09/72058 (Listed Building Consent)

- 2.1 An application was approved on 13/05/2010 involved the demolition of the existing buildings to the rear of 369 Queens Road SE14 and the construction of a four storey building comprising a new function room/snooker Hall/Gym and 9 three bedroom self-contained flats, together with alterations to the upper part of the existing Hatcham Liberal Club to provide a one bedroom caretaker's flat and a four bedroom self-contained flat and the provision of associated amenity space, bin and cycle stores.
- 2.2 A review of the planning officers report details that the new residential development, constructed to the rear of the application property, was intended as enabling development to fund the refurbishment of the Grade II listed building, which is the subject of this application. As part of the previous application, approval was granted for the conversion of the upper part of the listed building into two flats, one of which was intended as accommodation for a caretaker of the building and other, occupying the entire third floor to be rented as a self contained residential unit so generate a rental income for the private members club.
- 2.3 The circumstances following the approval of planning permission DC/09/72057 are unclear however, based upon discussion with the applicant, it would appear that following the development and sale of the new build residential scheme situated to the rear of the application site, the development partner of the club, entered bankruptcy and accordingly the refurbishment of the Liberal Club was not carried out.

## **3.0 Current Applications**

- 3.1 Listed Building Consent is sought under DC/14/90110, for internal and external alterations at to the existing property to enable the provision of a Private Members Social Club and 2 one bedroom, 1 two bedroom and 1 four bedroom self-contained flats.
- 3.2 Under application number DC/14/90111, retrospective planning permission is sought for the change of use of the application site from a Private Members Social Club with ancillary residential accommodation to a provide 2 one bedroom, 1 two bedroom and 1 four bedroom self-contained flats, together with external alterations to the side elevations and the proposed construction of the entrance canopy to the side western elevation.
- 3.3 The current applications would be comprised of the following.:

Ground floor:

- 3.4 Considerable works have been carried out to the ground floor of the existing property. Plans submitted in support of the current applications indicate that the layout of the ground floor of the club prior to unauthorised works being carried out and these plans detail that the ground floor would have been predominantly occupied by the main club meeting and function rooms. The unauthorised works have resulted in a reduced and refurbished club room which has been fitted with bar, kitchen and toilet facilities. Access to the function room has been reconfigured and is accessed via the western side access path.
- 3.5 The reconfigured floor plan would see the main entrance utilised as the primary residential entrance, and would serve two 1 bedroom residential units at ground floor, which would be accessed from either side of the main entrance lobby and circulation area.
- 3.6 The primary internal changes which have been carried out to enable these works are as follows:

Entrance Hall and Lobby

- 3.7 The works which have been carried out to the entrance hall and lobby of the listed building include the removal of partition walls inside the front door and the blocking up of one of the two double doors from the lobby to the club room. Works have also been carried out to repair the internal ceilings and tiled walls of the lobby area.
- 3.8 In order to facilitate the creation of two ground floor residential units, the former male and female toilets and associated bathroom fittings on the south west corner of the building have been removed and a new doorway between the two former toilet areas has been installed.

Club Room

- 3.9 The applicant has removed and replaced the original flat concrete roof, that was an example of an early concrete structure, and had become structurally unsound. In addition to this, works have been carried out which involve the removal and replacement of associated timber panelling and rooflights. The applicant has removed the ceiling, coving, wall plaster and decorations throughout the club room. In order to facilitate the creation of both the proposed ground floor units, the applicant has reduced the size of the club room, through the insertion of two partition walls to enable the provision of the bedroom areas for each ground floor unit.

First floor:

- 3.10 As with the ground floor, the application has been accompanied with floor plans indicating the internal configuration of the first floor area,

prior to works being undertaken. Originally the first floor would have included committee meeting rooms which addressed Queens Road and would have also included residential accommodation for a club steward. It is noted however that the Council has limited information or photographic records of the building prior to the works having been undertaken.

- 3.11 The first floor has been converted to provide one 2 bedroom (2b4p) residential unit, and in order to enable this conversion, the following works have been carried out:

- Insertion of partition wall and door across the landing;
- Removal of small bar and associated service lift the North East corner;
- Insertion to plasterboard to historic ceiling;
- Replacement of the existing floor boarding along with insertion of underfloor heating on the former committee room in the south east corner of the building.

*Second floor:*

- 3.12 As with the first floor, unauthorised works have been carried out to create one (4b8p) self contained residential unit. It is noted that the previous configuration of the second floor would have included a series of smaller rooms, which were most likely used for temporary accommodation by members of the club. The works carried out are as follows;

- Installation of plaster boarding of ceilings throughout the second floor;
- Removal and replacement of internal doors;
- Removal of partition walls and existing linen cupboard;
- Removal of eastern wall, chimney breast and stack;
- Insertion of two openings through existing internal walls to enable the creation of the bedroom 3 and 4;

*External works:*

- 3.13 The applicant has also carried out alterations and repairs to both the external façade and boundary treatments of the building. In this regard, the following works have been carried out:

- Refurbishment of front façade including original wooden sash windows;

- Insertion of side access door to the western elevation to serve the reconfigured club room;
- Refurbishment of the existing gates and fences;
- Repair and reconstruction of front boundary walls;
- Construction of a bin storage area within the front boundary;

### **Supporting Documents**

3.14 **Design & Access Statement**

This document provides a description of the site, outlines the site conditions that have influenced the scheme, sets out to describe the design principles behind the proposed development and explains the rationale for the scheme. The document covers site context, opportunities, design principles, connectivity, layout, appearance, access, landscape and sustainability.

