

## PART 6: Planning Applications for Decision

## Item 6.2

## 1.0 SUMMARY OF APPLICATION DETAILS

Ref:	19/04441/OUT
Location:	10 Welcomes Road, Kenley, CR8 5HD
Ward:	Kenley
Description:	Demolition of existing dwelling. Erection of 8 three/four storey dwellinghouses (2 pairs of semi-detached properties and 4 terraced properties), provision of vehicular accesses, access road, parking areas, land level alterations and cycle storage [Amended description]
Drawing Nos:	pl19-511-01 rev A, pl19-511-02 rev A, pl19-511-04 rev A, pl19-511-05 rev A, pl19-511-06 rev A, pl19-511-07 rev A, pl19-511-10 rev B, pl19-511-11 rev B, pl19-511-12 rev B, pl19-511-13 rev B, pl19-511-14 rev B, pl19-511-15 rev B, pl19-511-16 rev B, pl19-511-17 rev B, pl19-511-18 rev B, pl19-511-19 rev B, pl19-511-20 rev A, pl19-511-21 rev A, pl19-511-22 rev A, pl19-511-23 rev A, pl19-511-24 rev A, pl19-511-25 rev A, pl19-511-26 rev A, 18-701-Report-C, 18-701-TPP-C, 0277/19/B/1C, Energy Statement Rev 2, Highways Technical Note, Flood Risk & Surface Water Drainage Technical Note SF/CPWELCOMESRD.23
Applicant:	Chartwell Land and New Homes (2) Limited
Agent:	N/A
Case Officer:	Louise Tucker

	3 bed	4 bed
<b>Existing</b>	1	
<b>Proposed</b>	5	3

*All units are proposed for private sale*

Number of car parking spaces	Number of cycle parking spaces
12	16

- 1.1 This application is being reported to Planning Committee because the Ward Councillor (Councillor O'Connell) has made a representation in accordance with the Committee Consideration Criteria and requested Committee consideration, the Kenley District Residents Association has made a representation in accordance with the Committee Consideration Criteria and requested Committee consideration and objections above the threshold in the Committee Consideration Criteria have been received.

## 2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission prior to the completion of a legal agreement to secure the following:
- a) A financial contribution of £12,000 towards highway management measures and the delivery of sustainable transport initiatives in Kenley
  - b) And any other planning obligations considered necessary

- 2.2 That the Director of Planning and Strategic Transport has delegated authority to negotiate the legal agreement indicated above.
- 2.3 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

### **Conditions**

1. Development begun no later than two years from the final approval of reserved matters
2. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
3. Approval of reserved matters (landscaping) prior to any development on site
4. Application for approval of reserved matters to be made within 3 years of date of permission
5. Tree replanting scheme
6. Construction Logistics Plan to be submitted prior to any development on site
7. Biodiversity enhancement strategy to be submitted prior to any above ground works
8. Landscape maintenance strategy and schedule to be submitted prior to occupation
9. Submission of the following to be approved and thereafter retained: Cycle and refuse storage, boundary treatments and enclosures, retaining walls, pedestrian path marked on driveway, disabled parking space, EVCP (including spec and passive provision), lighting
10. Details of electric vehicle charging points to be submitted
11. Delivery and Servicing Plan to be submitted
12. Details of materials including samples prior to above ground works
13. No windows other than as shown
14. Windows in northern and southern elevations of Block A and B to be obscurely glazed and non-opening
15. East facing windows in Block C as shown on plans to be obscurely glazed and non-opening
16. Amenity space details prior to occupation
17. Strict accordance with Arboricultural Impact Assessment, constraints plan and tree protection plan including tree protection measures and no excavation zones
18. No works to trees undertaken during February and August - bird nesting season
19. Step free access to all dwellings provided and retained
20. Permeable forecourt material (forming part of SUDs scheme)
21. Accesses, finished floor levels provided as specified
22. No obstruction within visibility splays
23. Waste management strategy including quotes from waste collection companies
24. Reinstatement of raised kerbs and verge where necessary
25. CO2 reduction
26. 110litre Water usage
27. Submission of detailed drainage strategy prior to above ground works
28. In accordance with energy statement
29. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

## **Informatives**

- 1) Granted subject to a Section 106 agreement
- 2) Community Infrastructure Levy
- 3) Code of practise for Construction Sites
- 4) Light pollution
- 5) Ecology
- 6) Requirement for ultra-low NOx boilers
- 7) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

2.4 That the Committee confirms that adequate provision has been made by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

2.5 That if by 12<sup>th</sup> June 2020 the legal agreement has not been completed, the Director of Planning and Strategic Transport is delegated authority to refuse planning permission.

