

To: Mr Paul Young - Case Officer  
Development Management  
Development and Environment  
6th Floor  
Bernard Weatherill House  
8 Mint Walk  
Croydon  
CR0 1EA

**Monks Orchard Residents' Association  
Planning**

23<sup>rd</sup> February 2020

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<b>Reference</b>	<b>19/06037/FUL</b>
<b>Application Received</b>	<b>Mon 23 Dec 2019</b>
<b>Application Validated</b>	<b>Mon 03 Feb 2020</b>
<b>Address</b>	<b>195 Shirley Road Croydon CR0 8SA</b>
<b>Proposal</b>	<b>Demolition of existing property. Erection of 2.5 storey (replacement) building comprising 9 residential flats with associated car/cycle parking, landscaping and waste stores.</b>
<b>Case Officer</b>	<b>Paul Young</b>
<b>Consultation Expiry Date</b>	<b>Wed 26 Feb 2020</b>

Dear Mr Young

Please accept this formal letter of objection to the proposal for Demolition of existing property. Erection of 2½ storey (replacement) building comprising 9 residential flats with associated car/cycle parking, landscaping and waste stores at 195 Shirley Road CR0 8SA. We categorically state that we are **NOT** against development or re-development in this area, but that we robustly object to developments that **do not reflect the character of the area** or meet the objectives as defined in the current adopted **Croydon Plan, The London Plan, the emerging London Plan and the NPPF** as they relate to the “Shirley Place.”

**Parameters Relevant to the proposal:**

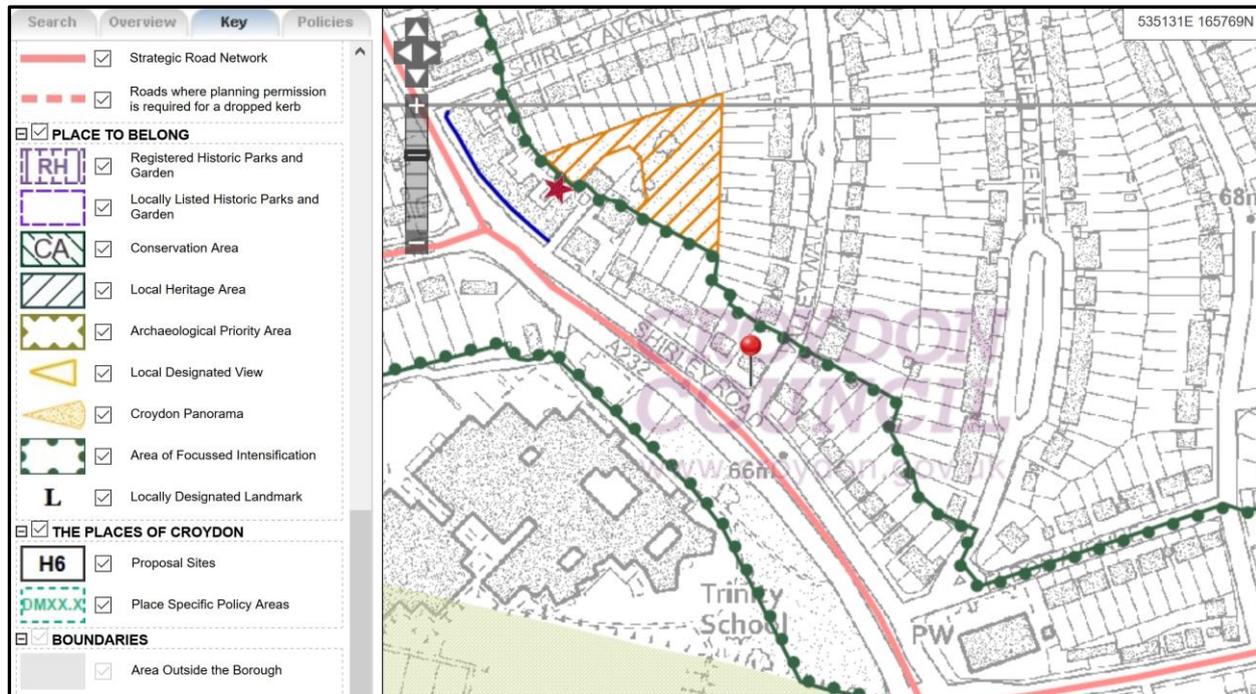
195 Shirley Road		Ref: 19/06037/FUL											
Site Area		0.07 ha		Policies Map		Area Designated: "Focessed Intensification"				Setting : Suburban			
	Floor	Bedrooms	Bed-Spaces	Habitable Rooms (***)	GIA Provided (m <sup>2</sup> )	Minimum GIA Table 3.1 New LP (m <sup>2</sup> )	Kitchen Dining Living (m <sup>2</sup> )	In-Built Storage Offered (m <sup>2</sup> )	Built-in Storage Required Table 3.1 New LP (m <sup>2</sup> )	Private Amenity Space Provided (m <sup>2</sup> )	Private Amenity Space Required (m <sup>2</sup> )	Deficiency in Private Amenity Space provided	Required GIA + Deficiency in Amenity Space
Plot 1	Ground	3	4	4	84.46	74	Not Stated	Not Stated	2.5	Not Stated	7		
Plot 2	Ground	2	3	3	67.81	61	Not Stated	Not Stated	2.0	Not Stated	6		
Plot 3	Ground	2	3	3	63.76	61	Not Stated	Not Stated	2.0	Not Stated	6		
Plot 4	First	3	4	4	77.95	74	Not Stated	Not Stated	2.5	5.48	7	1.52	79.47
Plot 5	First	2	3	3	61.30	61	Not Stated	Not Stated	2.0	5.48	6	0.52	61.82
Plot 6	First	2	3	3	63.76	61	Not Stated	Not Stated	2.0	6.3	6	-0.30	63.46
Plot 7	Second	2	4	3	77.95	70	Not Stated	Not Stated	2.0	5.48	7	1.52	79.47
Plot 8	Second	2	3	3	61.30	61	Not Stated	Not Stated	2.0	5.48	6	0.52	61.82
Plot 9	Second	2	3	3	63.76	61	Not Stated	Not Stated	2.0	6.3	6	-0.30	63.46
<b>Totals</b>		<b>20</b>	<b>30</b>	<b>29</b>	<b>622.05</b>	<b>584</b>			<b>19.0</b>	<b>34.52</b>	<b>57</b>	<b>3.48</b>	<b>409.5</b>