3.15 **Heritage Statement**

This document outlines that the application property is a Grade II listed building located within the Hatcham Conservation area. The document highlights the areas of specific interest and significance of the building.

3.16 **Sound Insulation: Field tests for compliance with insulation requirements for walls and floors**

The document details the acoustic and sound insulation tests carried within the application building and concludes that a suitable level of acoustic comfort has been provided between the amended club room and the ground floor residential dwellings as constructed.

#### **Consultation**

3.17 Letters were sent to neighbours of the site, local ward councillors and the relevant amenity societies. Along with this press notices were displayed. One submission was received from the Telegraph Hill Society and the objections related to the following relevant planning issues;

3.18 The local amenities society though commending the applicant on the high quality restoration works to the façade of the building, raised objections to the introduction self contained residential units, particularly at ground floor.

3.19 In particular concerns were raised regarding the potential conflict between residential units on the ground floor and the club function

room both in regard access to an from the club via the side passageway and noise impacting the residential amenity.

- 3.20 Further objection has been raised to the conversion of the committee rooms at first floor to residential use.

#### Highways

- 3.21 The proposed development was referred to the Council's Highways officers who is supportive of the car free nature of the proposed development. A condition has be recommended to be imposed, should the application be approved, requiring the submission of a Delivery and Servicing Plan prior to the use of the members club commencing.

#### Historic England

- 3.22 Historic England have been notified of the subject development. No objections have been raised and have recommended that the development be determined on the basis of advice by the Council's Conservation Officer.

### **4.0 Policy Context**

#### Introduction

- 4.1 Section 70(2) of the Town and Country Planning Act 1990 (as amended) sets out that in considering and determining applications for planning permission the local planning authority must have regard to:-

- (a) the provisions of the development plan, so far as material to the application,
- (b) any local finance considerations, so far as material to the application, and
- (c) any other material considerations.

A local finance consideration means:

- (a) a grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown, or
- (b) sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy (CIL)

- 4.2 Section 38(6) of the Planning and Compulsory Purchase Act (2004) makes it clear that 'if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless

material considerations indicate otherwise.' The development plan for Lewisham comprises the Core Strategy, the Development Management Local Plan, the Site Allocations Local Plan and the Lewisham Town Centre Local Plan, and the London Plan. The NPPF does not change the legal status of the development plan.

#### National Planning Policy Framework

- 4.3 The NPPF was published on 27 March 2012 and is a material consideration in the determination of planning applications. It contains at paragraph 14, a 'presumption in favour of sustainable development'. Annex 1 of the NPPF provides guidance on implementation of the NPPF. In summary, this states in paragraph 211, that policies in the development plan should not be considered out of date just because they were adopted prior to the publication of the NPPF. At paragraphs 214 and 215 guidance is given on the weight to be given to policies in the development plan. As the NPPF is now more than 12 months old paragraph 215 comes into effect. This states in part that '...due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)'.
- 4.4 Officers have reviewed the Core Strategy for consistency with the NPPF and consider there is no issue of significant conflict. As such, full weight can be given to these policies in the decision making process in accordance with paragraphs 211, and 215 of the NPPF.

#### Other National Guidance

- 4.5 The Technical housing standards – nationally described space standard (March 2015)
- London Plan (March 2015) incorporating March 2016 Minor Alterations
- 4.6 On 10 March 2015 the London Plan (consolidated with alterations since 2011) was adopted. In March 2016 the Minor Alterations to the London Plan were adopted. The policies relevant to this application are:

Policy 3.4 Optimising Housing Potential  
Policy 3.5 Quality and Design of Housing Developments.  
Policy 5.1 Climate change mitigation  
Policy 5.2 Minimising carbon dioxide emissions  
Policy 5.3 Sustainable Design and Construction.  
Policy 6.9 Cycling  
Policy 7.4 Local Character  
Policy 7.6 Architecture  
Policy 7.4 Local character

- Policy 7.5 Public realm
- Policy 7.6 Architecture
- Policy 7.8 Heritage assets and archaeology
- Policy 7.9 Heritage-led regeneration

London Plan Supplementary Planning Guidance (SPG)