### **3.0 PROPOSAL AND LOCATION DETAILS**

3.1 Outline planning permission is sought for the following:

- Demolition of the existing house
- Erection of two pairs of three/four storey semi-detached properties at front of site (plots 1-4) and erection of a terrace of four x three storey properties to the rear of the site (plots 5-8) to create a total of 8 new dwellings
- Modification of existing vehicular access to create access road to plots 5-8, with provision of 4 parking spaces
- Relocation of second vehicular access point for provision of front parking area for 6 parking spaces for plots 1-4
- Provision of amenity spaces and associated refuse and cycle stores

3.2 Matters for consideration as part of this outline application are:

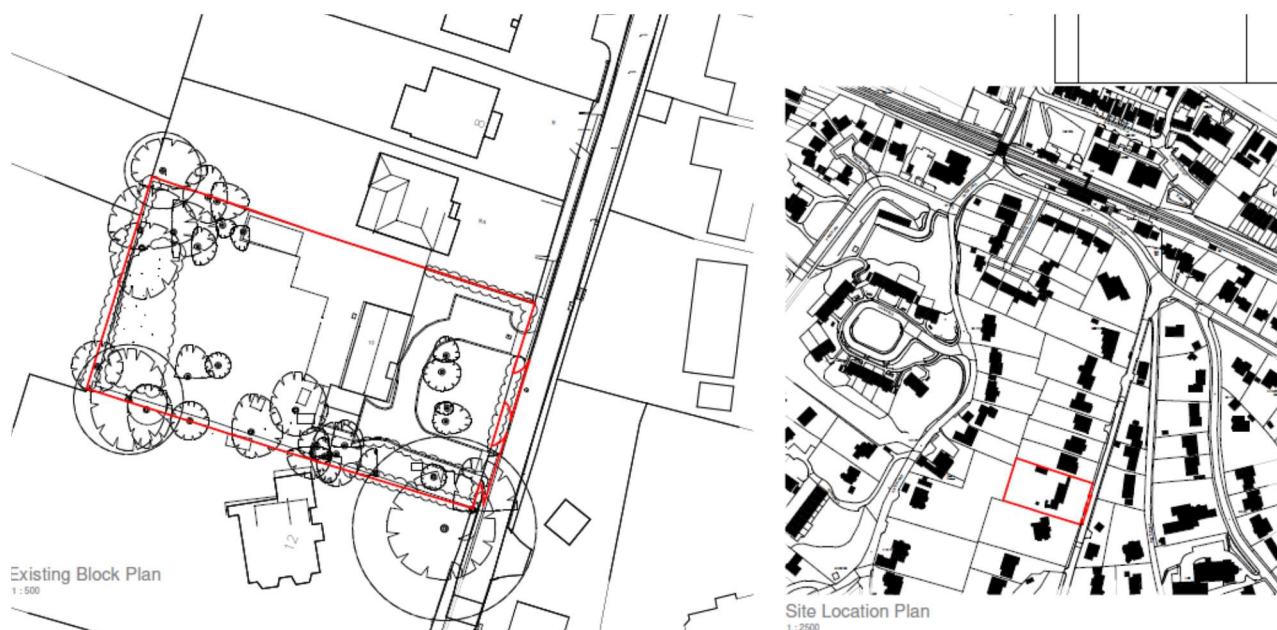
- Scale
- Layout
- Appearance
- Access

Landscaping is a reserved matter for approval at a later date.

3.3 During the course of the application amended plans have been received. Local residents were re-notified of the amended proposals. The main alterations to the scheme have been as follows:

- Reduction and alteration to scale, massing and form of the dwellings and amended design approach
- Altered access arrangements to include two separate access points
- Changes to initial landscaping proposals

## Site and Surroundings



- 3.4 The application site is located on the western side of Welcomes Road in Kenley. The site currently comprises a small detached bungalow within an extensive garden. There are two existing vehicular access points onto Welcomes Road currently forming an in-and-out driveway.
- 3.5 Whilst the front of the site is relatively flat, land levels rise from east to west within the rear garden. There are a number of trees and shrubs on site, some of which are protected by a Tree Preservation Order (TPO 11 of 2006), which is discussed in more detail below.
- 3.6 In terms of policy constraints, the site falls within the Kenley Area of Focussed Intensification (AFI) and Croydon Panorama. The site falls within a surface water flood risk area, and a surface water critical drainage area.
- 3.7 The surrounding area is predominantly residential, with Kenley Station and Local Centre within the wider area. The site has a PTAL rating of 2, indicating poor access to public transport links.

## Planning History

- 3.8 The planning application considered worthy of mention is:

11/02258/P - Demolition of existing building; erection of 1 five bedroom detached house with basement area and garage and 1 five bedroom detached house with garage; formation of vehicular accesses and provision of associated parking – Permission refused for the following reason:

1. *The proposal would result in a cramped and regimented form of development which would be detrimental to the character of the area and to the visual amenity of the*

*streetscene and would thereby conflict with policies SP3, UD2 and UD3 of the Croydon Replacement Unitary Development Plan (the Croydon Plan) 2006 Saved Policies*

– Appeal dismissed on the same ground

[OFFICER COMMENT: representations have made reference to this planning decision, and those pre-dating this on the site and its neighbours. In terms of the application site and its surroundings, the policy position is materially different to that which was considered in 2011. The National Planning Policy Framework was originally adopted in 2012, which introduced the presumption in favour of sustainable development. The current London Plan was adopted in 2011 (subsequently consolidated with amendments up to 2016), with the emerging New London Plan due to be adopted imminently. The Croydon Local Plan (2018), including the designation of this area of Kenley as an Area of Focussed Intensification, was adopted and superseded the Croydon UDP (2008). The Council's Suburban Design Guide as formal planning guidance for residential in development was adopted in 2019. This recommendation is made on the basis of the current policy position. It is noted there are other planning decisions pre-dating this 2011 application but given the above consideration, these are not considered to be of relevance to this planning decision]

#### **4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION**

- The principle of intensified residential development is acceptable given the location within the Kenley Area of Focussed Intensification and the national and local need for housing.
- The proposal would provide 8 new family homes, including 5 x 3 bedroom homes.
- The massing, design and appearance of the development is appropriate, according with the thrust of guidance contained within the Suburban Housing Design SPD.
- The living conditions of adjacent occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are satisfactory (in terms of overall residential quality) and would comply with the Nationally Described Space Standard (NDSS).
- The level of parking and impact upon highway safety and efficiency would be acceptable.
- Sustainability and environmental aspects of the development and ensuring their delivery can be controlled through planning conditions.