(\*\*) Private Amenity Space - DM10 para 6.79

Residential Density	414.29	hr/ha
Housing Density	128.57	units/ha
Residential Density	428.57	Bed-Spaces/ha
Average hr/Unit	3.22	hr/Unit
PTAL	2011	2
PTAL	2031	2
Car Parking Spaces	9	
Parking per Person	0.3	

London Plan Policy D1A Required parameters:

London Plan Policy D1A para 3.1B.23			
1) Number of units per hectare	128.57	units/ha	(Housing Density)
2) Number of Habitable Rooms per Hectare	414.29	hr/ha	(Residential Density)
3) Number of Bedrooms per Hectare	285.71	B/ha	Bedrooms/ha
4) Number of Bedspaces per Hectare	428.57	Bs/ha	Bed-Spaces/ha
London Plan Policy D1A para 3.1B.24			
Total Floor Area Ratio (Total GIA/ha)	8886.43	GIA/ha	
Site Coverage Ratio (Ground Floor GIA/ha)	3086.14	GIA/ha	
Max Height above Ground Level	Not Stated		



**Policies Map - 195 Shirley Road**

This location is within a **“suburban”** setting and a designated **“Focussed Intensification”** area.

From the foregoing analysis, this proposed development does not fully meet London Plan **Policy D4 - Housing quality and standards “Minimum Space Standards”** regarding **Private Amenity Space** and does not **quantify** the **“In-Built” Storage provision** as required and defined in the New London Plan Table 3.1 (but is probably compliant to in-built storage requirement).