- 4.7 The London Plan SPG's relevant to this application are:
- Housing (March 2016)
  - Sustainable Design and Construction (2006)
- Core Strategy (2011)
- 4.8 The Core Strategy was adopted by the Council at its meeting on 29 June 2011. The Core Strategy, together with the Site Allocations, the Lewisham Town Centre Local Plan, the Development Management Local Plan and the London Plan is the borough's statutory development plan. The following lists the relevant strategic objectives, spatial policies and cross cutting policies from the Lewisham Core Strategy as they relate to this application:
- Spatial Policy 1 Lewisham Spatial Strategy
  - Core Strategy Policy 1 Housing provision, mix and affordability
  - Core Strategy Policy 7 Climate change and adapting to the effects
  - Core Strategy Policy 8 Sustainable design and construction and energy efficiency
  - Core Strategy Policy 12 Open space and environmental assets
  - Core Strategy Policy 14 Sustainable movement and transport
  - Core Strategy Policy 15 High quality design for Lewisham
  - Core Strategy Policy 16 Conservation areas, heritage assets and the historic environment
  - Core Strategy Policy 21 Planning obligations

Development Management Local Plan (November 2014)

- 4.9 The Development Management Local Plan was adopted by the Council at its meeting on 26 November 2014. The Development Management Local Plan, together with the Site Allocations, the Lewisham Town Centre Local Plan, the Core Strategy and the London Plan is the borough's statutory development plan. The following lists the relevant strategic objectives, spatial policies and cross cutting policies from the Development Management Local Plan as they relate to this application:

The following policies are considered to be relevant to this application:

DM Policy 1 Presumption in favour of sustainable development

- DM Policy 22 Sustainable design and construction
- DM Policy 26 Noise and vibration
- DM Policy 29 Car parking
- DM Policy 30 Urban design and local character
- DM Policy 31 Alterations/extensions to existing buildings
- DM Policy 32 Housing design, layout and space standards
- DM Policy 36 New development, changes of use and alterations affecting designated heritage assets and their setting: conservation areas, listed buildings, schedule of ancient monuments and registered parks and gardens.
- DM Policy 38 Demolition or substantial harm to designated and non-designated heritage assets

## **5.0 Listed Building Considerations**

- 5.1 The Government recognises heritage assets as a finite and irreplaceable cultural resource that should be cared for and be managed responsibly. Policies on all levels are aimed to preserve heritage assets for the appreciation and enjoyment of this and future generations.
- 5.2 Under the Planning (Listed Buildings and Conservation Areas) Act 1990 listed building consent must be obtained for "works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest". The whole building is subject to this control, internally and externally, whether or not a particular feature is specifically mentioned in the list description.
- 5.3 In terms of London-wide and policy, Policy 7.9 *Heritage-led regeneration of the London Plan*; Core Strategy Policy 16 *Conservation areas, heritage assets and the historic environment* and DM Policy 36 *New development, changes of use and alterations affecting designated heritage assets and their setting: conservation areas, listed buildings, schedule of ancient monuments and registered parks and gardens*, all seek to ensure that the value and significance of heritage assets and their settings are enhanced and conserved and state that only alterations to listed buildings that relate sensitively to the buildings significance should be approved.
- 5.4 National guidance on the management of the historic built environment is set out in the National Planning Policy Framework (NPPF) and its Practice Guide. As a Grade II listed building, the site is a "designated heritage asset" in terms of NPPF.
- 5.5 The subject property was listed relatively recently and the listing description describes the property as being Circa 1880 in Queen Anne Dutch style. The property is three storeys in height with two end Dutch gables with circular windows to attics. There is a central porch with decorated pediment with lettering "EST. 1880".

- 5.6 In relation to the interior of the property, the listing states that the entrance hall has tiled walls with round-headed panels and three doorcases. Staircase has metal balustrading, mahogany handrail and tiled dado panelling. Both the committee room and meeting room at the first floor are also included within in the description.

***Impact of the proposal on the significance of the Hatcham Liberal Club***

- 5.7 The current application has been reviewed by the Council's Conservation Officers and Historic England. No objection has been raised by Historic England and the Council's Conservation Officer provided detailed comments regarding the works as carried out, which are detailed in the assessment below.
- 5.8 Officers acknowledge that some harm has been done to the building as a result of the unauthorised works being carried out, however it is considered that these would be less than substantial. National Planning Policy Guidance advises that in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. The historical significance of the subject site lies both in the local townscape value of building, primarily its front façade along with the historic fabric of the building. The guiding principles for any alteration and conversion of a building are treating authentic fabric with respect and adopting the approach of minimal intervention.
- 5.9 The NPPF states that the more important the asset, the greater the weight that should be given to the asset's conservation. The application property is subject to a Grade II listing and that this should be taken into account when assessing the degree of weight that should be given to the building's conservation. It is one of the highest levels of protection that can be afforded to a building when its conservation is found to be of national significance and therefore appropriate that the need to conserve the building and the elements that contribute to this significance are given substantial weight by the Council.
- 5.10 The Council's conservation officer, has highlighted the plan form of the building as being important to the significance of the asset. It is therefore considered that to protect the historical interest of the asset, any proposal would need to retain or enhance the appreciation of the structural plan form and volumes which enabled the function of the building as a private members social club.

**Ground Floor**

- 5.11 At ground floor, the key elements of the central lobby and stairway, the club rooms and the function room are elements identified by the

councils conservation officers as contributing to the significance of the heritage asset.

