

1 APPLICATION DETAILS

Ref: 23/03910/HSE
Location: 30a Gibson's Hill, Norbury, SW16 3JP
Ward: Norbury Park
Description: Erection of single storey rear extension, alterations to the main roof, installation of roof windows and associated alterations (retrospective)
Drawing Nos: 01-001 (site plan); 04-002 (loft floor plan); 06-001 (front and rear elevations); 06-002 (side elevations) received 16 October 2023 and 04-001 Rev A (ground floor plan) received 31 October 2023
Applicant: Mr Omar
Agent: Mr Zaheer Varyawa – Studio Z Architecture
Case Officer: Wayne Spencer

1.1 This application is being reported to committee because:

- Objections above the threshold in the Committee Consideration Criteria have been received

2 RECOMMENDATION

2.1 That the Committee resolve to GRANT planning permission

2.2 That the Director of Planning and Sustainable Regeneration is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1) Development shall be completed wholly in accordance with the approved plans within 9 months of this decision.
- 2) Development completed in accordance with the approved drawings.

Within 3 months of planning permission

- 3) External materials to be submitted within three months and the approved details implemented on site within three months of such an approval.
- 4) Water butt provision implemented on site within three months.

Compliance

- 5) In accordance with the Fire Strategy Statement.
- 6) Any other planning condition(s) considered necessary by the Director of Planning and Sustainable Regeneration.

Informatives

- 1) Community Infrastructure Levy
- 2) Code of practice for Construction Site

- 3) Any other informative(s) considered necessary by the Director of Planning and Sustainable Regeneration

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The applicant seeks a householder retrospective planning permission for a single storey rear extension and alterations to the main roof, which have included the installation of roof windows and associated alterations to the dwelling.
- 3.2 The associated alterations to the dwelling are prospective in nature (i.e. have not been implemented on site) and are to the external materials which will be changed to brick instead of the grey rendered walls that currently exist, replacement of the front windows and entrance door as well as replacing the rear, full height, glazing.

Site and Surroundings

- 3.3 The application site located on the south eastern side of Gibson's Hill to the rear of the main properties on Gibson's Hill. The site is served by an existing access road which serves the existing single dwelling, which consists of a bungalow and another outbuilding (formerly used as a garage building) to the north east. Officers understand that the site has been subdivided in terms of ownership, so the outbuilding and land to the north east falls outside of the application site.
- 3.4 The dwellings in the locality which front onto Gibson's Hill to the north west of the site are of traditional design and 2-storeys in height (with pitched roofs over) and these are generally of a similar character, form and design. The site adjoins the rear gardens of the properties in Christian Fields to the south east which are also of a 2-storey nature with traditional pitched roofs.
- 3.5 Part of the site is within the Croydon Panorama however the site is not within a Conservation Area or any other protected area. There are no statutory or locally listed buildings in close proximity. The site is predominantly flat and there are a number of trees within and along the boundaries. The site is within PTAL 1b (which is considered very poor) and is also within an area at 'very low' risk of surface water flooding.



Figure 1: Site Location Plan

Planning Designations and Constraints

- Croydon Panorama (from Pollards Hill of Croydon Metropolitan Centre)
- 1 in 30 and 1 in 100 year flood risk zone
- PTAL 1b

Planning History

3.6 The following planning decisions are relevant to the application:

23/03569/FUL – Demolition of existing garage and erection of 2 x semi-detached dwellings with a 2-bay garage for one dwelling, outbuilding for one dwelling with parking spaces, landscaping, refuse and cycle stores and associated works – Permission refused on grounds of character neighbour impact, impact on trees, ecology, transport, flooding, fire risk and lack of sustainable transport contribution.

22/01317/PRE – Demolition of 30a and 32 and erection of 9 new dwellings with associated amenities – advice given.

11/03525/P – Demolition of 30a & 32; erection of 8 three bedroom semi-detached houses with garages; formation of access road and provision of associated parking – Permission refused and appeal dismissed on the grounds that the development would be harmful to the character and appearance of the area. Planning permission was refused based on the impact upon the living conditions of neighbouring residents however this reason for refusal was not upheld at appeal.