**Croydon Plan Policy DM10 paras 6.52 & 6.76:**

**6.52** The Mayor of London’s Housing Supplementary Planning Guidance in Annex 1 ‘Summary of the Quality and Design Standards for private outdoor space’ has a minimum standard of 5m<sup>2</sup> of private outdoor space for 1-2 person dwellings and an extra 1m<sup>2</sup> to be provided for each additional occupant.

**6.76** In exceptional circumstances where site constraints make it impossible to provide private outdoor space for all dwellings, indoor private amenity space may help to meet policy requirements. The area provided should be equivalent to the private outdoor amenity space requirement and this area added to the minimum Gross Internal Area.

**London Plan Policy D4 Housing quality and standards:**

**B** Housing development should be of high-quality design, and provide adequately-sized rooms (see Table 3.1), with comfortable and functional layouts, which are fit for purpose and meet the needs of Londoners, without differentiating between tenures.

		Minimum gross internal floor areas and storage (Square Metres)			
	Number of Bed spaces (persons (p))	1 Storey dwellings	2 Storey dwellings	3 Storey dwellings	Built-in storage
1b	1p	39 (37)*			1
	2p	50	58		1.5
2b	3p	61	70		2
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3
	6p	99	106	112	

**Plot 1** Private amenity space allocation NOT stated.

**Plot 2** Private amenity space allocation NOT stated.

**Plot 3** Private amenity space allocation NOT stated.

**Plot 4** The minimum **Private Amenity Space** for 4 persons requires 5m<sup>2</sup> for two persons plus 1m<sup>2</sup> for each additional (2) person thus requiring 7m<sup>2</sup> in total but only 5.48m<sup>2</sup> **Private Amenity Space** is provided giving a deficiency of 1.52m<sup>2</sup>; thus, **Non-Compliant to the Policy.**

However, consideration of **Policy DM10 para 6.79** allows the **Gross Internal Area (GIA)** requirement to be increased by the allocation to compensate which requires the required **GIA** to be increased by at least the deficiency of 1.52m<sup>2</sup> which equals 79.47m<sup>2</sup> when there is only 77.95m<sup>2</sup> **GIA** provided i.e. still deficient by 1.52m<sup>2</sup> and therefore **Plot 4 is Non-Compliant to the required Private Amenity Space requirement.**

**Plot 5** The minimum **Private Amenity Space** for 3 persons requires 5m<sup>2</sup> for two persons plus 1m<sup>2</sup> for each additional person requiring 6m<sup>2</sup> in total thus again at provision of 5.48m<sup>2</sup> which is **Non-Compliant to the Policy.**

However, consideration of **Policy DM10 para 6.79** allows the **Gross Internal Area (GIA)** requirement to be increased by the allocation to compensate which requires the required **GIA** to be increased by at least the deficiency of 0.52m<sup>2</sup> which equals 61.82m<sup>2</sup> when there is only 61.30m<sup>2</sup> **GIA** provided i.e. still deficient by 0.52m<sup>2</sup> and therefore **Plot 5 is Non-Compliant to the required Private Amenity Space requirement.**

**Plot 7** The minimum **Private Amenity Space** for 4 persons requires 5m<sup>2</sup> for two persons plus 1m<sup>2</sup> for each additional (2) person thus requiring 7m<sup>2</sup> in total but only 5.48m<sup>2</sup> **Private Amenity Space** is provided giving a deficiency of 0.52m<sup>2</sup>; thus, **Non-Compliant to the Policy.**

However, consideration of **Policy DM10 para 6.79** allows the **Gross Internal Area (GIA)** requirement to be increased by the allocation to compensate which requires the required **GIA** to be increased by at least the deficiency of 0.52m<sup>2</sup> which equals 61.82m<sup>2</sup> when there is only 77.95m<sup>2</sup> **GIA** provided i.e. still deficient by 1.52m<sup>2</sup> and therefore **Plot 7 is Non-Compliant to the required Private Amenity Space requirement.**

**Plot 8** The minimum **Private Amenity Space** for **3 persons** requires **5m<sup>2</sup>** for two persons plus **1m<sup>2</sup>** for each additional person requiring **6m<sup>2</sup>** in total thus again at provision of **5.48m<sup>2</sup>** which is Non-Compliant to the Policy.