#### **5.0 CONSULTATION RESPONSE**

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

#### **6.0 LOCAL REPRESENTATION**

- 6.1 The application has been publicised by way of letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours in response to notification of the application (including a re-consultation on amended plans received) are as follows:

No of individual responses:    Objecting: 119                      Supporting: 0                      Comment: 1

- 6.2 The following issues were raised in representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

<b>Objection</b>	<b>Officer comment</b>
<i>Visual amenity</i>	
Overdevelopment of the site	Addressed in Sections 8.2-8.14 of this report.
Design – Out of keeping/obtrusive scale	Addressed in Sections 8.2-8.14 of this report. The design approach has been amended during the course of the application.
Flats and multi-occupancy buildings out of character with the area	8 houses are proposed. No flats are proposed.
Density of development too high	Addressed in Section 8.13 of this report.
<i>Impact on amenities of neighbouring properties and future residents</i>	
Loss of light to neighbouring properties	Addressed in Sections 8.22-8.33 of this report.
Overlooking and loss of privacy for neighbours	Addressed in Sections 8.22-8.33 of this report.
Noise disturbance	Addressed in Sections 8.22-8.33 of this report. Conditions are recommended. This is a residential development and there is no evidence or reason to suggest that the proposal would result in undue pollution or noise that is not already associated with a residential area.
Poor quality accommodation for residents	Addressed in Sections 8.18-8.20 of this report. The gardens proposed accord with planning guidance in terms of amenity space.
Disruption to neighbouring solar panels	Addressed in Section 8.30 of this report.
<i>Transport and parking</i>	
Inadequate parking provision	Addressed in Sections 8.34 – 8.41 of this report.

Welcomes Road is a narrow private road and a public footpath	The road circumstances are existing. Highways impact is addressed in Sections 8.34-8.41 of this report.
Construction traffic and disruption	A condition will be imposed requiring a Construction Logistics Plan to ensure construction activities do not cause undue disturbance to the highway network.
Traffic and access, safety	Addressed in Sections 8.34-8.41 of this report.
Refuse disposal	Addressed in Sections 8.34-8.41 of this report.
<i>Other matters</i>	
Impact on flooding and drainage	Addressed in Section 8.42 of this report
Impact on trees and habitat	Addressed in Sections 8.15-8.17 of this report
Environmental issues	Addressed in Sections 8.42-8.44 of this report
Exacerbate impact on already strained services i.e. doctors, dentists, schools. No improvements being made to Kenley infrastructure to support development.	The application is CIL liable. Addressed in Section 8.44 of this report.
No affordable housing	This is a minor application, and there is not a requirement under current policy to provide affordable housing.
Driven by developer profits	Not a material planning consideration
Detrimental impact on house prices	Not a material planning consideration
The Council will ignore comments from residents	Inaccurate and not a material planning consideration
Developers are not subject to same rules as residents	Inaccurate and not a material planning consideration – each application is considered on its own merits.
Developments should maintain the exclusivity of the road	This is a residential development in a residential area. Not a material planning consideration.

Submission of application over the Christmas period/consultation over holiday periods	The Council have no control over when an application is received/made valid, and accord with statutory and local guidelines in terms of validation and consultation.
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6.3 The following Councillors have made representations:

Cllr Steve O'Connell (Kenley Ward Councillor) objected and referred application to committee:

- Overdevelopment of site
- Detrimental effect on amenity of neighbouring properties
- Unacceptable backland and back garden development
- Out of character
- Unviable parking
- Continued and disproportionate development of Welcomes Road leading to a cumulative change in character

6.4 Kenley and District Resident's Association made two representations on the basis of the original plans submitted. They referred the application to Planning Committee and objected as follows:

- The developer has submitted an outline application but should have submitted a full application so the landscaping details can be considered at this stage
- The front dwellings are colossal in terms of size and massing and would cause significant shade onto the plot of 8a Welcomes Road, would dominate view from Welcomes Road, out of character
- Inappropriate backland development which forms a terrace
- Dominance from both neighbouring properties and will break 45 degree line, loss of privacy
- Permanent shade to proposed gardens in particular plot 8
- Plot 5 will present a large flank wall to plots 1-4
- Unacceptable bin storage
- Dangerous parking design
- Errors and misrepresentation in the application – deceptive 3D drawings and inconsistent depiction of rear dwellings, images show sun from wrong direction [OFFICER COMMENT: Amended plans and additional information have been sought during the planning application process. Officers have reviewed the documents in their entirety and consider them sufficient to determine the application. 3D views and sketch drawings are indicative only]
- Missing documentation – construction method statement, sunlight analysis, irrelevant SUDs report [OFFICER COMMENT: The application is valid in accordance with the Council's validation checklist. The documents submitted are considered sufficient to determine the application]
- Lack of vegetation
- Invalid swept path tracking for parking bays
- The examiners of the draft London Plan have concluded that the windfall housing targets are unachievable
- There is no principle in favour of intensification for Kenley