- 5.12 It is noted that a considerable amount of unauthorised works have been carried out to the ground floor of the building and officers acknowledge that some interventions and alterations to the plan of the ground floor are of concern. In particular, alterations to the original plan form of the ground floor through the removal of one of the two entrance doors, which would have connected between the entrance lobby and the rear club room. A further concern relates to the reduction in the area of the club room, through the insertion of two partition walls, to enable both ground floor residential units to comply with nation technical guidelines in relation to residential unit sizes.
- 5.13 Notwithstanding these issues, a significant amount of works carried out to the ground floor are deemed to be positive interventions which have been carried out to a high standard. In particular, officers note that the repair and restoration to the front entrance and lobby area including the wall and floor tiles and the refurbishment of the stairs are welcomed by officers. Furthermore the removal of the toilets and associated partitions, which were non-original and unsympathetic additions, are all welcomed. Additionally, while elements of the original ground floor layout has been interrupted, its main entrance and lobby have been retained and refurbished.
- 5.14 It is further noted that the unauthorised works also include the demolition and replacement of the original flat concrete roof, positioned to the rear of the building. Officers however accept that this element had become structurally unsound and was beyond repair. Accordingly no objection is raised to the retention of the replacement roof.

#### First Floor

- 5.15 Prior to the unauthorised works being carried out, the first floor would have included club and committee meeting rooms, addressing onto Queens Road, and would have also included residential accommodation for the steward of the club, situated to the rear of the building.
- 5.16 As part of the unauthorised works, the first floor has been converted to provide 1 residential unit. To enable the conversion the applicant has carried out alterations to the building layout, including the insertion of partition wall and door across the landing of the stairs, the removal of a small bar and associated service lift and the insertion of plasterboard to the historic ceilings. Further to this the applicant has removed and replaced the existing floor boarding and has inserted underfloor heating to the former committee room in the south east of the building.

5.17 The work as carried out, has been viewed onsite by the Council's Conservation officer and is largely considered to be acceptable. The installation of underfloor heating on the first floor however is of concern. Officers note that the Council has limited information in terms of internal layouts or photographic surveys of the property prior to the unauthorised works being undertaken. It is noted however the applicant contends that the original flooring was removed by the previous developer, during construction works of the residential development to the rear of the property. While the removal of the original flooring and installation of a underfloor heating system is a non original intervention to existing listed building, which ordinary would not be acceptable, the original building would have had a limited heating system, unsuitable for modern residential dwellings. Furthermore, had the applicant sought to install alternative forms of the heating, e.g. wall hung radiators, this could have potentially resulted in damage to the existing decorative timber wall panelling. This would be considered to be a far less acceptable intervention, especially considering that the panelling is specifically detailed in the listing description and has been restored to a very high standard as part of works carried out.

#### Second Floor

5.18 As with the ground and first floor, alterations have been carried out to the second floor to create one 4 bedroom unit. A limited amount of information exists in relation to the configuration and condition of the property prior to the unauthorised works being carried out. The applicant has submitted plans which detail the previous configuration of the second floor, would have included a series of smaller rooms that would have preformed a secondary function to the overall building and, most likely, have provided temporary accommodation for club members.

5.19 The original floor plan configuration has been largely retained with the exception of the amalgamation of three rooms into one room, indicated as being a kitchen/living/dining area. The other alterations including the addition of plasterboard to ceilings, replacement of doors and minor changes to the internal configuration do not raise conservation concerns. The alterations to the third floor have been carried out sympathetically and enable the provision of a large family sized residential unit. Accordingly no objection is raised to the alterations, as carried out to the second floor area. It is further noted that as part of a previous approval (DC/09/72057) permission was granted for the creation of a similar one 4 bedroom unit at second floor level.

#### External Works

5.20 It is acknowledged that prior to works commencing, the existing building was in a poor state of repair. As part of the unauthorised works, the applicant has undertaken considerable repairs and

refurbishment to the exterior of the building, in addition to carrying out restoration and repair works to the front boundary treatments. These have been reviewed by officers and are considered to have been carried out to a very high standard. Accordingly no objection is raised to the external works as completed.

- 5.21 As detailed in the report above, the internal and external works as carried out, are largely considered to have been completed to a very high standard and comprise of sensitive interventions and alterations to a listed building which was in a poor state of repair. Officers do however note that elements of the work as carried out fall short of the what would be expected of alterations to a listed building.. While officers recognise that certain alterations, in particular changes to the original ground floor layout via alterations to the rear club room are regrettable, it is noted that these interventions could, at a later date be removed in order to reinstate the original plan form of the building. Balanced with this, the high quality and sensitive approach that has been followed by the applicant, officers are satisfied that the works as carried out do not constitute substantial harm to the host property and are considered to be acceptable.