However, consideration of **Policy DM10 para 6.79** allows the **Gross Internal Area (GIA)** requirement to be increased by the allocation to compensate which requires the required GIA to be increased by at least the deficiency of **0.52m<sup>2</sup>** which equals **61.82m<sup>2</sup>** when there is only **61.30m<sup>2</sup>** GIA provided i.e. still deficient by **0.52m<sup>2</sup>** and therefore **Plot 8 is Non-Compliant to the required Private Amenity Space requirement.**

#### London Plan Policy para 3.4.2:

The space standards are **minimums which applicants are encouraged to exceed**. The standards apply to all **new self-contained dwellings of any tenure**, and consideration should be given to the elements that enable a home to become a comfortable place of retreat.

The provision of additional services and spaces as part of a housing development, such as building management and **communal amenity space**, is **not a justification** for failing to deliver these **minimum standards**. Boroughs are, however, encouraged to resist dwellings with floor areas significantly above those set out in Table 3.1 for the number of bedspaces they contain due to the level of housing need and the need to make efficient use of land.

These **minimum** space standards as defined by the current adopted London Plan and the Draft New emerging London Plan are identical and are the **MINIMUM ACCOMMODATION SPACE STANDARDS** appropriate for **future occupants living conditions** for the **lifetime of the development** and therefore these **MINIMUM standards MUST BE OBSERVED**.

This application should therefore be **refused on grounds of failure to meet the minimum space standards** as required and for the applicant to reapply with a suitably modified proposal which meets or betters the Policy.

#### Residential & Housing Densities:

The current London Plan Policy 3.4 – Optimising Housing Potential – based upon the Density Matrix is still valid until replaced by the **New Draft London Plan Policy D1A – Infrastructure Requirements for Sustainable Densities** is adopted. It is understood that the Local Planning Authority is disregarding Policy 3.4 without considering the emerging replacement Policy D1A.

As there is no available guidance on the implementation of the **New London Plan Policy D1A - Infrastructure requirements for sustainable densities**, or any guidance on how to evaluate the parameters requested in **Policy D1A paras 3.1B.23/24**, I have evaluated PTAL requirements from the current published **TfL WebCAT** data and information.

## New Draft London Plan relevant emerging Policies

TfL Webcat - Accessing Transport Connectivity in London			
Setting	Public Transport Accessibility Level (PTAL)		
	0 to 1	2 to 3	4 to 6
Suburban	150-200 hr/ha	150-250 hr/ha	200-350 hr/ha <b>(414.29 hr/ha)</b>
3.8-4.6 hr/unit	35-55 u/ha	35-65 u/ha	45-90 u/ha
3.1-3.7 hr/unit <b>(3.22 hr/u)</b>	40-65 u/ha	40-80 u/ha	55-115 u/ha
2.7-3.0 hr/unit	50-75 u/ha	50-95 u/ha	70-130 u/ha <b>(128.57 u/ha)</b>

