

<b>CITY OF WESTMINSTER</b>			
<b>PLANNING APPLICATIONS SUB COMMITTEE</b>	<b>Date</b> 26 June 2018	<b>Classification</b> For General Release	
<b>Report of</b> Director of Planning		<b>Ward(s) involved</b> Churchill	
<b>Subject of Report</b>	<b>St Gabriel's Hall &amp; Club, Churchill Gardens Estate, London</b>		
<b>Proposal</b>	Erection of two-storey side extension, the creation of a new entrance to the southern boundary, and associated alterations, to provide additional Class D1 floorspace (community centre).		
<b>Agent</b>	Mr Jeremy Sparrow (js designs)		
<b>On behalf of</b>	Mr Philip Griffin (St Gabriel's Parish House Trust)		
<b>Registered Number</b>	18/03730/FULL	<b>Date amended/ completed</b>	7 June 2018
<b>Date Application Received</b>	5 May 2018		
<b>Historic Building Grade</b>	Unlisted		
<b>Conservation Area</b>	Churchill Gardens		

## 1. RECOMMENDATION

Grant conditional permission.

## 2. SUMMARY

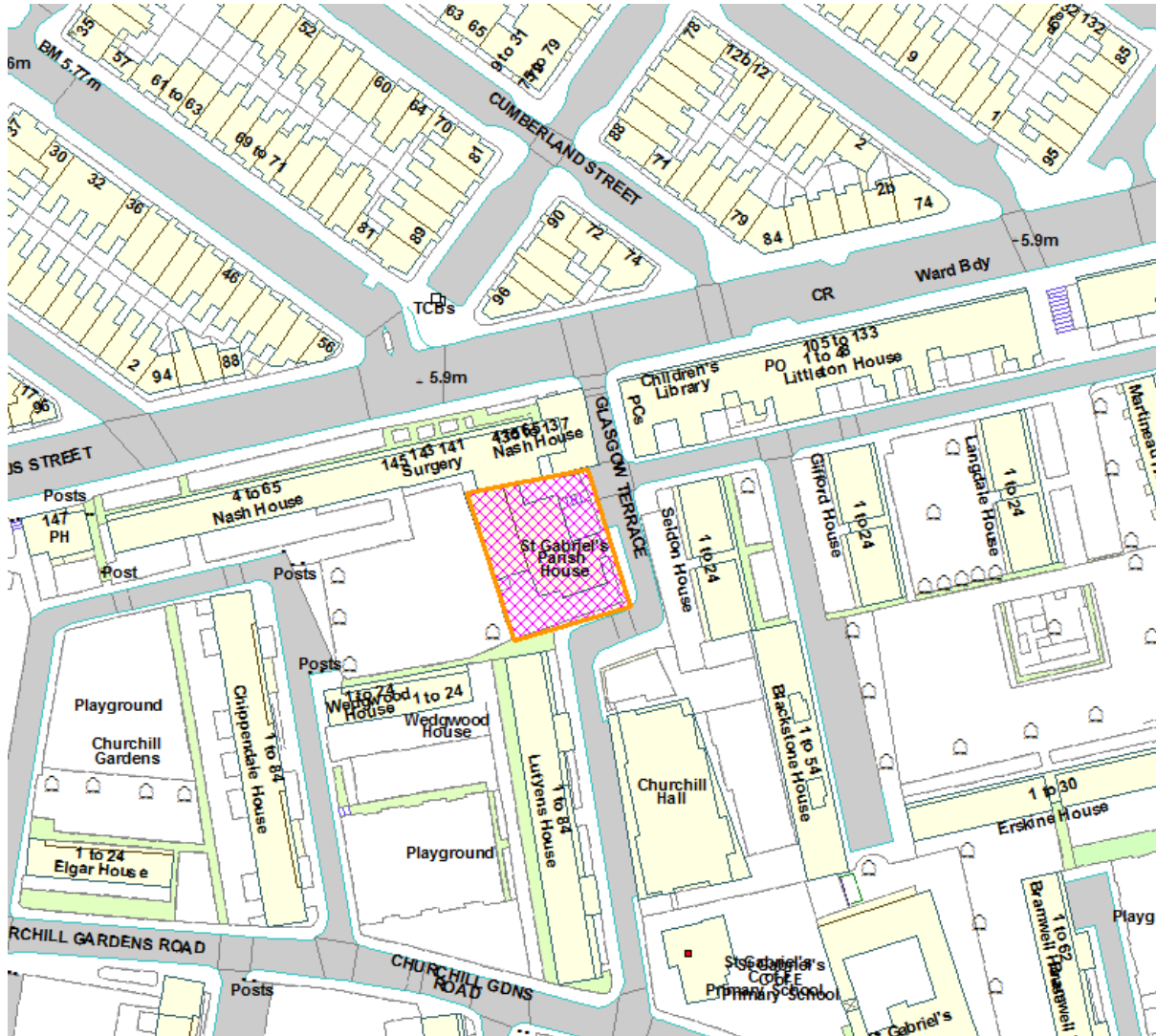
St Gabriel's Hall & Club is an unlisted building located within the Churchill Gardens Conservation Area. The building is a community hall (Class D1). The application proposes the erection of a two-storey side extension including the creation of a new entrance to the southern boundary. The extension would provide additional community centre floorspace and an ancillary residential flat. The motivation for the proposal is to help meet the growing demand for community services in the area and to improve access into the building for those with reduced mobility.