- Cumulative impacts must be considered
- Fails to respect special character of Kenley
- Insufficient parking

6.5 Welcomes and Uplands Road Residents Association objected to the application as follows:

- The developer has submitted an outline application but should have submitted a full application
- No engagement from the developer with the RA
- Consultation period over Christmas holiday period
- Obtrusive by design and overlooking
- Parking layout and access insufficient
- Waste management
- Overdevelopment
- Not in keeping with the area
- Detrimental impact on trees
- Poor quality proposal and application

## **7.0 RELEVANT PLANNING POLICIES AND GUIDANCE**

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in February 2019. 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;

7.3 The main policy considerations raised by the application that the Committee are required to consider are:

### **7.4 Consolidated London Plan 2015**

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 3.11 Affordable housing targets

- 3.12 Negotiating affordable housing on individual private residential and mixed use schemes
- 3.13 Affordable housing thresholds
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature
- 7.21 Woodlands and trees

#### 7.5 Croydon Local Plan 2018

- SP2 Homes
- SP6.3 Sustainable Design and Construction
- DM1 Housing choice for sustainable communities
- SP4 Urban Design and Local Character
- DM10 Design and character
- DM13 Refuse and recycling
- DM16 Promoting healthy communities
- SP6 Environment and Climate Change
- DM23 Development and construction
- DM25 Sustainable drainage systems and reducing flood risk
- SP7 Green Grid
- DM27 Biodiversity
- DM28 Trees
- SP8 Transport and communications
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development

#### 7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Croydon Suburban Design Guide Supplementary Planning Document April 2019

#### 7.7 Emerging London Plan

7.8 Whilst the emerging New London Plan is a material consideration, the weight afforded is down to the decision maker linked to the stage a plan has reached in its development. The Plan appears to be close to adoption. The Mayor's Intend to Publish version of the New London Plan is currently with the Secretary of State and no response had been submitted to the Mayor from the Secretary of State. Therefore, the

New London Plan's weight has increased following on from the publication of the Panel Report and the London Mayor's publication of the Intend to Publish New London Plan. The Planning Inspectors' Panel Report accepted the need for London to deliver 66,000 new homes per annum (significantly higher than existing adopted targets), but questioned the London Plan's ability to deliver the level of housing predicted on "small sites" with insufficient evidence having been presented to the Examination to give confidence that the targets were realistic and/or achievable. This conclusion resulted in the Panel Report recommending a reduction in London's and Croydon's "small sites" target.

- 7.9 The Mayor in his Intend to Publish New London Plan has accepted the reduced Croydon's overall 10 year net housing figures from 29,490 to 20,790 homes, with the "small sites" reduced from 15,110 to 6,470 homes. Crucially, the lower windfall housing target for Croydon (641 homes a year) is not dissimilar to but slightly larger than the current adopted 2018 Croydon Local Plan target of 592 homes on windfall sites each year.
- 7.10 It is important to note, should the Secretary of State support the Intend to Publish New London Plan, that the overall housing target in the New London Plan would be 2,079 new homes per annum (2019 – 2029) compared with 1,645 in the Croydon Local Plan 2018. Therefore, even with the possible reduction in the overall New London Plan housing targets, assuming it is adopted, Croydon will be required to deliver more new homes than our current Croydon Local Plan 2018 and current London Plan (incorporating alterations 2016) targets.
- 7.11 The policies of most relevance to this application are as follows:
- SD6 Town centres and high streets
  - D4 Delivering good design
  - D5 Inclusive Design
  - D6 Housing quality and standards
  - D7 Accessible housing
  - D8 Public Realm

## **8.0 MATERIAL PLANNING CONSIDERATIONS**

- 8.1 The main planning issues raised by the application that the Planning Committee are required are as follows:
1. Principle of development
  2. Affordable housing and housing mix
  3. Townscape and visual impact
  4. Trees, landscaping and biodiversity
  5. Housing quality for future occupiers
  6. Residential amenity of neighbours
  7. Parking and highway safety
  8. Flood risk
  9. Sustainability
  10. Other planning matters