### PTAL required for Residential Density:

$$414.29 = \left( \frac{350 - 200}{6 - 4} \right) x - 100 = 6.857 = PTAL$$

### PTAL required for Housing Density:

$$128.57 = \left( \frac{130 - 70}{6 - 4} \right) x - 50 = 5.952 = PTAL$$

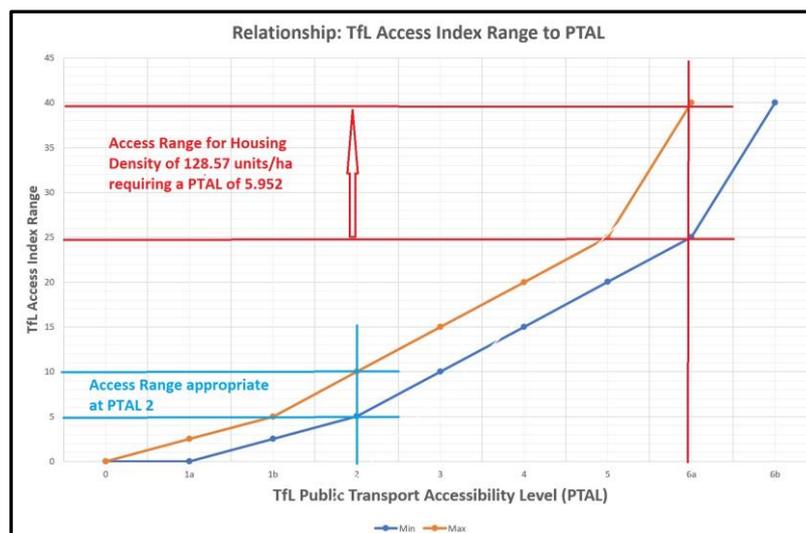
Calculation by the formula  $y = mx + c$  (assuming linear incremental ranges).

Where  $y =$  Density;  $m =$  Rate of Change (Slope);  $x =$  PTAL and  $c =$  intercept when  $y = 0$ .

## Sustainability Densities: [1]

PTAL	Access Index range	Map colour
0 (worst)	0	
1a	0.01 – 2.50	
1b	2.51 – 5.0	
2	5.01 – 10.0	
3	10.01 – 15.0	
4	15.01 – 20.0	
5	20.01 – 25.0	
6a	25.01 – 40.0	
6b (best)	40.01+	

Table 2.2: Conversion of the Access Index to PTAL



The proposed **Residential and Housing Densities** at **414.29 hr/ha & 128.57 units/ha** respectively is **excessive** for a **PTAL of 2** as defined by the **Transport for London, Accessibility Index Range (WebCAT)**. The appropriate Residential Density at **PTAL 2** should approximate to **150hr/ha** and Housing Density at **PTAL 2** should approximate to **40units/ha** at average of **3.22hr/unit**. (shown as **blue** in the TfL WebCAT matrix above).

[1] **Assessing transport connectivity in London**

At a **Residential Density** of **414.29 hr/ha** in a **suburban** setting would require a **PTAL of 6.857** and an **Access Index off the scale above 40.**

At a **Housing Density** of **128.57 Units/ha** in a **suburban** setting would require a **PTAL of 5.952** and an **Access Index** in the range **≈25 to ≈40.**

The equivalent access range for Residential Density of **414.29 hr/ha** is **OFF THE SCALE** of the **TfL Transport Accessibility Range** and therefore indicates this proposed development is a **significant over development for this locality at PTAL of 2** and forecast to remain at **PTAL 2 up until 2031.**

### London Plan Policy D1A - Infrastructure Requirements for Sustainable Densities

A. The density of development proposals **should**:

- 1) consider, and be **linked to**, the provision of future planned levels of infrastructure rather than existing levels,
- 2) be **proportionate** to the **site's connectivity and accessibility** by walking, cycling, and **public transport** to jobs and services (including both **PTAL** and access to local services <sup>22A</sup>).

B. Where there is currently **insufficient capacity** of **existing infrastructure to support proposed densities (including the impact of cumulative development)**, boroughs should work with applicants and infrastructure providers to **ensure that sufficient capacity will exist at the appropriate time**. This may mean, that if the development is contingent on the provision of new infrastructure, including public transport services, it will be appropriate that the development is phased accordingly.

C. When a proposed development is acceptable in terms of use, **scale and massing**, given the surrounding built form, uses and character, **but it exceeds the capacity identified** in a site allocation or the site is not allocated, and the borough considers the **planned infrastructure capacity will be exceeded**, additional infrastructure proportionate to the development should be delivered through the development. This will be identified through an **infrastructure assessment during the planning application process**, which will have regard to the local infrastructure delivery plan or programme, and the CIL contribution that the development will make. Where additional required infrastructure cannot be delivered, the scale of the development should be reconsidered to reflect the capacity of current or future planned supporting infrastructure.