The key issues in this case are:

- the impact of the proposals on character and appearance of the building and the Churchill Gardens Conservation Area; and
- the impact of the proposals on adjoining properties.

The proposed development would be consistent with relevant development plan policies in the Unitary Development Plan (UDP) and Westminster's City Plan: Strategic Policies (the City Plan). As such, the proposal is considered acceptable in townscape, design, land use and amenity terms and the application is recommended for approval subject to the conditions set out in the draft decision letter.

### 3. LOCATION PLAN



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4. PHOTOGRAPHS



View of Side Elevation

## 5. CONSULTATIONS

WESTMINSTER SOCIETY:  
Support.

CHURCHILL GARDENS NEIGHBOURHOOD FORUM:  
Any response to be reported verbally.

CLEANSING MANAGER:  
Revised waste and recyclable material storage should be secured by condition.

HIGHWAYS PLANNING MANAGER:  
No objection, subject to conditions.

ARBORICULTURAL SECTION:  
The loss of two elder trees is regrettable. Replacement trees within Meadow Garden would not replace the amenity provided by these trees, enhanced landscaping should be proposed on site.

### ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 140  
Total No. of replies: 1 (Objection)

Objection received from a neighbouring resident on the following grounds:

Amenity:

- Noise disturbance from activities within and around the expanded community hall, which would worsen the existing situation; and

Other Matters:

- Noise and disruption from building works.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

## 6. BACKGROUND INFORMATION

### 6.1 The Application Site

St Gabriel's Hall & Club is an unlisted building located within the Churchill Gardens Conservation Area. The building is a community hall (Class D1).

St Gabriel's Hall & Club is one of the few buildings remaining within the conservation area that predates the area's redevelopment from the late 1940s onwards. The building makes a positive contribution to the character and appearance of the conservation area, acting as a curiosity and reminder of the area's former characteristics. Its social value at the heart of the community is also an important element of its historic significance.

## 6.2 Recent Relevant History

On 15 April 2016, the City Council granted permission for the alterations of a first floor rear window. (RN: 15/11383/FULL)

On 19 February 2010, the City Council granted permission for the installation of three rooflights. (RN: 09/09227/FULL)

## 7. THE PROPOSAL

The application proposes the erection of two-storey side extension, the creation of a new entrance to the southern boundary, and associated alterations, to provide additional rooms and an ancillary flat for the existing community centre.

The motivation for the proposal is to help meet the growing demand for community services in the area and to improve access into the building for those with reduced mobility. This is to be achieved by the provision of ancillary office space and a new reception area that will help support and expand the community services on offer (including an advice centre and food bank). The new entrance and internal platform lift will improve access. The ancillary residential accommodation will allow some members of the delivery team to live on site, enabling them to live within the community they serve.