08/00121/P – Demolition of existing buildings; erection of 8 three bedroom semi-detached and 3 two bedroom terraced houses; formation of vehicular access and provision of associated parking – Permission refused and appeal dismissed

89/01210/P – Erection of side extension – Permission granted and implemented

61/1482 – Bedroom in the roof space – Permission granted and implemented

57/279 – Erection of bungalow and conversion of pavilion building to garage – Permission granted and implemented

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the extensions and alterations to an existing residential unit is acceptable;
- The extensions and alterations to the dwelling would not have a detrimental impact upon the character and appearance of the dwelling or the wider area;
- The quality of accommodation is acceptable for future residents;
- The proposal would not create undue harm to the amenity of nearby residential properties and their occupiers;
- The absence of off-street car parking provision and the impact upon highway safety and efficiency would be acceptable;
- Impacts upon trees, biodiversity and ecology are acceptable;
- All remaining aspects can be controlled by condition.

5 CONSULTATION RESPONSE

5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6 LOCAL REPRESENTATION

6.1 All neighbouring properties which adjoin the application site were notified about the application and invited to comment. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 20 Objecting: 20 Supporting: 0

6.2 The following issues were raised in representations that are material to the determination of the application, and they are addressed in substance in the next section of this report:

Objection	Officer comment
Character and design	
<ul style="list-style-type: none"> Excessive height, form and scale – changes would result in a bungalow becoming a 2-storey house Out of character with the area – extensions do not represent or correspond with the prevailing built form in the locality Overbearing, overshadowing and visually intrusive/dominant Detrimental impact upon Croydon Panorama 	<i>Covered within paragraphs 8.3 to 8.7</i>
Neighbouring amenity	
<ul style="list-style-type: none"> Loss of light Overlooking and loss of privacy Noise and disturbance/impact on wellbeing of neighbours Increased light pollution 	<i>Covered within paragraph 8.9</i>
Transport and Highways impacts	
<ul style="list-style-type: none"> Access insufficient to serve the development (too narrow to allow emergency or delivery vehicles) No swept path analysis showing turning of vehicles within the site Compromised emergency vehicle access Compromises highway/pedestrian safety Insufficient refuse storage and collection compromised by access width and length 	<i>Covered within paragraphs 8.12, 8.13, 8.15 and 8.16</i>
Environmental	
<ul style="list-style-type: none"> Loss of trees Impact upon ecology/protected species/local wildlife/biodiversity has not been assessed/addressed Increased flood risk – little consideration of sustainable drainage systems being proposed despite the risk of flooding 	<i>Covered within paragraphs 8.10, 8.11 and 8.14</i>
Principle	

<ul style="list-style-type: none"> Original house was built without planning permission and the new enlargements, also carried out without planning permission, should render this submission being treated as a new house 	<p><i>The house was granted planning permission in 1957. Therefore, the recent extensions to the dwelling (which have been carried out within the last four years) are the elements being assessed under this submission</i></p>
Non-material matters	
<ul style="list-style-type: none"> Impact of waste water disposal on existing network 	<p><i>The dwelling already exists and, as this is a householder development and no additional units are proposed, no consultation with Thames Water was required by the Council to ascertain capacity details</i></p>
<ul style="list-style-type: none"> No details of sustainability measures/renewable energy 	<p><i>These matters are now considered under the latest Building Regulations requirements and are not a material planning consideration</i></p>
<ul style="list-style-type: none"> Concern over this development setting a precedent 	<p><i>All applications are determined on their own merits and any similar works to other dwellings would require a separate planning application which would also be assessed on its own merits</i></p>
<ul style="list-style-type: none"> Loss of a view; including the impact upon Norwood Grove Park 	<p><i>The site is over 70 metres due south from Norwood Grove Park and, nevertheless, the loss of a view is not a material planning consideration</i></p>
<ul style="list-style-type: none"> Loss of property value 	<p><i>Not a material planning consideration</i></p>

7 RELEVANT PLANNING POLICIES AND GUIDANCE

Development Plan

7.1 The Council's adopted Development Plan consists of the London Plan 2021, the Croydon Local Plan 2018 and the South London Waste Plan 2022. Although not an exhaustive list, the policies which are most relevant to the application are:

London Plan 2021

- D4 Delivering good design
- D5 Inclusive design
- D12 Fire Safety
- D14 Noise
- G6 Biodiversity and access to nature
- G7 Trees and woodlands
- S11 Improving air quality
- S12 Minimising greenhouse gas emissions