### Implementing the New London Plan Policy D1A

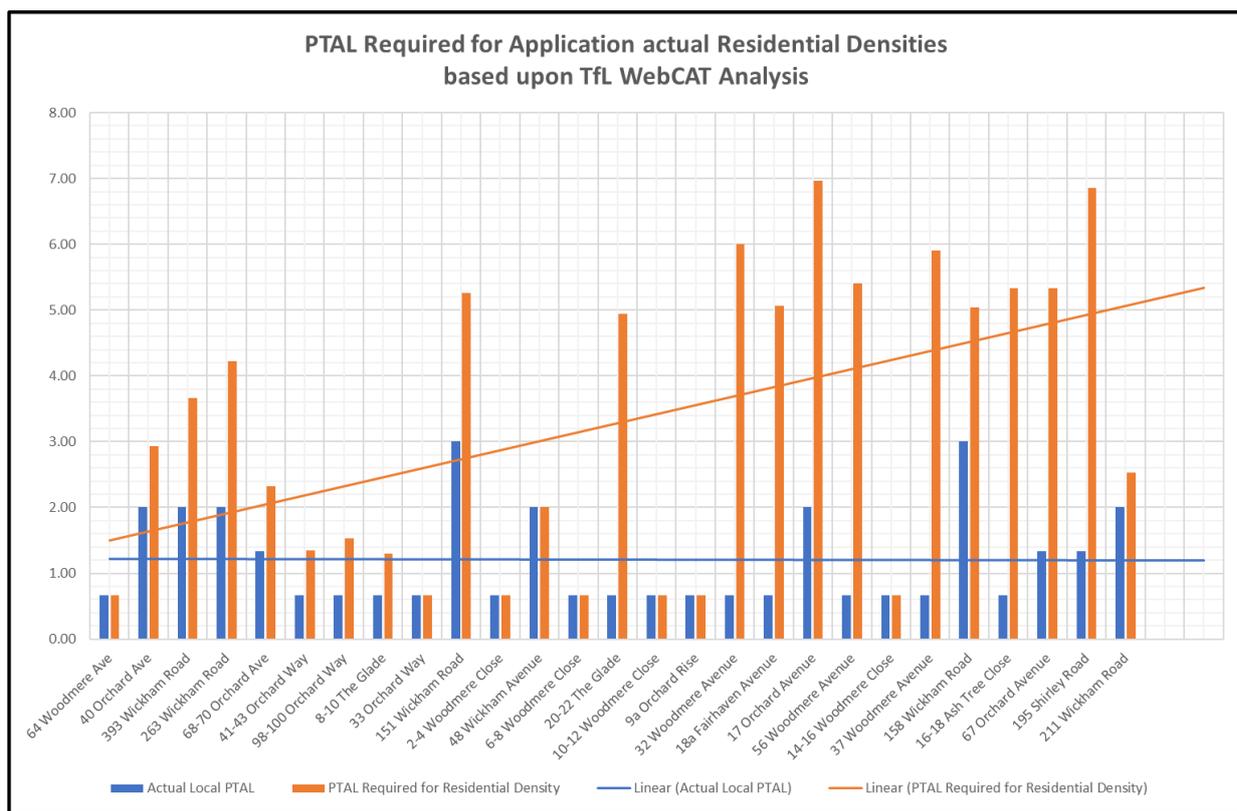
**Policy A1.** The future Planned level of Infrastructure should be linked to the future level of Infrastructure – The only Infrastructure level currently established is the Public Transport Accessibility Level, which is forecast by TfL to be at PTAL 2 up to 2031.

**Policy A2.** The proposal should be proportionate to the site's connectivity and accessibility and by definition the Access Index Range, as shown above clearly shows that the proposal does **NOT** meet that requirement.

**Policy B.** It is clear there is currently insufficient capacity of existing infrastructure to support the proposed densities (including the impact of cumulative development) and that the development is contingent on the provision of new infrastructure, including public transport services, it is not appropriate that if approved, the development could be phased accordingly.

**Policy C.** As the proposal exceeds the capacity identified for this site allocation and the planned infrastructure capacity will be exceeded, additional infrastructure proportionate to the development should be delivered through the development. This should be identified through an “infrastructure assessment” during the planning application process prior to a determination.

