

Mr Nathan Pearce

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**Monks Orchard Residents'
Association
Planning**

31st August 2021

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Reference:	21/04094/FUL
Application Received:	Tue 03 Aug 2021
Application Validated:	Tue 03 Aug 2021
Address:	27 Orchard Rise Croydon CR0 7QZ
Proposal:	Demolition of an existing house and erection of two semi-detached pairs to provide 4 houses including associated amenity space, landscaping, parking, cycle and refuse storage.
Status:	Awaiting decision
Case Officer:	Nathan Pearce
Consultation Date:	Wed 08 Sep 2021
Decision Deadline:	Tue 28 Sep 2021

Dear Mr Pearce

Please accept this letter as a formal objection to Application **Ref: 21/04094/FUL** for **Demolition of an existing Bungalow and erection of two semi-detached pairs to provide 4 houses including associated amenity space, landscaping, parking, cycle and refuse storage.**

The **Monks Orchard Residents' Association** is registered with the **Croydon LPA** and represents approximately **3,800** households in the **Shirley North Ward**. We understand the *need* for additional housing but take the view that new housing developments and Residential Extensions & Alterations **must** be **sustainable**^[1] and meet the current and emerging planning policies to ensure future occupants have acceptable living standards and acceptable accessibility to public Transport Infrastructure.

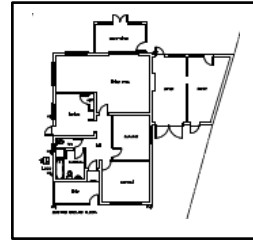
We only object when proposals do not comply with current adopted or emerging planning policies designed to minimise overdevelopment and retain the local character within acceptable constraints, or vaguely specified policies which are subject to varying interpretations.

The proposal is for demolition of a **family Detached Bungalow** of an *estimated 5 habitable Rooms* in a Site Area **927m² (0.0927ha)** with an *estimated Residential Density* of **43.15hr/ha** or **43.15bs/ha** and a **Housing Density** of **10.79units/ha**, replaced with two blocks of **semi-detached houses** (4 Units).

[1] <https://www.legislation.gov.uk/ukpga/2004/5/section/39>

Existing family home at 27 Orchard Rise:

27 Orchard Rise (Existing)					
	Site Area	927	sq.m.	0.0927	hectares
	Habitable Rooms	Bedrooms	Bedspaces	Car Parking	GIA
	4	2	4	3	Not Known
Residential Density	43.15	hr/ha			
Residential Density	43.15	bs/ha			
Housing Density	10.79	Units/ha			



Existing 27 Orchard Rise - Dwelling parameters (Details from previous application)

Parameters of proposal:

27 Orchard Rise	Units	4			Residential Density		194.1748 hr/ha			PTAL				
	Site Area	927 sq.m.			Residential Density		215.7497 bs/ha			2011 1a	0.66			
	Site Area	0.0927 hectares			Housing Density		43.14995 Units/ha			2031 1a	0.66			
New	Floor	Bedrooms	Bed Spaces available	Habitable Rooms	GIA Offered	GIA Required	Built-In Storage Offered	Built-In Storage Required	Private Open Space Offered (sq.m.)	Car Parking	Disabled Bay (Electric Charging Point)	Cycle Store	Estimated Number of Adults	Estimated Number of Children
Plot 1	Ground	0	0	1	96	84	Loft Space	2.5	Rear Garden	1	EC	2	2	2
	First	3	4	3										
Plot2	Ground	0	0	1	108	106	Not Stated	3	Rear Garden	1	EC	2	2	4
	First	3	4	3										
Plot3	Second	1	2	1	108	106	Not Stated	3	Rear Garden	1	EC	2	2	4
	Ground	0	0	1										
	First	3	4	3										
	Second	1	2	1										
Plot4	Ground	0	0	1	96	84	Loft Space	2.5	Rear Garden	1	EC + DB	2	2	2
	First	3	4	3										
Totals		14	20	18	408	380	0	11	0	4	0	8	8	12
Average hr/Unit		4.5 hr/ha	Car Spaces per occupant			0.2	Floor Area Ratio			0.44				
Average bs/Unit		5.0 bs/ha	Car Spaces per Adult			0.5								