Table 1: Floorspace Figures

	Existing GIA (sqm)	Proposed GIA (sqm)	+/-
Community Hall (Use Class D1)	800	981	181

## 8. DETAILED CONSIDERATIONS

### 8.1 Land Use

The provision of social and community facilities is important in supporting sustainable communities. Policy S34 of the City Plan and policy SOC 1 of the UDP state all social and community floorspace will be protected and new and/ or improved community facilities encouraged.

The applicant reports that the building is well used currently, and that it is operated at its capacity. Enlarging the building and improving access would allow for a greater number of services to be provided to a great number of residents. The proposals would provide level access, a new reception, new toilet facilities and office spaces.

The applicant also reports that to support this community building, it is important that key members of the delivery team live within the community they serve. With local residential accommodation being prohibitively expensive, the proposals also seek to provide residential accommodation within the new extension. The applicant indicates this residential space would be let to members of staff on a similar basis as an existing flat in the main building (which is let to the Administrator at a below market rate).

This residential space would be ancillary to the community hall because it would be used by staff in connection with the main use of the site as a community hall. It is not, for planning purposes, regarded as an independent use. An informative is attached to the draft decision notice to clarify that the flat is ancillary only.

In these circumstances, the proposals accord with policy S34 of the City Plan and policy SOC 1 of the UDP, and the principle of the development in land use terms is acceptable.

## 8.2 Townscape and Design

The application relates to an unlisted historic building of merit within the Churchill Gardens Conservation Area. When determining applications within conservation areas, the council must by law give special attention to the preservation or enhancement of the character or appearance of the area (S.72 Planning (Listed Buildings and Conservation Areas) Act 1990). This equates to a statutory presumption against the approval of harmful proposals unless they would directly secure public benefits which would significantly and demonstrably outweigh the harm identified. Policies S25 and S28 of the City Plan and DES 1, DES 5 and DES 9 of the UDP provide the framework for considering this balancing judgement and are further supported by national policy as set out by Sections 7 and 12 of the NPPF.

The application building is one of the few buildings within the conservation area which predates its principal character as a large estate of postwar social housing built for the City of Westminster by Powell and Moya between 1946 and the 1960s. The Club is a former school from the late 19<sup>th</sup> century and is both architecturally and functionally distinct from the buildings which surround it. This distinction accentuates its role as a social focal point for the estate. Its role as the principal community centre for the area is a significant component of its contribution to the conservation area, and maintaining it in this use is, in part, a conservation benefit as much as a land use benefit.

The building has a compact architectural form, which is highly characteristic of its original intended use. Built over three floors plus attics with principal entrance doors to the ground floor level and secondary upper front entrance doors access via steps to the southern end of the front elevation. The site includes an L-shaped garden, enclosed by a high boundary wall which wraps around the southern and western sides of the site, providing valuable open space which accentuates the building's detached position within the surrounding townscape. The northern section of this former garden is infilled with an extension with a flat roof set behind the boundary wall.

The application proposes to build a large two-storey extension to the side (south) of the main building. This would be laid out over ground and attic floors and would be visually set behind and incorporating the (partly rebuilt) boundary wall. A shallow yard would be retained to the front behind the retained entrance gateway, with a further shallow yard / garden to the rear. The extension would visually present as a two-storey front block, with a rear wing projecting at a lower level to the rear behind the boundary wall. This would be designed to architecturally reflect the original design of the main building but interpreted as a new side and rear wing. Pitched roofs are designed to match the angle and detail of the main roofs, as would the new windows.

The extension would be large and would result in the effective loss of the side and most of the rear garden. This would include some loss of trees which are discussed further in section 8.6 of this report. This would cause some loss of significance in terms of the reduction of open space surrounding the building, and in terms of the compactness of the building. The design of the new extension is however considered to successfully interpret the architecture of the building to an adequately subservient lower scale. The manner in which it is formed of a two-storey front wing supported by a lower, apparently single-storey, wing to the rear breaks up the potential bulk of the additional volume added (which is significant) whilst also adding interest and articulation to the new wing. The proposals also retain a sense of the original garden including the retention of much of the boundary wall and front gate.