This clearly indicates an overdevelopment of this site even at a location designated for “Focussed Intensification” at a Residential Density of 414.29 hr/ha and Housing Density at 128.57 units/ha.



This histogram (above) shows the Cumulative Over-development in the MORA Post Code Area and the effect of inadequate Public Transport Accessibility resultant on recent in-fill or redevelopments as defined by Transport for London.

**London Plan Policy D1B Monitoring density and site capacity - para 1.1B.23 and 3.1B.24 requires Applicants provide the following parameters:**

- 1) Number of Units per hectare = 128.57 u/ha
- 2) Number of Habitable Rooms per Hectare = 414.29 hr/ha
- 3) Number of Bedrooms per hectare = 285.71 Bedrooms/ha
- 4) Number of Bed Spaces per hectare = 428.57 Bed Spaces/ha  
And at para 3.1B.24 calls for:
  - 5) Total Floor Area Ratio (Total GIA/ha) = 8886.43 GIA/ha
  - 6) Site Coverage Ratio (Ground Floor GIA/ha) = 3086 GIA/ha
  - 7) Maximum Height above Ground Level = Not Stated.

However, the Policy fails to provide any Clue as to how to analyse the appropriateness of these parameters or to provide any guidance of their acceptability or otherwise. So interesting requirement, but of absolutely no use.

**No Infrastructure assessment** has been undertaken as required by the Policy by either the applicant or the Spatial Planning Departments to establish the appropriate Densities or Access Availability for Public Transport to ensure this proposal is considered Sustainable Development at this site with the offered Residential and Housing Densities of 414.29hr/ha and 128.592units/ha respectively.

This application significantly exceeds the Public Transport Accessibility capacity forecast up to 2031 and the planned infrastructure capacity will be significantly exceeded which means this proposal should be refused as NOT meeting the requirements of New London Plan Policy D1A - Infrastructure Requirements for Sustainable Densities.

**Amenity space:**

**Croydon Plan Policy DM10 paras**

**6.72** Policies **DM10.4** and **DM10.5** apply to all **new residential developments and conversions**. Croydon's local character is the leading consideration on the quantum of private and **communal open space to be provided for developments**. When calculating the amount of private and communal open space to be **provided the following elements should be excluded**:

- a. Footpaths;
- b. Driveways;
- c. Front gardens;
- d. Vehicle circulation areas;
- e. Parking areas;
- f. Cycle parking areas; and
- g. Refuse areas.

**6.74 Communal open space** is defined as **amenity space that is shared**, accessible to all within the development and **could be for their exclusive use**.

**6.77** The provision of private and **communal amenity space per unit**, including child play space of 10m<sup>2</sup> per child, based on the calculation of numbers of children yielded from the development as set out in the Table 6.2 may be pooled to create a **communal amenity space for a flatted development** that meets all the requirements of this policy.

**Draft London Plan – consolidated changes version – clean July 2019**

**Table 3.2 Qualitative design aspects to be addressed in housing developments**

**Outside Space:**

**Item IV Communal Open Amenity Space Should:**

- provide sufficient space to meet the requirements of the number of residents
- be designed to be easily accessed from all related dwellings
- be located to be appreciated from the inside
- be positioned to allow overlooking
- be designed to support an appropriate balance of informal social activity and play opportunities for various age groups
- meet the changing and diverse needs of different occupiers

This proposed development has **NO provision of Communal Open Space** or communal amenity space for the future occupants of the development and therefore does NOT meet Croydon Plan Policy DM10 Table 6.2 or the New London Plan Table 3.2 as extracted above.

**London Plan Policy S4 Play and informal recreation:**

**London Plan Policy S4 Play and informal recreation: Para 5.4.5**

**5.4.5** Formal play provision should normally be made **on-site** and provide at least **10square metres per child** to address **child occupancy and play space requirements generated by a development proposal**. Supplementary Planning Guidance will provide additional detail on the application of this benchmark and other implementation issues. Where development is to be phased, there should be an early implementation of **play space**.