- SI 4 Managing heat risk
- SI12 Flood risk management
- SI13 Sustainable drainage

Croydon Local Plan 2018

- SP4 Urban Design and Local Character
- DM10 Design and character
- SP6 Environment and Climate Change
- DM17 Views and Landmarks
- DM23 Development and construction
- DM25 Sustainable drainage systems and reducing floor risk
- DM27 Protecting and Enhancing our Biodiversity
- DM28 Trees
- DM41 Norbury

7.2 The Development Plan should be read as a whole, and where policies conflict with each other, the conflict must be resolved in favour of the policy contained in the last document to be adopted, approved or published as part of the development plan, (in accordance with s38(5) of the Planning and Compulsory Purchase Act 2004).

Planning Guidance

National Planning Policy Framework (NPPF)

7.3 Government Guidance is contained in the NPPF, updated in December 2023, and accompanied by the online Planning Practice Guidance (PPG). The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Delivering a Sufficient Supply of Homes
- Promoting Sustainable Transport
- Achieving Well Designed Places

SPDs and SPGs

7.4 There are also several Supplementary Planning Documents (SPD) and Supplementary Planning Guidance (SPG) documents which are material considerations. Although not an exhaustive list, the most relevant to the application are:

- Technical Housing Standards: Nationally Described Space Standard (2015)
- London Housing SPG (March 2016)
- National Design Guide (2021)

8 MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues raised by the application that the committee must consider are:

1. Principle of development
2. Design and impact on character of the area

3. Quality of residential accommodation
4. Impact on neighbouring residential amenity
5. Trees, landscaping and biodiversity
6. Access, parking and highway impacts
7. Flood risk
8. Fire safety
9. Other planning issues
10. Conclusions

Principle of development

- 8.2 The last known use of the building in question was as a residential dwelling and this application seeks to retain the extensions already carried out to the property. Representation has been received stating that the original house was built without planning permission. Officers have found records showing that planning permission was granted for the original home in 1957 and an extension to the property was approved in 1989.
- 8.3 The principle of residential extensions and alterations to the property are acceptable subject to all other material planning considerations being assessed.

Design and impact on character of the area

- 8.4 Policies SP4.1 and DM10.1 of the Local Plan state that the Council will require development of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities. Proposals should be of high quality and, whilst seeking to achieve a minimum height of 3 storeys, should respect the development pattern, layout and siting; the scale, height, massing, and density; and the appearance, existing materials and built and natural features of the surrounding area. London Plan policies H1 and D3 states that a design-led approach should be pursued and that proposals should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness. Local Plan Policy DM17.2 seeks to enhance Croydon Panoramas as a whole and states that development should not tightly define the edges of the viewing corridors from the Croydon Panoramas. Developments should not create a crowding effect around, obstruct, or appear too close or high in relation to any Local Designated Landmarks identified in the Croydon Panorama.
- 8.5 The proposal seeks to retain the building which has been extended on site without planning permission. It is understood that the dwelling was extended to the northern side under application reference 89/01097/P however, since this was implemented, there have been other enlargements to the dwelling which include an extension to the rear which measures approximately 20.3 metres wide and approximately 3.2 metres deep. The ridge height of the dwelling has also been increased by approximately 1.1 metres (resulting in a ridge height of 6.7 metres in total) and has also involved the installation of four flush roof windows to the front and nine flush roof windows to the rear. It is understood that these unauthorised works, despite commencing, have been left incomplete/partially constructed by the previous owner, as can be seen below.



Figure 2: Photo of existing front elevation

8.6 This application seeks to retain and regularise these unauthorised works and does not propose any further enlargements than the 'on-site' situation. The building as it stands is not in a habitable condition and, as a result of this application, the proposal seeks to complete the external works. This would allow the home to be habitable again, but as a 4-bedroom detached family dwelling with accommodation in the roof space and a void within the central roof area of the resulting dwelling to provide a vaulted roof over the ground floor accommodation.

8.7 Having assessed the works which are proposed to be retained, the increase in height would not result in significant bulk and massing when compared with the pre-existing situation on the site. Given the back land setting to the rear of properties fronting Gibson's Hill and Christian Fields, with very limited views from the street (only some isolated points in the gaps between buildings) it is not unduly visible from the road despite the increase in the overall height given the height and scale of the dwellings fronting Gibson's Hill. As such, the development would not be unduly dominant from the street scene nor would the height increase have a detrimental impact upon the Croydon Panorama. The increase in height would not, therefore, have a significant impact upon the character and appearance of the building or the surrounding area.