Whilst there remains a residual level of harm caused to the significance of the building itself and to the surrounding conservation area, this is minimal and is considered to have been significantly and demonstrably outweighed by the public benefits of the scheme to the local community. As such, subject to the recommended design and conservation conditions, the proposal is acceptable in townscape and design terms.

### **8.3 Residential Amenity**

As the community hall is located within the Churchill Gardens Estate, many residents live in close proximity, including within Nash House, Seldon House and Lutyens House. Policy S29 of the City Plan and policy ENV13 of the UDP aim to protect and improve the residential environment and resist proposals that would result in harm to residential amenity. Policies ENV 6 and ENV 7 of the UDP seek to protect residents from noise pollution including from new uses and internal activity.

The extension would be in a location relative to the existing residential windows that would mean it would have limited impact on neighbours in terms of loss of light, increased sense of enclosure and loss of privacy over the existing arrangement.

An objection has been received on the grounds the proposals would result in increased noise and disturbance from activities within and around the expanded community hall, which would worsen the existing situation.

The expanded community hall will increase activities on site (this is the proposals purpose). It is not considered however that this increase would result in a harmful increase in noise disturbance. This is because of the nature of the additional activities. These would primarily consist of more spaces to provide meeting/ advice services and a food bank, which are unlikely to generate significant levels of noise. The applicant has responded to the residents' concerns and points out that fewer external activities that might be audible to neighbours would occur, given that the existing garden area is to be built on. The applicant has also explained how the building is, and will continue to be managed. Including the closure of the building to customers by 22:30. A condition to this effect is recommended. The applicant states that windows are routinely closed during noisy activities such as music rehearsals and any parties are normally for children and finish by 18:00.

Given that the proposal does not involve any new areas suitable for large gatherings, and there are no new external areas provided, the application is considered acceptable in terms of its impact on residential amenity.

## **8.4 Transportation/Parking**

### **Cycle Parking**

The London Plan requires 2 cycle parking spaces per residential unit of 2 bedrooms or more and requires 1 space per 8 staff and 1 space per 100 sq m for visitors for D1 uses. The provision of 10 new on-site cycle stands on site will be sufficient and the Highway Planning Manager supports the level of provision.

### **Car Parking**

Policy TRANS 23 of the UDP details an 80% on-street car park occupancy threshold above which the provision of additional vehicles to the on-street parking environment will result in an unacceptable level of deficiency.

The evidence of the Council's most recent daytime parking survey in 2015 indicates that the parking occupancy of Residents' Bays and Shared Use Bays within a 200 metre radius of the development site is 79.9%. An extra vehicle on-street would push the figure over the 80% threshold. The Highway Planning Manager notes without car parking the proposal would fail to accord with TRANS 23 of the UDP. However, the site does contain two off-street car parking spaces, with one used by visitors to the community hall.

The highways planning manager has requested that one of the existing off street spaces is dedicated to the proposed flat. Given that the flat is ancillary to the community centre, it is not considered on this occasion that specifically reserving one space solely for the flat would be the best use of the off street spaces here and the needs of the users of the facility may be better served by having access to the off street spaces themselves.

## **8.5 Access**

Currently there is no level access to enter the main building. The proposal would introduce level access into the new extension through a new entrance to be created in the southern boundary wall, and then internally a platform lift will allow access into the main building. This is welcomed as it will allow those with reduced mobility to enter and benefit from the community services provided.

## **8.6 Other UDP/Westminster Policy Considerations**

### **Refuse /Recycling**

Although a refuse store is shown on the lower ground floor, the drawings submitted are not in line with the council recycling and waste storage requirements. The Cleansing Manager advises that a revised plan showing acceptable storage should be secured by condition.



## Trees

The proposal includes the removal of two elder trees, one fig tree and one box shrub. The applicant had originally proposed to plant replacement trees on Meadow Garden, which is land adjacent to the site. The arboricultural officer raised concern with this aspect of the proposal as these replacement trees would not have mitigated the loss of the elder trees. Moreover, Meadow Garden is outside of the application site and is not owned by the applicant. The arboricultural officer has suggested enhanced landscaping as an alternative. A condition is recommended requiring details of the landscaping and to ensure that this enhanced landscaping is provided.