There is **NO Designated Play Space for Children** for this development proposal as required of New London Plan Policy S4 Para **5.4.5**. and therefore should be refused.

The proposal would provide possibly, up to **12 bed-spaces for children** which would require a maximum of **120m<sup>2</sup> play space area** provided but there is **NO allocation** provided and **as such this application should be refused**.

**Policy GG1 Building strong and inclusive communities**

- B. provide access to good quality **community spaces**, services and amenities and **infrastructure that accommodate, encourage and strengthen communities**, increasing active participation and social integration, and addressing social isolation.

The proposal fails to define the appropriate **communal open space** provided for the occupants of the development. The Proposal fails to meet the requirement of available infrastructure to accommodate the community and therefore fails to meet the objectives of Policy GG1 and should be refused.

## **Policy GG2 Making the best use of land**

BA. applying a design-led approach to determine the **optimum development capacity of sites**.

The Applicant has **NOT** applied the **Design-led-approach** as defined by the **New London Plan Policy GG2** to ensure the proposal optimises the site's development **capacity** and **sustainability** in relation to **supporting infrastructure** for this site.

### **Residential Car Parking**

The proposal provides 9 Parking Spaces – one per dwelling – and at 0.3 spaces per occupant. However, access and egress from some spaces will be difficult. It is requested that **swept path diagrams** of **ingress and egress** for parking bays nos. **1 to 4** and **8** and **9**, are provided by the applicant, to show how ingress and egress manoeuvres are possible if the remaining spaces are all full and **without requiring to mount or fail any protruding obstacles**.

### **In Summary:**

We object to this proposed re-development on the following grounds:

- 1) Failure to meet the London Plan and Croydon Plan Policy DM10 Minimum Space Standards for the future occupants for the lifetime of the development;
- 2) Failure to meet the existing adopted London Plan Policy 3.4 – Optimising Housing Potential with respect to Residential and Housing Densities at a Suburban setting and PTAL 2, and forecast to remain at PTAL 2 until 2031;
- 3) Failure to meet the new Draft London Plan Policy 1DA - Infrastructure Requirements for Sustainable Densities;
- 4) Failure to evaluate requirements of the proposal as required by the “*Design-led-approach*” as required of the new London Plan Policy 1DA - Infrastructure Requirements for Sustainable Densities at Policy D1A paras 3.1B.23/24;
- 5) Excessive Overdevelopment for the locality, forecast to remain at PTAL 2 up to 2031 in terms of appropriate Residential and Housing Densities in a “Suburban Setting”;
- 6) Inadequate Amenity Space or Communal Open Space for the future occupants of the development for the lifetime of the development;
- 7) No provision of the required “Play Space for Children” of the future occupants of the development’ as required by the London Plan and Croydon Local Plan 2018.

**SDP2 Chapter 2 Suburban Residential Development & Chapter 3 Areas of Focussed Intensification** (Section 3.15) do **NOT preclude** any of the above-mentioned reasons for objecting as the Reasons for objection are based on the adopted or emerging Policies of Planning Inspectorates approval whereas SPD2 is only Supplementary Guidance which has no authoritative Inspectorate Policy Approval to override the above referenced Policies. We therefore **strongly urge the LPA to robustly refuse this application** on the forgoing grounds as listed, **including any other relevant policies that we may have overlooked**.

Please register our submission on the on-line comments for this application as **Monks Orchard Residents' Association (Objects)**. Please inform us of your recommendation and decision in due course.

Yours sincerely



Derek C. Ritson - I. Eng. M.I.E.T. (MORA Planning).

On behalf of the Executive Committee, MORA members and local residents.

**Cc:**

Mr Pete Smith	Head of Development Management (LPA)
Sarah Jones MP	Croydon Central
Steve O'Connell	GLA Member (Croydon & Sutton)
Cllr. Gareth Streeeter	Shirley North Ward Councillor
Cllr. Richard Chatterjee	Shirley North Ward Councillor
Cllr. Sue Bennett	Shirley North Ward Councillor

**Bcc:**

MORA Executive Committee  
Local effected Residents