Figure 3: Proposed front and rear elevations

- 8.8 The rear extension to be retained would also not be unduly excessive in terms of footprint and would appear subservient to the original dwelling in terms of height and scale. The combined scale and massing of the enlargements to be retained have not resulted in a significant expanse of built form within the site and would not constitute an overdevelopment. The height, massing and design of the resulting built form are not unduly detrimental to the surrounding character and appearance of the immediate locality and are considered acceptable from this perspective.
- 8.9 The existing external walls are rendered and the submitted drawings show that these will be changed from grey render to brick detailing. This would result in a visual improvement to the facades of the building based on the current situation and the windows and doors would be replaced. These would be of a similar appearance to the existing doors and fenestration appearance and, as an added safeguard, the submission of appropriate external materials could be secured by planning condition to confirm acceptability. Subject to the external material condition being secured, the proposal would conform to Policies D3 and D4 of the London Plan 2021 and Policies SP4, DM10 and DM17 of the Croydon Local Plan 2018.

Quality of residential accommodation

- 8.10 Policy D6 of the London Plan 2021 states that housing developments should be of a high quality and provide adequately sized rooms with comfortable and functional layouts. It sets out minimum Gross Internal Area (GIA) standards for new residential developments.
- 8.11 The proposal seeks to provide an extension to an existing dwelling which would provide additional accommodation resulting in a 4-bed, 8 person dwelling with a large study which could also be used as a bedroom. Given the representations made with regards to this application, the resulting dwelling has been assessed against the National Housing Space Standards. The resulting dwelling would measure approximately 326sqm which would far exceed these standards and the resulting quality of accommodation provided would ensure sufficient living conditions to serve future residents. As such, the proposal would be acceptable in this regard.

Impact on neighbouring residential amenity

- 8.12 Policy DM10.6 of the Local Plan states that the Council will ensure proposals protect the amenity of occupiers of adjoining buildings and will not result in direct overlooking into their habitable rooms or private outdoor space and not result in significant reduction of existing sunlight or daylight levels.
- 8.13 The existing dwelling is over 17 metres from the rear walls of the existing dwellings on Gibsons Hill, over 17 metres from the rear walls of the properties in Christian Fields and approximately 22 metres from the rear garden boundary with nos.1 and 3 Links Gardens. Given the separation distances and the height and scale of the resulting building, it is not considered that the development would prevent adjacent properties from receiving sufficient daylight and sunlight nor would the overall massing of the development have a significant overbearing or visually intrusive impact upon the existing dwellings in the immediate locality. With regards to fenestration detailing, there are no proposed windows in the flank walls and the upper floor habitable room windows would be south west and north east facing. The upper floor windows would be far in

excess of 18 metres of the habitable room windows of the surrounding dwellings and the subtext of Local Plan Policy DM10 requires development to maintain a separation distance of 18-22 metres between new and third-party properties. As such, it is not considered that the proposal would result in significant overlooking or loss of privacy; nor would the resulting development emit undue light and noise to have a detrimental impact upon neighbouring occupiers.

- 8.14 As the premises was previously used for residential purposes prior to the works being carried out, no change of use is sought, so no objection is raised in terms of noise and disturbance, therefore the extension would be acceptable from a neighbouring amenity impact perspective.

Trees, landscaping and biodiversity

- 8.15 Local Plan Policies DM10.8 and DM28 require proposals to incorporate hard and soft landscaping and seek to retain existing trees and vegetation. Local Plan Policy DM27 seeks to protect and enhance the borough's biodiversity. London Plan Policy G6 states that development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain.
- 8.16 It is not proposed to remove important trees within the site and the submission states that it is possible for some soft landscaping enhancements to be made. However, given the application is for a householder extension and the scale and nature of the works, it is not necessary to secure further soft landscaping enhancements by planning condition. No additional built form is proposed based on the existing site situation and, as such, it is considered that the proposal would be acceptable from a tree impact perspective and this would conform to Local Plan Policy DM28.
- 8.17 As the majority of the building works have been carried out prior to the submission of this application and were only relatively modest in their nature, it is not considered that there would be risk of harm to existing ecology and biodiversity; including legally protected species and the proposal would conform to Policy G6 of the London Plan 2021 and Policy DM27 of the Croydon Local Plan 2018.