## **Principle of Development**

- 8.2 This application must be considered against a backdrop of significant housing need, not only across Croydon, but also across London and the south-east. All London Boroughs are required by the London Plan to deliver a number of residential units within a specified plan period. In the case of the London Borough of Croydon, there is a requirement to deliver a minimum of 32,890 new homes between 2016 and 2036 (Croydon's actual need identified by the Croydon Strategic Housing Market Assessment would be an additional 44,149 new homes by 2036, but as there is limited developable land available for residential development in the built up area, it is only possible to plan for 32,890 homes). This requirement is set out in policy SP2.2 of the Croydon Local Plan (CLP) (2018), which separates this target into three relatively equal sub targets with 10,760 new homes to be delivered within the Croydon Opportunity Area, 6,970 new homes as identified by specific site allocations for areas located beyond the Croydon Opportunity Area boundary and 10,060 homes delivered across the Borough on windfall sites. The emerging London Plan, which is moving towards adoption proposes significantly increased targets which need to be planned for across the Borough. Whilst it is noted the figure for homes to be delivered on windfall sites in the Borough is proposed to be reduced in the latest version of the London Plan, the target remains significant, and it is a reduction in the target in previously published draft versions – not a reduction in the targets set out in the Croydon Local Plan 2018. In order to provide a choice of housing for people in socially-balanced and inclusive communities in Croydon, the Council will apply a presumption in favour of sustainable development of new homes.
- 8.3 This presumption includes Kenley, which is identified in the “Places of Croydon” section of the CLP (2018) as being an area for sustainable growth of the suburbs with some opportunity for windfall sites and infilling with dispersed integration that respects the existing residential character and local distinctiveness. The area around Kenley Station, including this site, is designated within the CLP (2018) as an ‘Area of Focussed Intensification’ (AFI), which allows focussed intensification associated with a change in an area’s local character. The Croydon Suburban Design Guide (2019) sets out how suburban intensification can be achieved to high quality outcomes by thinking creatively about how housing can be provided on windfall sites. Specific guidance is included in the SPD for the Kenley AFI in how developments should contribute to an increase in density and gradual character change, whilst enhancing and responding sensitively to local character and being respectful of the existing place. As is demonstrated above, the challenging targets will not be met without important windfall sites coming forward, in addition to the large developments within Central Croydon and on allocated sites.
- 8.4 The application is for outline planning permission for the replacement of an existing bungalow with a development of 8 family homes. The site is located within the Kenley AFI in an established residential area. As such, providing that the proposal accords with all other relevant material planning considerations, the principle of development is supported.

## **Housing Mix**

- 8.5 Policy SP2.7 seeks to ensure that a choice of homes is available to address the borough’s need for homes of different sizes and that this will be achieved by setting a strategic target for 30% of all new homes up to 2036 to have three or more bedrooms. CLP Policy DM1.2 seeks to prevent the net loss of 3-bedroom homes (as originally

built) and homes less than 130m<sup>2</sup>. The existing bungalow is a two bedroom property under 130sqm. All of the proposed units are family houses, 5 of which are three bedroom properties. The policy requirements in this respect would therefore be satisfied, with the scheme contributing towards much needed family accommodation in the Borough.

### **Townscape and Visual Impact**

- 8.6 Welcomes Road is generally characterised by detached residential buildings, of mixed scale and design but most typically two storey with pitched roofs. Whilst generally on large plots, infill development has taken place including the dwellings immediately to the north and opposite the site, and flatted developments are apparent in the wider area on Kenley Lane, Hayes Lane and Valley Road, some apparent as modern infills.
- 8.7 CLP Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys whilst respecting a) the development pattern, layout and siting; b) The scale, height, massing and density; c) The appearance, existing materials and built and natural features of the surrounding area.
- 8.8 Section 3.6 of the Suburban Design Guide SPD (2019) provides guidance on development potential within the Kenley AFI within the surrounding housing typology. The guidance of most relevance is for areas typified by 'Scattered and Detached Homes', where developments of four storeys will generally be acceptable, with plot subdivision to create rear garden development acceptable subject to consideration of development potential of neighbouring rear gardens. The guidance also highlights the importance of consideration of topography, landscaping and parking provision (discussed further below) for schemes in such locations. Section 2.12 of the SPD (2019) refers to developments in rear garden sites and advises that this should be subservient to frontage development, either through a lower height or articulation of massing.
- 8.9 The scheme here proposed comprises two pairs of semi-detached properties fronting Welcomes Road, with an access road leading to a terrace of four properties to the rear of the site, as seen in the following images.



Figure 1 Proposed site layout



Figure 2 Proposed streetscene – Blocks A and B

8.10 The proposed buildings fronting Welcomes Road (Blocks A and B) would comprise three full storeys with accommodation in the roofspace, thereby within the SPD guidance. Amendments were sought during the application process to incorporate hipped roofs to better reflect and respond to the neighbouring built form. The arrangement of the front elevations creates the appearance of two detached properties, as per the character of Welcomes Road. The building line would follow that of the properties to the north, with asymmetrical projecting gables stepping down from the ridge and towards the boundary to break up the massing. This setback from the road also allows for a generous landscape buffer along the site frontage as is encouraged by the SPD guidance, softening the appearance of the parking area and safeguarding an area for planting to replicate the well vegetated verdant character of the area (detailed landscaping to be agreed at reserved matters stage). The traditional design approach has taken inspiration from Victorian styling as can be seen on some properties in the area (including the immediate neighbour), including full and half height bays, porches and canopies and ornate barge boards and window surrounds. The buildings would be finished largely in red brick to reflect the buildings either side, with accents of stone and tile hanging to emphasise the main features on the frontages.

Overall, it is considered the buildings would sit well within the streetscape, not appearing overly prominent or incongruous whilst meeting the AFI guidance within the SDG.