### 8.7 London Plan

This application raises no strategic issues and is not referable to the Mayor of London.

### 8.8 National Policy/Guidance Considerations

The City Plan and UDP policies referred to in the consideration of this application are considered to be consistent with the NPPF unless stated otherwise.

### 8.9 Planning Obligations

Planning obligations are not relevant in the determination of this application.

The applicant is a charitable organisation and the development will be used for charitable purposes, and as such is exempt from liability to pay CIL.

### 8.10 Other Issues

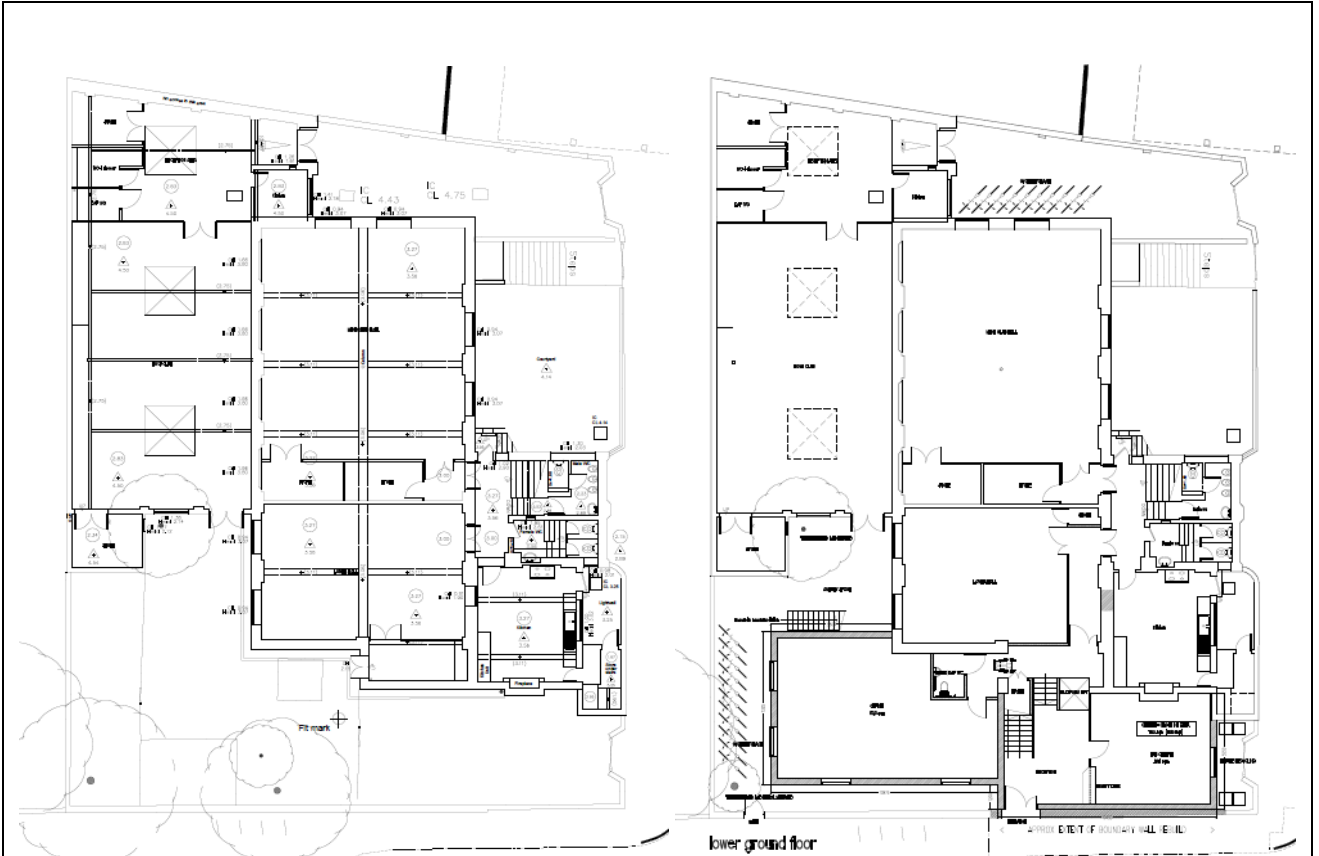