## **6.0 Planning Considerations**

- 6.1 The main issues to be considered in respect of this application are:
- a) Principle of development
  - b) Design
  - c) Quality of Residential Accommodation
  - d) Impact on the Amenity of Neighbouring Properties
  - e) Highways and Traffic Issues
  - f) Sustainability and Energy

### **Principle of Development**

- 6.2 The impacts of the works as already carried out upon the listed building have been assessed in the report above and are considered to be acceptable.
- 6.3 With regard to introducing a residential use to the building, the upper floors would have originally been in some form of residential use, albeit directly related to the club use i.e. manager/steward flat or overnight accommodation for club members. Furthermore, the previous application, (DC/09/72057) granted approval for the creation two residential units, at first and second floor respectively. Accordingly, the principle of the use of the upper floors of the current building as residential accommodation is acceptable.
- 6.4 It is noted however that the introduction of self contained residential units, particularly at ground floor, could potentially result in the co-location of incongruous uses, by virtue of the club use impacting the amenity of the residential units.

6.5 As previously stated the DC/09/72057 is considered to have established the principle the use the existing building for self contained residential units, albeit the current application would increase the number of the units onsite. It is therefore considered that the principal of the introduction of residential use is acceptable, subject to acceptable design and level of residential amenity. This has been considered in detail in the relevant section below.

### Design

- 6.6 Core Strategy Policy 15 states that for all development the Council will apply national and regional policy and guidance to ensure the highest quality design and the protection or enhancement of the historic and natural environment, which is sustainable, accessible to all, optimises the potential of sites and is sensitive to the local context and responds to local character.
- 6.7 Policy DM 30 ‘Urban design and local character’ states that the Council will expect a high standard of design in new development. The policy also sets the expectation for developments to create a positive relationship to the existing townscape, natural landscape and local topography. The quality and appropriateness of materials will be assessed in relation to the surrounding area and the height, scale and massing should relate to the urban typology of the area.
- 6.8 Development Management Local Plan DM Policy 31 ‘Alterations and extensions to existing buildings including residential extensions’ states that “*alterations and extensions, including roof extensions will be required to be of high, site specific, and sensitive design quality, and respect and/or complement the form, setting, period, architectural characteristics, detailing of the original buildings, including external features such as chimneys and porches. High quality matching or complementary materials should be used, appropriately and sensitively in relation to the context.*”
- 6.9 DM Policy 36 New development, changes of use and alterations affecting designated heritage assets and their setting: conservation areas, listed buildings, schedule of ancient monuments and registered parks and gardens
- 6.10 In regard to design, the current application seeks planning permission for the construction an awning, to be installed along the side (western) elevation which would provide a covered entrance to the existing club room. The proposed structure would be visible from both Queens Road and also when viewed from the flatted development which adjoins the application site, to the west and would have a similar profile as the existing entrance to the adjoining development situated at 369 Queens Road, located on the western elevation. The proposed covered entry would be a lightweight timber structure, with a glazed roof.

- 6.11 Officers consider that the proposed structure is acceptable in principle subject to the confirmation of the material specifications and the design of the guttering and downpipes details. Accordingly a condition has been recommended to be imposed, should the application be approved requiring the submission of these details.

### Quality of Accommodation

#### *Standard of Residential Accommodation*

- 6.12 London Plan Policy 3.5 sets out the minimum floor space standards for new houses relative to the number of occupants. It outlines that the design of all new dwellings should include adequately sized rooms, convenient and efficient room layouts and meet the changing needs of Londoners' over their lifetimes.
- 6.13 New residential development is no longer required to meet the Lifetime Homes Criteria at planning stage which is to be delivered through Building regulations, however this remains a matter to consider to ensure that a scheme is capable of meeting this standard. Lifetime Homes Criteria seeks to incorporate a set of principles that should be implicit in good housing design enabling housing that maximizes utility, independence and quality of life. The scheme has been designed to achieve compliance with the Lifetimes Homes Standard for all units.
- 6.14 DM Policy 32 'Housing design, layout and space standards' and Policy 3.5 'Quality and design of housing developments' of the London Plan requires housing development to be of the highest quality internally, externally and in relation to their context. These policies set out the requirements with regards to housing design, seeking to ensure the long term sustainability of the new housing provision. Informed by the NPPF, the Mayors Housing SPG provides guidance on how to implement the housing policies in the London Plan. In particular, it provides detail on how to carry forward the Mayor's view that "providing good homes for Londoners is not just about numbers. The quality and design of homes, and the facilities provided for those living in them, are vital to ensuring good liveable neighbourhoods".
- 6.15 Nationally prescribed space standards were released in March 2015 to replace the existing different space standards used by local authorities. It is not a building regulation and remains solely within the planning system as a new form of technical planning standard.
- 6.16 The national housing standards are roughly in compliance with the space standards of the London Plan. However there are differences

in the spacing of individual rooms as well as floor to ceiling heights. In the instance of conflict, the national housing standards take precedent.

- 6.17 In addition to this, DM Policy 32 seeks to ensure that new residential development provides a satisfactory level of privacy, outlook, direct sunlight and daylight. It also states that new housing should be provided with a readily accessible, secure, private and usable external space and include space suitable for children's play.
- 6.18 The Mayor of London published the Minor Alterations to the London Plan 2015 which states that reduces the minimum ceiling height from 2.5 metres to 2.3 meters for at least 75% of the gross internal area of the dwelling. It is noted however that 2.5 meters would become the recommended floor to ceiling height.