*Figure 3 Proposed streetscene within the site - Block C on the left*

- 8.11 As seen above, the proposed terrace to the rear (Block C) would have a linear form, with the building stepped in height in line with the topography. Building lines are varied along Welcomes Road, with some properties occupying a comparable backland position, for example 14, 16 and 22 Welcomes Road to the south, with access roads bypassing frontage properties to rear parking areas. The properties are of a reduced scale to those on the frontage (three storey including accommodation in the roofspace), appearing visually subordinate to the front blocks and minimising their visual impact from the streetscene and neighbouring properties. As a result of the topography, the overall ridge height would be higher than the frontage building, however this would be minimised by being partially cut into the sloping land. There would be some excavation required to manage the sloping site, particularly towards the rear, however critically the existing land levels and retaining arrangements to the front and surrounding retained trees are to be kept to avoid an over-dominance of hardscape. The design approach is again traditional, with smaller gables, bays and dormers to reflect the frontage properties but on a more subordinate scale.
- 8.12 As is required by the SPD guidance (2019), the proposals have been designed to avoid prejudicing surrounding development. The relationships with the boundaries, including separation distances and window placement are sufficient to allow a neighbouring development to come forward with the relevant consents, including on land to the rear if the access road were to be extended.
- 8.13 Representations have raised concern regarding the increased density on site. For this suburban location with a PTAL rating of 2, the London Plan recommends a residential density of between 150 and 250 habitable rooms per hectare. The density of the development would be 216 habitable rooms per hectare, sitting within this acceptable range. Notwithstanding this, the supporting text of Policy 3.4 of the London Plan confirms that the density matrix should not be applied mechanistically, and it is worthy of note that the emerging New London Plan removes the density matrix.
- 8.14 Having considered all of the above, along with the impact on the Croydon Panorama view, against the backdrop of housing need, officers are of the opinion that the proposed development would comply with the objectives of the above policies in terms of respecting local character. Officers are further satisfied, taking into account the



relationships with neighbouring buildings, along with accommodating sufficient space for adequate levels of parking, landscaping and amenity space, that the development delivers the optimum level of development for the site in this location.

## Trees, landscaping and ecology



Figure 4 Indicative landscape strategy

- 8.15 The site, along with nos. 6 and 8, is covered by Tree Preservation Order 11 of 2006. Of most relevance to the proposal, this covers three trees within the application site (T6, T15 and T26) which are to be removed along with a number of other trees and shrubs (1 of category B value, and the remainder of either C or U value – unsuitable for retention). The preserved trees T6 and T26 are classified as B grade trees (moderate quality), whilst T15 is classified as a C grade tree (low quality).
- 8.16 Most of the trees are proposed to be removed as a result of the development. The majority of trees and shrubs to be removed are of lower quality, and whilst three B value trees are proposed to be removed, after careful consideration and taking into account the species, location and amenity value of the individual trees, it is considered the proposed tree removal can be accepted. This is on the basis that the applicant provides a robust landscaping and replacement planting scheme for the site, which provides the opportunity to plant new specimens of higher quality and longevity as part of the scheme. Whilst detailed landscaping is to be secured at reserved matters stage, following submission of an indicative landscaping strategy from the applicant, officers are satisfied that there is scope to provide this within the proposed layout. This scheme must be a realistic and considered landscaping proposal for the site, which can be established and managed as part of the future development. Alongside this, whilst not preserved, tree protection measures are proposed for those trees being retained (including a category B tree in the south western corner of the site and a category A



tree in the front of the neighbouring site no.12). The proposed Tree Protection Measures can be secured by condition.

- 8.17 The existing dwelling is immediately surrounded by hardstanding in the form of a patio and driveway occupying the frontage. The soft landscaping covering the remainder of the garden is generally well managed with a number of outbuildings present. The occupiers breed dogs which are regularly exercised in the garden. In this context it is considered the risk of impact on protected species is low, which is consistent with the appeal determined in 2012 (see planning history ref. 11/02258/P). Given the replanting to take place on the site, again it is considered there is an opportunity to increase biodiversity on the site with planting to encourage wildlife and native species. This is to be included as a condition. Further conditions can ensure that the site is cleared and trees felled outside of bird nesting periods and other sensitive times to ensure that the impact on biodiversity is minimised. If protected species are identified on site during the course of construction any species and/or their habitat would be protected under the Wildlife and Countryside Act of 1981. An informative has been included to draw the applicant's attention to this.

### **Housing Quality for Future Occupiers**

- 8.18 All of the proposed new homes would exceed the internal dimensions required by the Nationally Described Space Standards (NDSS). All would be dual aspect with generous outlook, providing adequate levels of daylight/sunlight for future occupiers.
- 8.19 Each unit would have access to a generous private garden, which would be compliant in terms of size with policy requirements for houses. These gardens are large enough to accommodate flexibility of use for different types of amenity, recreation and child playspace. Further details of these arrangements along with landscaping are to be secured at reserved matters stage.
- 8.20 London Plan policy 3.8 'Housing Choice' requires 90% of dwellings to meet M4(2) 'accessible and adaptable dwellings' Building Regulations requirement, with the remaining 10% required to meet M4(3) 'wheelchair user dwellings'. The London Plan recognises that securing level access in buildings of four storeys or less can be difficult and that consideration should also be given to viability and impact on ongoing service charges for residents. It is not feasible to incorporate M4(2) or M4(3) compliant layouts without enlarging the footprint and massing of the dwellings. Provision of a lift within each house would also result in a height increase and unfavourable design additions to accommodate access to the top floors in particular. In this particular circumstance, this arrangement is considered acceptable, with detailed design of step free access to each dwelling secured by condition, and a disabled parking space for the site to be agreed at condition stage.

