

Committee	PLANNING COMMITTEE C	
Report Title	34 Doggett Road, SE6 4QA	
Ward	Rushey Green	
Contributors	Rachel Stephenson	
Class	PART 1	17 March 2016

Reg. Nos. DC/15/094596

Application dated 24 November 2015

Applicant Mr A Williams

Proposal The construction of a single storey side infill extension and the installation of a door to the rear of 34 Doggett Road, SE6.

Applicant's Plan Nos. E-01; E-02; E-03 Rev A; E-04 Rev A; E-05; E-06; E-07 Rev A; Flood Proofing Measures Report; Householder and other minor extensions in flood Zones 2 and 3 Questionnaire received 29 October 2015; P-12B Rev B; P-13C Rev C; P-14D Rev D; P-15D Rev D received 5 February 2016.

Background Papers (1) LE/889/34/TP
(2) Development Management Local Plan (adopted November 2014)
(3) Core Strategy (adopted June 2011)
(4) London Plan (March 2015)

Designation PTAL 6a
Flood Risk Zone 2
Major District Centre
Area of Archaeological Priority - Lewisham and Catford/Rushey Green
Not a Conservation Area
Not a Listed Building

Screening N/A

1.0 Property/Site Description

- 1.1 The application relates to a two storey terraced single family dwelling located on the eastern side of Doggett Road, approximately 100m from the South Circular Road (A202) and Catford Bridge train station.
- 1.2 The rear of the property is not visible from the public highway. The footprint of the building has a distinctive L-shape due to the presence of a two storey projection which projects 6.1m from the rear wall of the main dwelling house. An original side bay window protrudes from the rear projection. These are character features for terraced properties in the area. The bay window is 700mm deep, with a maximum height of 3.35m and an eaves height of 2.6m. There is a 1.8m width from the side

wall to the boundary shared with No.32 Doggett Road and a 1.1m width from the side bay window to the same boundary.

- 1.3 The property is constructed of London stock brick with a tile roof. In the front, rear and side elevations UPVC casement windows are present.
- 1.4 The rear garden extends approximately 14m from the rear of the main wall, 8m from the rear projection and 5m wide.
- 1.5 The surrounding area is predominantly residential in nature, with commercial units at the southern end of the road.
- 1.6 The site is located within Flood risk zone 2, located approximately 85m from the Ravensbourne River.
- 1.7 The property is not located within a Conservation Area nor subject to an Article 4 Direction. The property is not a listed building, however it is located approximately 100 meters away from the Catford Tavern which is a locally listed building, which is located on the corner of Doggett Road and the South Circular Road (A202).

2.0 Planning History

- 2.1 DC/15/93406: Certificate Of Lawful Development (Proposed) refused for the construction of a roof extension to the main rear roof slope at 34 Doggett Road including the construction of a roof extension to the rear projection together with the insertion of two roof lights to the front roof slope. Reason for refusal:

The proposed roof extension when measured would have a cubic volume of 40.34m³ as a terraced property which would be contrary to Class B of Part 1 of Schedule 2 of the General Permitted Development Order.

- 2.2 DC/15/93408: Planning permission in respect of the erection of a ground floor rear and side infill extension including the erection of a ground floor rear extension to the rear back addition for 34 Doggett Road, SE6. Withdrawn by applicant.
- 2.3 DC/15/094474: Certificate of Lawful Development (proposed) issued in respect of roof extensions in the rear roof slopes and insertion of two roof lights to the front roof slope, at 34 Doggett Road, SE6.
- 2.4 DC/15/094983: Certificate of Lawful Development (Proposed) issued in respect of the construction of a single storey extension to the rear of 34 Doggett Road, SE6.

The extension would be extend from the rear projection. It would measure 3m deep. It would have pitched roof with a 3m maximum height and an eaves height of 2.45m.

3.0 Current Planning Applications

The Proposal

- 3.1 The subject application seeks approval for the construction of a single storey infill extension to the side at the rear and the installation of a door to the rear at 34 Doggett Road.
- 3.2 The proposed extension would cover the existing side return, measuring 6.1m in depth and 1.8m in width. The roof would be pitched with a maximum height of 3m

and at the boundary 2.2m. The extension would include the installation of three rooflights.