Table 1.1 : Residential Internal Floor Areas

<b>Unit type</b>	<b>Policy requirement (GIA sq m) National Technical Standard</b>	<b>Proposed GIA (sq m)</b>
<b>Flat 1 (1b2p)</b>	50 sqm	57.1 sqm
<b>Flat 2 (1b2p)</b>	50 sqm	52.1sqm
<b>Flat 3 (2b4p)</b>	70 sqm	129.6 sqm
<b>Flat 4 (4b8p)</b>	117 sqm	127.3 sqm

- 6.19 The National Technical Housing Standards detail that all double bedrooms must have a minimum area of 11.5sqm and a minimum width of 2.75m. All residential units, as constructed, meet this standard.
- 6.20 Standard 26 of the Housing SPG sets out the baseline requirements for private open space. The standard requires a minimum of 5sqm to be provided for 1-2 person dwellings and an extra 1sqm for each additional occupant. When dealing with conversions of existing buildings, in particular heritage assets such as the application property, the Council adopts a pragmatic approach to the provision of amenity space. Where external space can be provided it will be secured, but in some instances it is not possible to provide garden space. Officers note that all units have floor areas in excess of the minimum requirements. All units are dual aspect, and the internal configuration has positioned the sleeping areas to the rear of the existing building, away from Queens Road which is heavily trafficked and generates a significant amount of noise.

- 6.21 As detailed in the report above, officers note that the existing club use would be retained but limited to the refurbished club room, located within the rear ground floor component of the existing property. The club room has been fitted out with a refurbished bar and kitchen, to be used in association with the existing club room. A possible issue is the impact on the standard of residential amenity for the ground floor units, as created, due to the proximity of the club function room. In particular concerns have been raised relation to the repositioning of the entry of the club, via the western side boundary, which directly adjoins the bedroom windows of Flat 1. It is further noted that this access would also be used for deliveries and servicing of the club.
- 6.22 The use of the application properly as a private members social club, which is a sui generis use, is not subject to any of the standard restrictions in regard hours of operation, house of deliveries, servicing or noise. Development consent DC/09/72057 addressed the potential issues of noise and disturbance caused by the continued use of the application property as a social club. The previous planning officer stated that the Council "were not aware of significant complaints of noise or nuisance in relation to the previous operation of the club".
- 6.23 Furthermore, it is considered that the development as constructed has considerably altered the nature of the existing use of the social club. The applicant has detailed that the club would function 3 days a week, between 6pm- 11pm. It is considered that a condition limiting use of the club to these hours is reasonable along with limitations to amplified music. Officers also note that limited information has been provided in relation to the servicing of the club use, however this is not considered to be an intense use and accordingly it would be reasonable to seek this information prior to the commencement of this use.
- 6.24 The current application has also been supported by an assessment of the sound insulation between both the clubroom and the ground floor flats, along with the sound insulation between residential units at upper floor level.
- 6.25 Officers further note that the Council as licensing authority would have control over hours of operation of the premises and the nature of any entertainment provided, including live music.
- 6.26 As part of the current application, and as detailed in the report above, a reconfigured access way to the club room is proposed to be provided, via the side western access way. Officers have raised concerns regarding the relationship between this entrance and the adjoining residential properties, which would also be utilised for servicing. Particular concern is raised regarding the relationship of Flat 1, as the sole bedroom windows would overlook onto the side access path for the social club.

- 6.27 In this regard, the visual privacy would be maintained via the introduction of obscure glazing on all western window adjacent to the entrance way. Officers acknowledge that ordinarily, the relationship between ground floor residential units and primary access to non residential uses would be objectionable. Considering however that the existing club is for private members, is not open to members of the general public. Officers deem on balance, the proposed configuration is acceptable considering the non intensive nature of the club use, which would be ensured with the use of conditions limiting hours and days of operation of the function room.
- 6.28 On balance given the size of units proposed and constraints imposed by the existing property, the standard of residential accommodation is considered to be acceptable.

#### Impact on the Amenity of Neighbouring Properties

- 6.29 DM Policy 32 states that new residential development must 'provide a satisfactory level of privacy, outlook and natural lighting for both its future residents and for its neighbours.'
- 6.30 It is not considered that the works as carried out would not result in any adverse impact on the amenity of the adjoining residential properties. The development as carried out, does not result in the construction of any additional building elements or result in the creation of any new opening, with the exception of the ground floor club entrance. The proposed development is therefore not considered to impact the existing outlook or natural light intake of neighbouring properties, neither would there be any unacceptable overlooking or loss of privacy.