- 8.21 The development is considered to result in high-quality family accommodation.

### **Residential Amenity for Neighbours**

- 8.22 Policy DM10.6 states that the Council will not support development proposals which would have adverse effects on the amenities of adjoining or nearby properties or have an unacceptable impact on the surrounding area. This can include a loss of privacy, daylight, sunlight, outlook or an increased sense of enclosure. The main properties that

would be affected by the proposed development are the adjacent dwellings on Welcomes Road – nos.8a and 12, along with those opposite nos. 9 and 16.

### 12 Welcomes Road

- 8.23 No.12 is located to the south of the site. This property is a single family dwellinghouse sitting within a substantial plot, with accommodation across 3 floors.
- 8.24 The property sits at an angle to the boundary, meaning neither flank nor front windows face directly towards the boundary. The closest element to the boundary, a single storey garage, would be over 9m away from the flank of Block B with the first floor over 13.5m away from Block B. Where Block B is set forward of no.12, views of the flank of Block B would be visible from the front windows, but it is not considered this would be unduly overbearing nor contribute to a loss of light where outlook would remain unrestricted to the east and south and the block would not be situated directly in front of any windows. Replacement planting would soften the boundary between the sites, with full details to be agreed at reserved matters stage. This would assist in minimising potential noise and light disturbance from vehicular movements along the driveway, although as previously noted driveways to the rear of sites are present elsewhere along Welcomes Road. Obscure glazing of the south facing proposed windows would be secured by condition.
- 8.25 There are side windows at ground, first and second floor level of no.12 facing towards Block C, the block proposed to the rear. A search of the property history suggests these are either non-habitable or secondary windows (at second floor level). Notwithstanding this, the side wall of no.12 is over 24m away from the closest corner of Block C, so it is not considered any undue loss of light, outlook nor privacy would occur. Whilst Block C would face towards the boundary, it is sited approximately 13.5m away from the boundary which would retain privacy for the first 10m of the garden of no.12, as per the policy requirement within DM10 of the CLP (2018). Again, landscaping could be utilised along the boundary to reduce perception of overlooking, along with the retention of the large tree to the rear of the site.
- 8.26 With conditions, the proposed development would be acceptable in terms of impact on residential amenity of the occupiers of no.12.

### No.8a Welcomes Road

- 8.27 No.8a is a single family dwellinghouse located directly to the north of the application site.
- 8.28 Whilst Block A would be substantial in height compared to no.8a (in accordance with the SDG guidance), there would be a 5.5m separation distance between the flank walls and the height and roof form have been adjusted during the application process to create an acceptable relationship. Block A does not encroach over a 45 degree angle from the rear windows of No.8a, and whilst there are existing side facing windows, a search of the property history indicates these are non-habitable windows. A ground floor rear conservatory is sited adjacent to the boundary but is also fully glazed to the rear. Side facing windows within Block A would be obscurely glazed, to be secured by condition. The impact from Block A is considered acceptable in terms of light, outlook and privacy.

8.29 Block C would sit a minimum of 15.5m away from the rear of no.8a at ground floor level, and 17m away at first floor level. Given the land level changes, this block would be visible from the home and garden of no.8a although as noted above, the height and form have been altered during the course of the application to achieve an acceptable relationship. Whilst the 45 degree angles are shown to be encroached upon as per the submitted plans, the guidance in the SDG in this regard refers to projections beyond a rear building line. Therefore the guidance is not strictly applicable in this scenario where a separate rear building set away from the occupiers is proposed with no projection directly to the south west. In privacy terms, the rear facing windows would be 9.8m from the boundary, retaining privacy for the first 10m of the rear garden as per the policy requirements. Focus will be placed on incorporating landscaping along the boundary at reserved matters stage, with semi-mature planting likely to be necessary to this boundary.

8.30 Representations have raised concerns regarding impact on neighbouring solar panels. Impact on solar panels in terms of overshadowing is a material consideration, focussed on the sustainability implications of any such overshadowing. In this particular case, there are solar panels on the south facing roofslopes of the two adjacent properties, no.8a and 8. With regards to 8a which is in closest proximity to the site, amendments have been sought during the application process to reduce the height and massing of the proposed buildings and amend the roof form to create a better relationship between the sites. Separation distances in terms of character and residential amenity are policy compliant. Large trees to the south appear to cast some shadow over the roofslope as existing. Notwithstanding this it is considered there would be some impact on the solar panels. However, both sites are designated within the Local Plan as part of the Kenley AFI and it is therefore expected that development on the application site would be substantially larger than is existing. The proposed scheme itself can meet the design requirements for sustainability and energy to address the impact on the environment and climate change. Taking these matters into account, it is considered that whilst there would be some impact this would not be so significant as to warrant a refusal of planning permission for this development.

8.31 The proposed development would cause no loss of light, outlook or privacy to No.8a.

#### *Other Properties on Welcomes Road*

8.32 The development would sit indirectly opposite to nos. 9 and 16 Welcomes Road, 30-40m away from both properties. Whilst the proposed buildings would be larger than the existing bungalow, the separation distance across Welcomes Road ensures an acceptable relationship in residential amenity terms.