#### Construction impact

Objection has been raised on the grounds the construction work would disturb neighbours. It is a long standing principle that planning permission cannot be refused due to the impact of construction. This is due to its temporary nature and the ability to control it by condition. Accordingly, a condition is recommended to limit the hours of construction, which will help alleviate disturbance.

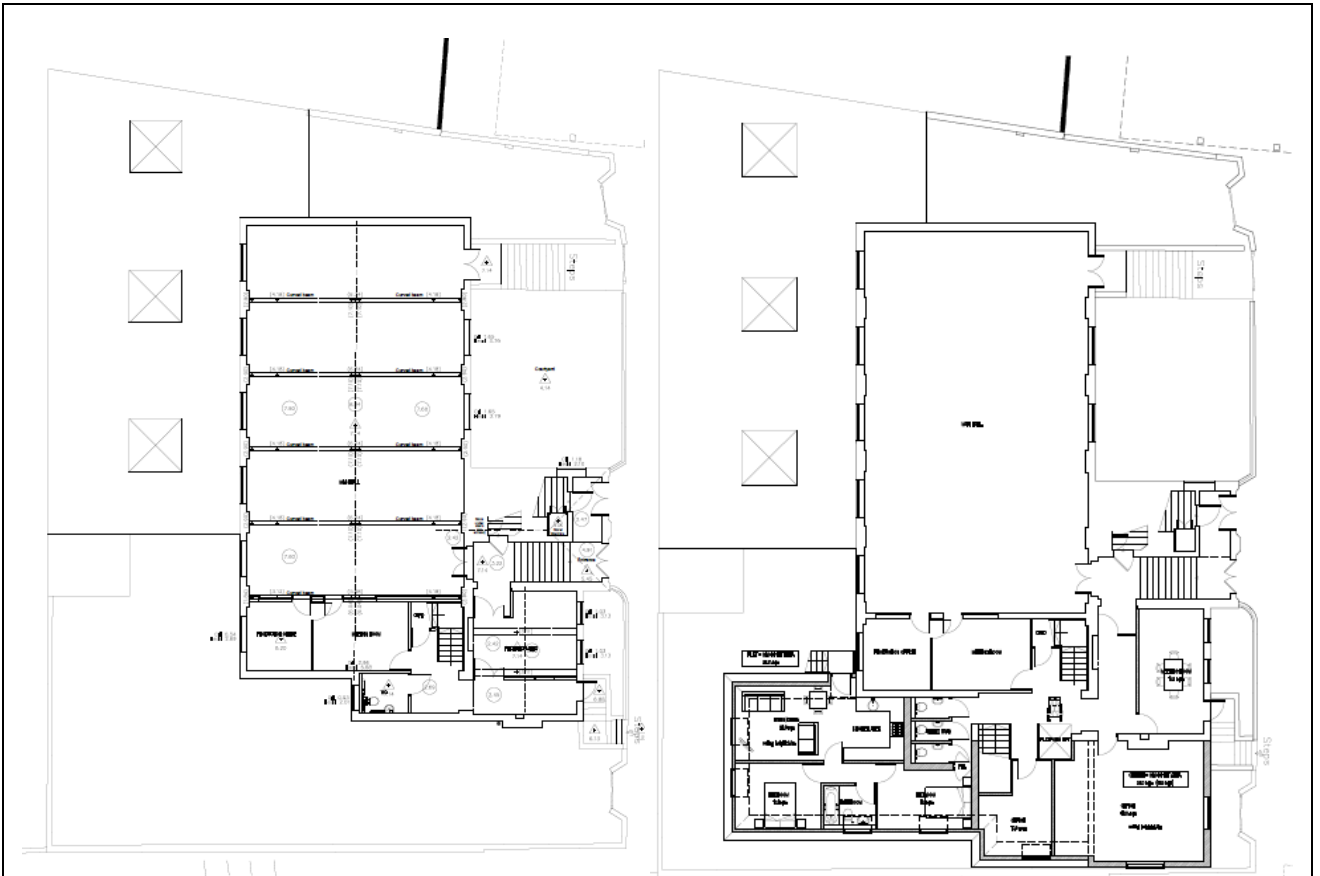
(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: LOUISE FRANCIS BY EMAIL AT [lfrancis@westminster.gov.uk](mailto:lfrancis@westminster.gov.uk)