#### Highways

- 6.31 Policy 6.13 of The London Plan states; 'The Mayor wishes to see an appropriate balance being struck between promoting new development and preventing excessive car-parking provision that can undermine cycling, walking and public transport use.' 'In locations with high PTAL, car-free developments should be promoted.'
- 6.32 The site does not provide sufficient space for any off street car parking. The site is located within close proximity to bus routes and New Cross Gate station.
- 6.33 The applicant has proposed that the required six cycle spaces for the residential units would be located within the lobby area of the building. This is deemed to be an acceptable location.
- 6.34 Refuse storage would also be located within the front boundary, which is similar to adjoining development. The submitted plans show a storage area for four bins which is considered to be sufficient to cater for future residents.

6.35 Highways officers have raised no objections to the proposal, and are satisfied it would not result in any unacceptable increase in on-street parking.

### Sustainability

- 6.36 Policy 5.3 Sustainable Design and Construction of the London Plan states that the highest standards of sustainable design and construction should be achieved in London to improve the environmental performance of new developments and to adapt to the effects of climate change over their lifetime. Policy 5.2 Minimising Carbon Dioxide Emissions of the London Plan states that development should make the fullest contribution to minimising carbon dioxide emissions.
- 6.37 Achieving more sustainable patterns of development and environmentally sustainable buildings is a key objective of national, regional and local planning policy. London Plan and Core Strategy policies advocate the need for sustainable development. All new development should address climate change and reduce carbon emissions. Core Strategy policies advocate the need for sustainable development. All new development should address climate change and reduce carbon emissions.
- 6.38 Relevant policies within the London Plan Core Strategy would need to be addressed in any submission. London Plan Policy 5.2: Minimising Carbon Dioxide Emissions establishes an energy hierarchy based around using less energy, in particular by adopting sustainable design and construction, supplying energy efficiently, and using renewable energy.
- 6.39 The applicant has submitted a Sustainability Statement in support of the application, which satisfactorily addresses sustainability issues, confirming that Code Level 4 would be achieved.
- 6.40 Following a review of technical housing standards in March 2015, the government has withdrawn the Code for Sustainable Homes, though residential development is still expected to meet code level in regard to energy performance and water efficiency.
- 6.41 A Ministerial Statement advised from 1 October 2015, the standard for energy efficiency in new residential development will be a 19% reduction in CO<sub>2</sub> emissions over Building Control requirements, which is equivalent to Code Level 4.
- 6.42 In regard to water efficiency, from 1 October 2015 new development is expected to achieve a consumption of 110 litres per person per day, including a 5 litre allowance for external water use.
- 6.43 In this case, considering the proposal relates to the conversion of an old building, with the retention of much of the original fabric, officers

acknowledge it would be difficult to achieve the new requirements. The applicant has advised they would seek to engage with Building Control should planning permission be granted in respect of energy and water efficiency.

## **7.0 Local Finance Considerations**

- 7.1 Under Section 70(2) of the Town and Country Planning Act 1990 (as amended), a local finance consideration means:
- (a) a grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown; or
  - (b) sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy (CIL).

7.2 The weight to be attached to a local finance consideration remains a matter for the decision maker.

7.3 The Mayor of London's CIL is therefore a material consideration. CIL is payable on this application and the applicant has completed the relevant form.

## **8.0 Equalities Considerations**

- 8.1 Section 149 of the Equality Act 2010 ("the Act") imposes a duty that the Council must, in the exercise of its functions, have due regard to:-
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.2 The protected characteristics under the Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 8.3 The duty is a "have regard duty" and the weight to attach to it is a matter for the decision maker bearing in mind the issues of relevance and proportionality.
- 8.4 Equality issues have been duly considered as part of the assessment of this application. It is not considered that the application would have any direct or indirect impact on the protected characteristics.

## **9.0 Conclusion**

- 9.1 Officers note that prior to the works commencing the existing building was in a very poor state of repair. As part of the unauthorized works, the applicant has carried out high quality repair and refurbishment works both internally and externally to the listed building.
- 9.2 This application has been considered in the light of the Planning (Listed Buildings and Conservation Areas) Act 1990, NPPF, the policies set out in the Local Development Plan and other material considerations.
- 9.3 The assessment above has demonstrated that, with the imposition of appropriate conditions to mitigate any potential effects, there will be no significant impacts in relation to design, residential amenity or impact on the existing Grade II listed building.

## **10.0 RECOMMENDATION (A)**

**GRANT LISTED BUILDING CONSENT** subject to the following conditions :-

1. The development shall be retained strictly in accordance with the application plans, drawings and documents hereby approved and as detailed below:

SP-01 Rev PL1; SP-02 Rev PL2; EX-01 Rev PL3; EX-01 Rev PL2(Existing Ground Floor Plan); EX-03 Rev PL2; EX-04 Rev PL2; EX-05 Rev PL2; EX-06 Rev PL2; EX-07 Rev PL1; GA-01 Rev PL4; GA-02 Rev PL3; GA-04 Rev PL3; GA-05 Rev PL4; GA-06 Rev PL2; Design & Access Statement (November 2014/ Segley); Heritage Statement (February 2014/ Segley); Sound Insulation: Field tests for compliance with insulation requirements for walls and floors

**Reason:** To ensure that the development is retained in accordance with the approved documents, plans and drawings submitted with the application and is acceptable to the local planning authority.