8.33 Given the location of the site, no other residential properties would be affected by the proposal – in terms of direct effects on residential amenities. The relationship with all directly affected neighbours is considered acceptable.

#### **Highway Safety, Access and Parking**

8.34 The site has a PTAL rating of 2, which indicates poor accessibility to public transport. Welcomes Road is a narrow, private road with no on-street parking available. However the site is located within walking distance of Kenley train station, bus stops and local shops and services, as is recognised by the designation of this area as an AFI.

- 8.35 The London Plan sets out maximum car parking standards for residential developments based on PTAL levels and local character. In Outer London areas with low PTAL (generally PTALs 0-1), boroughs should consider higher levels of provision. The Suburban Design Guide SPD 2019 suggests that in PTALs of 0-1, the Council will seek to accommodate all parking on site (with any anticipated need for on-street parking judged on a case by case basis).
- 8.36 2 spaces per unit are therefore proposed for the larger (4 bedroom units), and 1 space per 3 bedroom unit, equating to 12 spaces in total for 8 units. These are to be allocated to units to discourage excessive car ownership. Public transport is available within a short walking distance via the Station and bus stops, along with local shops and facilities. Therefore accounting for this and for the proposed size of the properties, with the fact that there is no on-street parking available on Welcomes Road, it is considered 12 spaces is an appropriate amount for this development. A condition will ensure one space is provided as a disabled parking space, along with a requirement for 2 spaces to have an electric vehicle charging point and all spaces to have passive provision for installation of future points.
- 8.37 Whilst there is sufficient parking on site to ensure the impact on the network is satisfactory, sustainable travel should still be promoted in accordance with policy requirements. This is of particular relevance to Kenley, taking into account the AFI designation and the characteristics of Welcomes Road and those in the vicinity as discussed above. Therefore a contribution is recommended towards the provision of sustainable transport improvements in the area to go towards supporting the change in local character. The contribution will be used within the Kenley AFI, and could constitute traffic management measures or sustainable transport initiatives such as a provision of a car club space. These will help encourage sustainable travel. Taking into account the site's accessibility to public transport and the nature of Welcomes Road, the proposal would provide for an appropriate number of parking spaces which would not detrimentally impact highway safety within the surrounding area.
- 8.38 The existing house has an in-out access arrangement with two vehicular crossovers. It is proposed to stop up the northern most access and relocate this to the centre of the frontage, to provide access to parking area for plots 1-4. The existing crossover at the southern end of the frontage would be retained and improved to provide the access driveway to houses 5-8 and their parking area. The parking layout and access arrangement permits access and egress movements in forward gear, and would be acceptable. The number of trips expected to be generated by the proposed scheme is considered to be immaterial when considered against the background traffic within this residential area. The width of the access at its junction with Welcomes Road is wide enough to allow two-way vehicle movement. The required pedestrian visibility splays and vehicular visibility splays could be achieved, which is to be secured by condition. Also to be secured at landscaping stage is incorporation of a lined pedestrian path to the rear houses, to make drivers aware that the driveway is a shared space.
- 8.39 A cycle store has been shown within the rear garden of each property. Whilst this is not ideal, this is considered the most feasible arrangement to avoid clutter within the scheme and provide a safe and secure arrangement for the occupiers of each unit. The capabilities of all the cycle storage facilities could comply with the requirements of the London Plan, with details including appearance, size and types of stands to be agreed at condition stage.

8.40 Indicative refuse storage and collection arrangements have been shown. This would include a refuse store adjacent to plot 4, within 30m distance of a bin collection point closer to Welcomes Road. It is anticipated that a waste management company will be engaged to transport bins from the store to the collection point when required. Details of this arrangement are to be secured by condition, along with the finer information on the form and appearance of the bin store, to be incorporated into the landscape strategy.

8.41 In order to ensure that the proposed development would not have any adverse impact on the highway network or on the surrounding residents, a Demolition, Construction Logistics and Environmental Management Plan (CLP) will be required by pre-commencement condition. This is of particular importance given the narrowness of Welcomes Road. This should outline measures to minimise noise and dust impacts, and disruption to neighbours.

### **Flood Risk**

8.42 The site is located within an area at risk of surface water flooding, and a critical drainage area. The applicant has submitted a Flood Risk Technical Note, which confirms that a sustainable urban drainage system will be in place; this is to be secured by a pre-commencement planning condition with full details provided. Although the land slopes steeply and part of the site would be cut into the landscaping to create terraces, no basement level accommodation is proposed. Indicative landscape drawings indicate potential for permeable paving and plenty of planting.

### **Sustainability**

8.43 Policy seeks high standards of design and construction in terms of sustainability and sets out Local and National CO2 reduction targets. A condition will be attached to ensure the proposal is designed to achieve carbon reduction and water usage targets.

### **Other Matters**

8.44 The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

### **Conclusions**

8.45 The site is in a sustainable location for new housing development, and the scale, size and amount of development appropriate for its designations and setting. The new dwellings would provide good quality family sized housing types, supported by car parking, cycle storage and bin storage. The impacts to neighbours would be largely limited to the construction period, and the further potential impacts highlighted in this report would be mitigated by the recommended planning conditions. Officers are satisfied that the scheme is worthy of a planning permission.

8.46 All other relevant policies and considerations, including equalities, have been taken into account.