- 3.3 The proposed rear extension would be constructed with London stock brick to match existing. The flat roof would be finished in roofing felt.
- 3.4 The additional space created will be used as a kitchen/dining room.
- 3.5 A ground floor UPVC door would be installed into the rear wall of the existing projection. It would replace an existing UPVC window unit.
- 3.6 The applicant has confirmed that the floor levels of the proposed development will be set no higher than the existing levels.
- 3.7 The scheme has been revised following initial amenity concerns. The rear extension from the rear projection has been omitted and the boundary and maximum height of the infill extension has been reduced.

Supporting Documents

- 3.8 The application is accompanied by a Flood Proofing Measures Statement and Flood Risk Assessment.

4.0 Consultation

- 4.1 No pre-application advice was sought.
- 4.2 The Council's consultation exceeded the minimum statutory requirements and those required by the Council's adopted Statement of Community Involvement.
- 4.3 A site notice was displayed, letters were sent to adjoining residents and the local ward Councillors.

Written Responses received from Local Residents

- 4.4 Seven letters were received from the occupiers or owners of No. 10, 32, 36A and 36B Doggett Road objecting on the following grounds:
 - Structure will be overbearing and lead to loss of light and outlook from ground floor windows
 - Extending will set an inappropriate standard
 - Detrimental effect on character of this area where light, privacy, outlook and outside space are concerned
 - Size and visual impact
 - Conversion into 7 bedroom property would be unsafe and unsustainable to use the limited services and facilities (ie, water, sewage) to what was built as a 3 bedroom family house
 - Side infill will be built over the shared manhole cover. There have been previous drainage problems.
 - Such a major and long-term construction project will cause serious amenity disturbance
 - This development would be out of character and scale with the property

- Seven bedroom property goes way beyond what a residential property in Doggett Road should support, it would exacerbate parking issues
- We will feel completely entrapped in already narrow space
- The look of a tall concrete structure would be terrifying
- We do not wish to look straight into glass roof when at the top of the spiral staircase
- Utility room will produce noise and pollution
- The proposed extensions, by reason of their size, siting and design would represent an unneighbourly form of development
- The layout and siting is inappropriate and unsympathetic to the appearance and character of the local environment
- Multi-occupancy and not knowing the type of people next door will make us feel vulnerable, especially having children
- Multi-occupancy will be out of character of neighbourhood of family homes

4.5 Since the objections, the applicant has removed the rear extension proposed from the rear projection and the boundary and maximum height of the infill extension has been reduced.

Written Responses received from Local Residents since revised proposal:

- Side-infill extension will impact light on downstairs living areas and outside 'side-return'
- Such a structure less than a metre from my ground floor windows will be overbearing and lead to loss of outlook
- Will have a detrimental effect on privacy
- Size and visual impact of the development
- It is unsafe and unsustainable for at least 7 or as many as 12 to 14 adults to use the limited services
- Side infill construction will be built over the shared single access cover manhole
- A major and long-term project will cause serious disturbance (on Saturday 20 February construction continued after 1pm, contravening the Lewisham Pollution from demolition and construction guidance)
- Converting property from three to seven bedrooms is inappropriate

4.6 The objections relating to neighbouring amenity will be considered as part of the assessment of the application.

5.0 Policy Context

Introduction

5.1 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)

5.2 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

5.3 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)'.

5.4 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

5.5 On 6 March 2014, DCLG launched the National Planning Practice Guidance (NPPG) resource. This replaced a number of planning practice guidance documents.

London Plan (March 2015)

5.6 On 10 March 2015 the London Plan (consolidated with alterations since 2011) was adopted. The policies relevant to this application are:

- Policy 7.4 Local character
- Policy 7.6 Architecture

Core Strategy

5.7 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:

Core Strategy Policy 8 Sustainable design and construction and energy efficiency
Core Strategy Policy 15 High quality design for Lewisham

Development Management Local Plan

5.8 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:

DM Policy 30 Urban design and local character
DM Policy 31 Alterations/extensions to existing buildings

Residential Standards Supplementary Planning Document (amended 2012)

5.9 This document sets out guidance and standards relating to design, sustainable development, renewable energy, flood risk, sustainable drainage, dwelling mix, density, layout, neighbour amenity, the amenities of the future occupants of developments, safety and security, refuse, affordable housing, self containment, noise and room positioning, room and dwelling sizes, storage, recycling facilities and bin storage, noise insulation, parking, cycle parking and storage, gardens and amenity space, landscaping, play space, Lifetime Homes and accessibility, and materials.

5.10 Paragraph 6.7 (Rear Extensions) states that when considering applications for extensions the Council will look at these main issues:

- How the extension relates to the house;
- The effect on the character of the area - the street scene and the wider area;
- The physical impact on the host building, and the amenity of occupiers of neighbouring properties;
- A suitably sized garden should be maintained.