9. KEY DRAWINGS



Existing and Proposed Lower Ground Floor Plan



**Existing and Proposed Ground Floor Plan**



**Existing and Proposed Side Elevation**



**DRAFT DECISION LETTER**

- Address:** St Gabriels Hall & Club, Churchill Gardens Estate, London, SW1V 3AA,
- Proposal:** Erection of two-storey side extension, the creation of a new entrance to the southern boundary, and associated alterations, to provide additional Class D1 floorspace (community centre).
- Reference:** 18/03730/FULL
- Plan Nos:** Block Plan; 15043-s10 rev A; 15043-s11 rev A; 15043-L1 rev C; 17054-11 rev N; 17054-10 rev U; Statement of Need; Arboricultural Impact Assessment.

**Case Officer:** Joshua Howitt

**Direct Tel. No.** 020 7641 2069

**Recommended Condition(s) and Reason(s)**

- 1 The development hereby permitted shall be carried out in accordance with the drawings and other documents listed on this decision letter, and any drawings approved subsequently by the City Council as local planning authority pursuant to any conditions on this decision letter.

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 2 Except for piling, excavation and demolition work, you must carry out any building work which can be heard at the boundary of the site only:
- o between 08.00 and 18.00 Monday to Friday;
  - o between 08.00 and 13.00 on Saturday; and
  - o not at all on Sundays, bank holidays and public holidays.

You must carry out piling, excavation and demolition work only:

- o between 08.00 and 18.00 Monday to Friday; and
- o not at all on Saturdays, Sundays, bank holidays and public holidays.

Noisy work must not take place outside these hours unless otherwise agreed through a Control of Pollution Act 1974 section 61 prior consent in special circumstances (for example, to meet police traffic restrictions, in an emergency or in the interests of public safety). (C11AB)

Reason:

To protect the environment of neighbouring occupiers. This is as set out in S29 and S32 of Westminster's City Plan (November 2016) and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R11AC)

- 3 All new work to the outside of the building must match existing original work in terms of the choice of materials, method of construction and finished appearance. This applies unless differences are shown on the drawings we have approved or are required by conditions to this permission. (C26AA)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Churchill Gardens Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 4 You must apply to us for approval of a detailed written and photographic schedule of the facing materials you will use, including a site sample panel of the pointed-up new brickwork, supported by annotated versions of the approved elevations and roof plans annotated to show where each of the materials would be used. You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work using the approved materials.

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Churchill Gardens Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 5 You must apply to us for approval of further information as set out below of the following parts of the development:

(a) Overall profile through roofline (drawn elevations and sections at 1:20).

You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work according to these approved details.

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Churchill Gardens Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 6 You must use the building as a community hall within Class D1 of the Town and Country Planning (Use Classes) Order 1987 as amended April 2005 (or any equivalent class in any order that may replace it) and for no other use within that Use Class.

Reason:

We cannot grant planning permission for unrestricted use in this case because it would not meet SOC 1 of our Unitary Development Plan that we adopted in January 2007 and S34 in Westminster's City Plan: Strategic Policies that we adopted in November 2013. (R05AB)

- 7 Customers shall not be permitted within the community hall premises before 08:30 or after 22:30 each day. (C12AD)

Reason:

To protect the environment of people in neighbouring properties as set out in S24, S29 and S32 of Westminster's City Plan (November 2016) and ENV 6, ENV 7 and SOC 1 of our Unitary Development Plan that we adopted in January 2007. (R12AC)