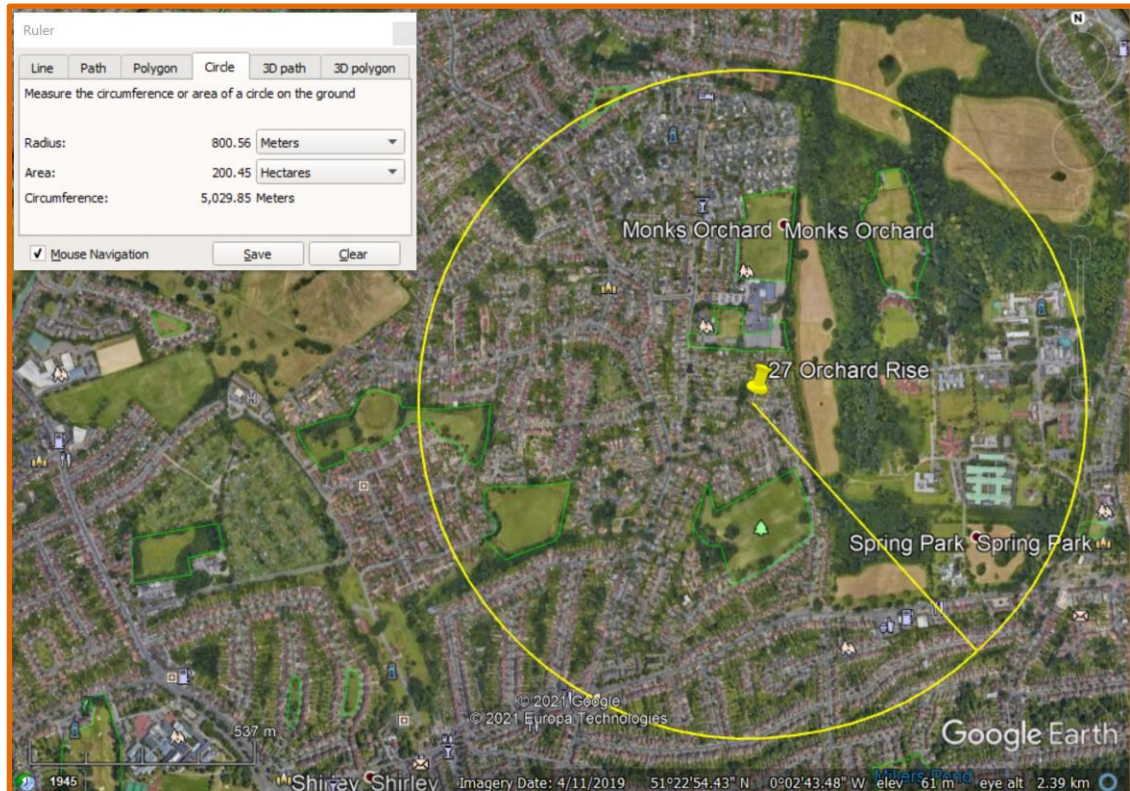
Proposed Development parameters as provided by the Applicant.

1 Site Location & Character Appraisal:



- 1.1 The Site is Outer London Suburban or Suburban with Local Character currently predominantly detached and semi-detached Bungalows (prior to the redevelopment at 9a Orchard Rise) with associated generous medium sized garden space and Public Transport Accessibility Level (PTAL) at 1a and forecast to remain at 1a up to 2031, a sought after suburban residential area.

- 1.2 The Google Earth image (below) illustrates the development site for this proposed development at **27 Orchard Rise** which has Public Transport Accessibility Level of **1a** and is over **800m** radius from any **Train Station** or **Tram Stop** and is greater than **800m** (Line of Sight) from a '**District**' Centre and therefore the locality is **NOT** '**appropriate**' for "**Incremental Intensification**" as defined by the **London Plan (2021) Para 4.2.4.**



Google Earth Image showing Location of 27 Orchard Rise at PTA 1a, exceeding 800m from any Tram/Train Station and exceeding 800m from the nearest District Centre – Therefore 'Inappropriate**' for Incremental Intensification.**

- 1.3 **London Plan (2021) Policy H2 – Small Sites; Para 4.2.4:**

- 1.3.1 ***"Incremental intensification of existing residential areas within PTALs 3-6 or within 800m distance of a station^[2] or town centre boundary^[3] is expected to play an important role in contributing towards the housing targets for small sites set out in Table 4.2."***

Therefore, the location is "**Inappropriate**" for "**Incremental Intensification**".

2 Public Transport Accessibility:

- 2.1 27 Orchard Rise has a poor level of Public Transport Accessibility Level (PTAL) at PTAL 1a provided by a single decker 367 Bus Service between Bromley and West Croydon via The Glade (between the A232 and the A222) via a winding diverse route at service intervals averaging ≈20 minutes.