6.0 Planning Considerations

6.1 The main issues to be considered in respect of this application are:

- a) Design
- b) Impact on Adjoining Properties
- c) Impact on Flood Risk

Design

6.2 Paragraph 63 of the NPPF states that 'in determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area'. Paragraph 131 states that 'in determining applications, local planning authorities should take account of the desirability of new development making positive contribution to local character and distinctiveness.

- 6.3 Core Strategy Policy 15 states that the Council will apply national and regional policy and guidance to ensure 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.
- 6.4 DM Policy 30 states that the Council will require all development proposals to attain a high standard of design, including alterations and extensions to existing buildings. The retention and refurbishment of existing buildings that make a positive contribution to the environment will be encouraged and should influence the character of new development and a sense of place. Furthermore, building materials used should be of high quality and either match or complement the existing development.
- 6.5 DM Policy 31 Alterations and extensions to existing buildings including residential extensions will be required to be of a 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.
- 6.6 DM Policy 31 also states that residential extensions should retain an accessible and usable private garden that is appropriate in size in relation to the size of the property, and retain 50% of the garden area.
- 6.7 The Residential Standards SPD states in section 6.4 that extensions should be smaller and less bulky than the original building and reflect its form and shape. It states that traditionally, extensions to buildings are subsidiary to the main structure and that over-dominant extensions may destroy the architectural integrity of existing buildings.
- 6.8 The proposed extension would cover the existing side return, measuring 6.1m in depth and 1.8m in width. The roof would be pitched with a maximum height of 3m and at the boundary 2.2m. A roofing felt would cover the extension with three rooflights inserted. A UPVC door would replace an UPVC window unit on the ground floor rear wall of the existing projection.
- 6.9 The extension would measure 6.1m in depth along the south boundary. While this is a considerable depth, it would not be visible from the public realm and the extension would not extend further than the original two-storey projection. The proposed extension is considered to be subservient in scale and is not considered to detrimentally impact upon the character of the host dwelling or the surrounding development. In addition, a suitably sized rear garden (over 50% of the existing) would be retained at the property.
- 6.10 The proposed rear extension would be constructed from London yellow stock brick in keeping with the main house, retaining an aspect of similarity between the addition and the host dwelling. The use of UPVC for the rear window and door would match the existing materials and the roofing felt is considered an acceptable modern addition.
- 6.11 In summary, while the extension is relatively deep, Council Officer's are satisfied that the proposal is of an appropriate scale and proportion when compared to the existing

property. The proposed extension and door would therefore not result in any adverse design impact to the subject building or the surrounding area.

Impact on the Amenity of Adjoining Properties

- 6.12 For areas of stability and managed change, Core Strategy Policy 15 states that small household extensions and adaptations to existing housing will need to be designed to protect neighbour amenity.
- 6.13 DM Policy 31 states that residential extensions adjacent to dwellings should result in no significant loss of privacy and amenity (including sunlight and daylight) to adjoining houses and their back gardens. This was an issue of concern raised in public submissions.
- 6.14 The proposed side infill extension would abut the boundary with No.32 Doggett Road. The proposed extension would extend the full depth of the existing rear projection and would fully infill the 1.8m width of the side return, with a maximum height of 3m and boundary wall height of 2.2m.
- 6.15 In terms of amenity impact, it is considered that, since the omission of the rear extension along the northern boundary from the proposal, the impact upon the amenity of the neighbours at No.36A+B would not be significant.
- 6.16 Concern was raised in public submissions that the close proximity and scale of the proposed ground floor rear extension would cause loss of light, loss of outlook, loss of privacy, visual impact and a sense of enclosure to adjoining property, No.32 Doggett Road. Alterations to drainage infrastructure arising from the extension is dealt with under Building Regulations, which the applicant would need to satisfy. In regards to construction disturbance, if this scheme is considered acceptable an informative will be added advising that all construction work should be undertaken in accordance with the "London Borough of Lewisham Good Practice Guide: Control of Pollution and Noise from Demolition and Construction Sites". It outlines the hours of work to safeguard the amenities of adjoining occupiers.
- 6.17 From the site visit, it was clear the property's main use was as a single dwellinghouse. In the Lawful Development Certificate (DC/15/094474) issued for a roof extension, it details that five bedrooms would be included within the layout. In regards to the multi-occupancy concerns, a dwellinghouse C3 includes "not more than six residents living together as a single household where no care is provided to residents". Therefore, due to the use class of the property not changing, it would be considered permitted development.
- 6.18 A revised maximum and eaves height of the extension's roof is now proposed. There would be a change in the outlook, visual impact and the amount of daylight experienced through the side windows and garden area. It is considered that No.32's side windows do not currently receive a significant amount of daylight due to the small separation between both two storey projections. There would be some increased sense of enclosure when viewed from the side ground floor units of the neighbouring property. However, given currently a 2m high fence separates the properties, a revised eaves height at 2.2m would not give rise to an unacceptable impact. These properties have wider garden areas to the rear and there is a window located on the rear façade of the projection that would not be impacted. Therefore, the level of change would be minor and not affect all of the habitable ground floor rear