- 8 You must apply to us for approval of detailed drawings of a landscaping scheme which includes the surfacing of any part of the site not covered by buildings. You must not start work on the relevant part of the development until we have approved what you have sent us. You must then carry out the landscaping according to these approved drawings within one planting season of completing the development (or within any other time limit we agree to in writing). (C30AB)

Reason:

To improve the appearance of the development, to make sure that it contributes to the character and appearance of this part of the Churchill Gardens Conservation Area, and to improve its contribution to biodiversity and the local environment. This is as set out in S25, S28 and S38 of Westminster's City Plan (November 2016) and ENV 16, ENV 17, DES 1 (A) and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R30CD)

- 9 **Pre Commencement Condition.** You must apply to us for approval of the ways in which you will protect the trees which you are keeping, as shown on drawing 17054-10 rev U. You must not start any demolition, site clearance or building work, and you must not take any equipment, machinery or materials for the development onto the site, until we have approved what you have sent us. The tree protection must follow the recommendations in section 7 of British Standard BS5837: 2005. You must then carry out the work according to the approved details. (C31AC)

## Reason:

To make sure that the trees on the site are adequately protected during building works. This is as set out in S38 of Westminster's City Plan (November 2016) and DES 1 (A), ENV 16 and ENV 17 of our Unitary Development Plan that we adopted in January 2007. (R31AC)

- 10 You must apply to us for approval of details of how waste is going to be stored on the site and how materials for recycling will be stored separately. You must not start work on the relevant part of the development until we have approved what you have sent us. You must then provide the stores for waste and materials for recycling according to these details, clearly mark the stores and make them available at all times to everyone using the community hall. (C14EC)

## Reason:

To protect the environment and provide suitable storage for waste as set out in S44 of Westminster's City Plan (November 2016) and ENV 12 of our Unitary Development Plan that we adopted in January 2007. (R14BD)

- 11 You must provide each cycle parking space shown on the approved drawings prior to occupation. Thereafter the cycle spaces must be retained and the space used for no other purpose without the prior written consent of the local planning authority.

## Reason:

To provide cycle parking spaces for people using the development as set out in Policy 6.9 (Table 6.3) of the London Plan 2015.

- 12 You must hang all doors or gates so that they do not open over or across the road or pavement. (C24AA)

## Reason:

In the interests of public safety and to avoid blocking the road as set out in S41 of Westminster's City Plan (November 2016) and TRANS 2 and TRANS 3 of our Unitary Development Plan that we adopted in January 2007. (R24AC)

- 13 You must not use the roof of the extension for sitting out or for any other purpose. You can however use the roof to escape in an emergency. (C21BA)

## Reason:



To protect the privacy and environment of people in neighbouring properties, as set out in S29 of Westminster's City Plan (November 2016) and ENV 13 of our Unitary Development Plan that we adopted in January 2007. (R21AC)

**Informative(s):**

- 1 In dealing with this application the City Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in Westminster's City Plan (November 2016), Unitary Development Plan, Supplementary Planning documents, planning briefs and other informal written guidance, as well as offering a full pre application advice service, in order to ensure that applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition, where appropriate, further guidance was offered to the applicant at the validation stage.
- 2 You are encouraged to join the nationally recognised Considerate Constructors Scheme. This commits those sites registered with the Scheme to be considerate and good neighbours, as well as clean, respectful, safe, environmentally conscious, responsible and accountable. For more information please contact the Considerate Constructors Scheme directly on 0800 783 1423, [siteenquiries@ccscheme.org.uk](mailto:siteenquiries@ccscheme.org.uk) or visit [www.ccscheme.org.uk](http://www.ccscheme.org.uk).
- 3 The construction manager should keep residents and others informed about unavoidable disturbance such as noise, dust and extended working hours, and disruption of traffic. Site neighbours should be given clear information well in advance, preferably in writing, perhaps by issuing regular bulletins about site progress.
- 4 You are advised that the flat shown on the approved drawings is ancillary to the main Class D1 (community hall) use of the building.

Please note: the full text for informatives can be found in the Council's Conditions, Reasons & Policies handbook, copies of which can be found in the Committee Room whilst the meeting is in progress, and on the Council's website.