Access, parking and highway impacts

- 8.18 LP policy T6.1 suggests a provision of up to 1.5 spaces per dwelling for developments within PTAL 1b. The original dwelling was consented with a garage in 1957 however this particular garage building now falls outside of the applicants ownership. The site access includes a dropped kerb and grassed access route which provided vehicular access into the site and the garage previously. However, it does not appear that the site has been provided vehicular access recently and, as part of the site has been sold to a third party, it would be difficult to provide parking and turning space wholly within the application site. Therefore this application has been assessed as resulting in a dwelling without car parking on-site and car-free. Giving weight to the fact there was no requirement for the garage to be used with the 1957 consent (i.e. the owner could still have parked on Gibson's Hill), the narrow and overgrown nature of the access, the fact the 1.5 car parking spaces per dwelling is a maximum (and not a minimum) and the capacity on street apparent when officers went on site, no objection is raised.
- 8.19 The proposal does not seek to make alterations to the access or site frontage, relating to extension and alteration to the dwelling only.



Figure 4: Photo of existing access route

8.20 Policy DM13 requires the design of refuse and recycling facilities to be treated as an integral element of the overall design. There is ample space for refuse storage to be provided within the site and the latest submission shows that there would be a refuse collection point on the access route within 30 metres of the dwelling and within 20 metres of Gibsons Hill. As there is no proposed uplift in the number of dwellings on site and the access route is within the applicant's ownership, it is considered that the proposed arrangements would be acceptable. The visual impact of refuse storage in the location shown would have a very limited impact upon the street scene. As a result, the proposal is considered acceptable from an access, parking, refuse and highway safety impact perspective.

Flood risk

8.21 The site is located in Flood Zone 1 and is at a 'very low' risk of flooding. There is potential to add a water butt to the downpipe of the existing roof in order to provide rainwater harvesting on site and it is considered that such measures would be acceptable and proportionate to the scheme to ensure that the development would not result in a significant increase in on-site or off-site surface water. Subject to this being secured the development would conform to the London Plan 2021 Policies S112 and S113 and Croydon's Local Plan 2018 Policies SP6 and DM25.

Fire Safety

8.22 In terms of Fire Safety, a Fire Strategy Statement has been submitted with the application which states that the dwelling will have a suitable fire detection and alarm system and will include 60 minutes fire resistant structural framing, fire resisting compartment walls and floors, adequately sized escape stair and the upper floor will have a protected lobby. There would be adequate width and number of exits within the recommended travel distance limits from all locations within a compartment. There would be adequate artificial/emergency lighting and smoke extract fans have been designed to keep the staircase smoke free.

8.23 The site would have sufficient space for a fire appliance to be positioned on Gibson's Hill and there is an appropriate evacuation assembly point at both the front and rear of

the main dwelling. There would be suitable and convenient means of escape for all building users. It is considered that the proposed fire strategy has suitably demonstrated that the development would be acceptable from a fire safety perspective. The development would therefore conform to the provisions of Policy D12 of the London Plan 2021.

Other Planning Issues

- 8.24 The development would be liable for both Mayoral Community Infrastructure Levy (CIL) and Croydon CIL. The collection of CIL would contribute to provision of infrastructure to support the development including provisions, improvement, replacement, operation or maintenance of education facilities, health care facilities, public open space, public sports and leisure, and community facilities.

Conclusion

- 8.25 The development is considered to be acceptable in terms of the impact upon character and appearance of the area, the impact upon neighbouring amenity and all other material planning considerations have been taken into account. As such, the proposal would meet all of the requirements of the development plan subject to a number of conditions. Officers are therefore satisfied that the proposal is acceptable in all regards.
- 8.26 All other relevant policies and considerations, including the statutory duties set out in the Equalities Act 2010, the Human Rights Act, the Planning and Compulsory Purchase Act, and the Town and Country Planning Act, have been taken into account. Given the consistency of the scheme with the Development Plan and weighing this against all other material planning considerations, the proposal is considered to be acceptable in planning terms subject to the detailed recommendation set out in section 2 (RECOMMENDATION).