rooms or the rear main section of the neighbouring garden, which measures 7.5m deep.

- 6.19 As the new door proposed on the rear elevation would replace an existing window unit, Officers consider there to be no material impact on privacy.
- 6.20 In light of the above, the proposed development is considered to be acceptable with regard to neighbouring amenity.

Impact on Flood Risk

- 7.0 London Plan Policy 5.12 requires that all development proposals comply with the flood risk assessment and management requirements set out in the NPPF and the associated technical Guidance on flood risk¹ over the lifetime of the development and have regard to measures proposed in Thames Estuary 2100 (TE2100 – see paragraph 5.55) and Catchment Flood Management Plans.
- 7.1 Core Strategy Policy 15 requires applicants to demonstrate that their proposal will deliver a positive reduction in flood risk to the borough. This must be reflected through the inclusion of a flood risk assessment for the site that clearly and concisely summarises how this reduction in flood risk will be delivered.
- 7.2 The Residential Standards SPD states in section 2.5 that flood risk assessments are required for developments that are identified to be in flood plain.
- 7.3 The applicant has submitted a flood risk assessment in accordance with Environment Agency Guidance. The applicant has confirmed that the floor levels within the proposed development will be set no lower than existing levels and that flood proofing of the proposed development has been incorporated where appropriate.
- 7.4 The proposed extension is classed as a minor extension by the Environment Agency. When assessing increase in flood risk the cumulative effect of increased permeable surface within the Borough must be considered. While there are a few rear extensions on Doggett Road and the surrounding area, the increase in permeable area by 9.2m² (through the construction of the rear extension) would be unlikely to give rise to a significant increase in flood risk in the Borough.
- 7.5 Based on the above the proposed rear extension would not give rise to a significant increase in flood risk in the Borough.

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; and
 - (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 In this matter there is no impact on equality.

9.0 Conclusion

- 9.1 The Local Planning Authority has considered the particular circumstances of the application against relevant planning policy set out in the Development Management Local Plan (2014), the Core Strategy (2011) London Plan (March 2015) and the National Planning Policy Framework (2012).
- 9.2 It is considered that this particular proposal represents an acceptable development as its scale, design and materials are appropriate to the main property and surrounding area, would not have an unacceptable impact on the amenities of the neighbouring occupiers and the flood risk area.
- 9.3 As such, the proposal is recommended for approval, subject to conditions.

10.0 RECOMMENDATION GRANT PERMISSION subject to the following 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:

E-01; E-02; E-03 Rev A; E-04 Rev A; E-05; E-06; E-07A Rev A; Flood Proofing Measures Report; Householder and other minor extensions in flood Zones 2 and 3 Questionnaire received 29 October 2015; P-12B Rev B; P-13C Rev C; P-14D Rev D; P-15D Rev D received 5 February 2016.

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. (a) The development shall be constructed in those materials as submitted namely: walls - London Stock brick to match existing, roof - roofing felt, windows and doors - UPVC white frame to match existing and in full accordance with Flood Proofing Measures Report; P-12B Rev B; P-13C Rev C; P-14D Rev D; P-15D Rev D.
- (b) The scheme shall be carried out in full accordance with those details, as approved.

Reason: To ensure that the design is delivered in accordance with the details submitted and assessed so that the development achieves the necessary high standard and detailing in accordance with Policies 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.

Informatives

- A. **Positive and Proactive Statement:** The Council engages with all applicants in a positive and proactive way through specific pre-application enquiries and the detailed advice available on the Council's website. On this particular application, positive discussions took place which resulted in further information being submitted.

- B. You are advised that all construction work should be undertaken in accordance with the "London Borough of Lewisham Good Practice Guide: Control of Pollution and Noise from Demolition and Construction Sites" available on the Lewisham web page.