2. No development shall commence on site until a detailed schedule and specification and samples of all materials to be used on the entrance canopy, to be located along the side western elevation have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

**Reason:** To ensure that the local planning authority may be satisfied as to the external appearance of the buildings and to comply with Policy 15 High quality design for Lewisham of the Core Strategy (June 2011) and Development Management Local Plan (November 2014) DM Policy 30 Urban design and local character.

## **RECOMMENDATION (B)**

**GRANT PLANNING CONSENT** subject to the following conditions :-

**Conditions**

- 1.The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which the permission is granted.

**Reason:** As required by Section 91 of the Town and Country Planning Act 1990.

- 2.The development shall be carried out strictly in accordance with the application plans, drawings and documents hereby approved and as detailed below:

GA-13 Rev PL3; GA-14 Rev PL1

**Reason:** To ensure that the development is carried out in accordance with the approved documents, plans and drawings submitted with the application and is acceptable to the local planning authority.

- 3.The development shall be retained strictly in accordance with the application plans, drawings and documents hereby approved and as detailed below:

SP-01 Rev PL1; SP-02 Rev PL2; EX-01 Rev PL3; EX-01 Rev PL2(Existing Ground Floor Plan); EX-03 Rev PL2; EX-04 Rev PL2; EX-05 Rev PL2; EX-06 Rev PL2; EX-07 Rev PL1; GA-01 Rev PL4; GA-02 Rev PL3; GA-04 Rev PL3; GA-05 Rev PL4; GA-06 Rev PL2; Design & Access Statement (November 2014/ Segley); Heritage Statement (February 2014/ Segley); Sound Insulation: Field tests for compliance with insulation requirements for walls and floors

**Reason:** To ensure that the development is retained in accordance with the approved documents, plans and drawings submitted with the application and is acceptable to the local planning authority.

- 4.No development shall commence on site until a detailed schedule and specification and samples of all materials to be used on the entrance canopy, to be located along the side western elevation have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

**Reason:** To ensure that the local planning authority may be satisfied as to the external appearance of the buildings and to comply with Policy 15 High quality design for Lewisham of the Core Strategy (June 2011) and Development Management Local Plan (November 2014) DM Policy 30 Urban design and local character.

- 5.A minimum of **6** secure and dry cycle parking spaces shall be provided within the development as indicated on the plans hereby approved and maintained thereafter.

**Reason:** In order to ensure adequate provision for cycle parking and to comply with Policy 14: Sustainable movement and transport of the Core Strategy (2011).

- 6.(a) The use of the club room shall not commence until a Delivery and Servicing Plan has been submitted to and approved in writing by the local planning authority.
- (b) The plan shall demonstrate the expected number and time of delivery and servicing trips to the site, with the aim of reducing the impact of servicing activity.
- (c) The approved Delivery and Servicing Plan shall be implemented in full accordance with the approved details from the first occupation of the development and shall be adhered to in perpetuity.

**Reason:** In order to ensure satisfactory vehicle management and to comply with Policy 14 Sustainable movement and transport of the Core Strategy (June 2011).

7. Notwithstanding the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking, re-enacting or modifying that Order), the use of the flat roof on the building shall be as set out in the application and no development or the formation of any door providing access to the roof shall be carried out, nor shall the roof area be used as a balcony, roof garden or similar amenity area.

**Reason:** In order to prevent any unacceptable loss of privacy to adjoining properties and the area generally and to comply with Policy 15 High Quality design for Lewisham of the Core Strategy (June 2011), and DM Policy 31 Alterations and extensions to existing buildings including residential extensions, DM Policy 32 Housing design, layout and space standards of the Development Management Local Plan (November 2014).

8. No deliveries shall be taken at or despatched from the site other than between the hours of 7 am and 8 pm on Mondays to Fridays, 8 am and 1 pm on Saturdays, or at any time on Sundays or Public Holidays.

**Reason:** In order to safeguard the amenities of adjoining residents and to comply with Paragraph 120 of the National Planning Policy Framework, and DM Policy 26 Noise and Vibration, and DM Policy 32 Housing design, layout and space standards of the Development Management Local Plan (November 2014).

9. The club premises shall only be open for operation between the hours of **6 p.m. and 11 p.m.** on Friday, Saturday and Sundays only and shall be closed at all other times.

**Reason:** In order to safeguard the amenities of adjoining occupants at

unsociable periods and to comply with Paragraph 120 of the National Planning Policy Framework and DM Policy 26 Noise and Vibration, DM Policy 32 Housing design, layout and space standards Development Management Local Plan (November 2014)

1(No music, amplified sound system or other form of loud noise (such as singing or chanting) shall be used or generated which is audible outside the premises or within adjoining buildings.

**Reason:** To safeguard the amenities of the adjoining premises and the area generally and to comply with Paragraph 120 of the National Planning Policy Framework and DM Policy 26 Noise and Vibration and DM Policy 32 Housing design, layout and space standards of the Development Management Local Plan (November 2014).

### **Informatives**