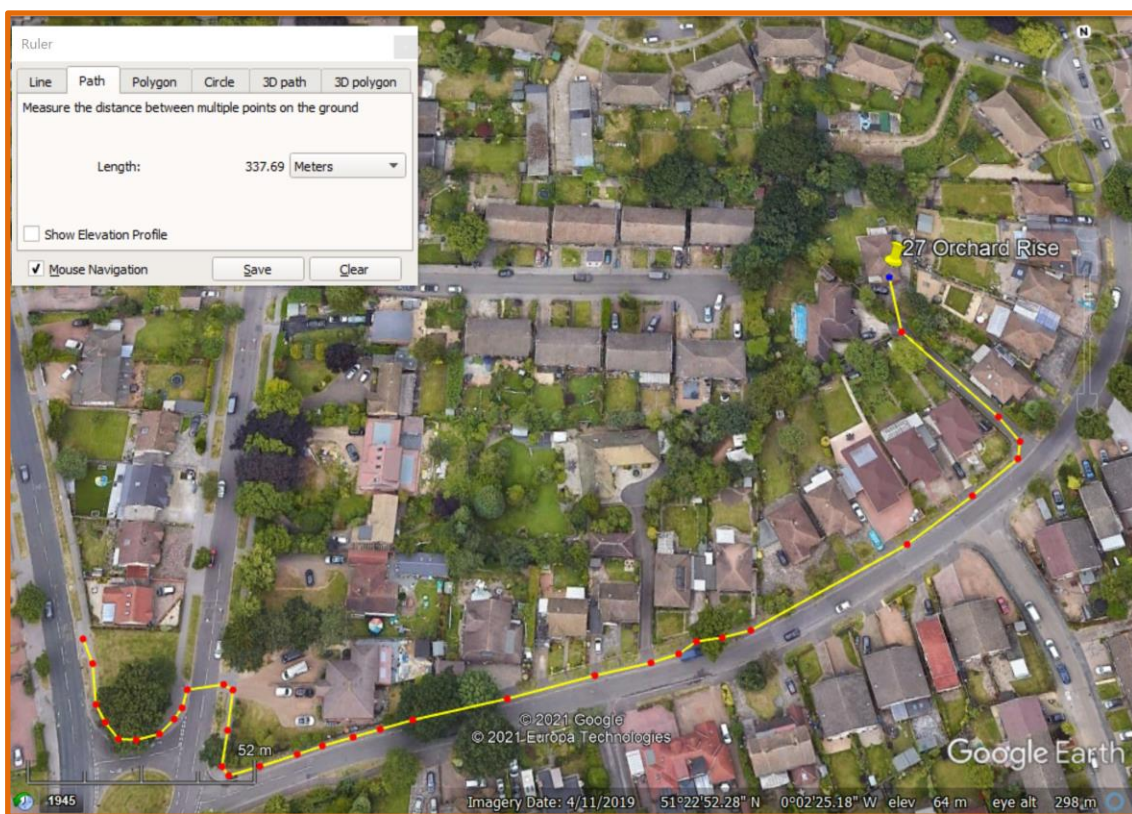
[2] Tube, Rail, DRL or Tram Station.

[3] District, Major, Metropolitan and International Town Centres.

- 2.2 **Walking distances to the nearest 367 Bus Stops in The Glade is about $\approx 528\text{m}$, (Bromley direction bus stop) and $\approx 338\text{m}$ (for Croydon direction).**



Walking Distance to the 367 Bus Stop – toward Bromley



Walking Distance to the 367 Bus Stop – toward Croydon

3 General Comments on Design & Character

- 3.1 This proposed development would result in the loss of a family home with garden. The proposed development is dominant and out of keeping with the local character of Two Storey Detached and Semi-Detached Bungalows and houses with reasonable front and rear gardens.
- 3.2 The Design and Access statement at 1.3 - Movement and Accessibility - lists 6 parking spaces when there are only 4 available on the Site Layout Plan.
- 3.3 Plot 4 is required to be to M4(3) Wheelchair user accommodation Building Regulation Standards, but the Disabled Car parking bay is the furthest distance from the dwelling at Plot 4. The Plot 4 Plan looks no different from Plot 1 – with regard to Wheelchair accessibility and manoeuvrability. This needs to be checked.
- 3.4 The Vehicle Swept Path ingress and egress are inaccurate, and we contend that the access and subsequent exit is not physically possible as detailed in the section below on parking and swept paths. This is clear evidence of over development for the awkward shaped site of 0.0927ha at a suburban setting of PTAL 1a.
- 3.5 London Plan Policy H2 Table 3.1 Built-In Storage for Plots 2 and 3 are undefined when a minimum of 3m² is required. It is assumed that Plots 1 and 4 Loft Space has been considered to be In-Build Storage, but this has not been identified as such on the plans or within the Design and Access Statement. We challenge whether this is acceptable.
- 3.6 Croydon Local Plan at Para DM13.1 States:



DM13.1 To ensure that the location and design of **refuse and recycling facilities** are treated as an integral element of the overall design, the Council will require developments to:

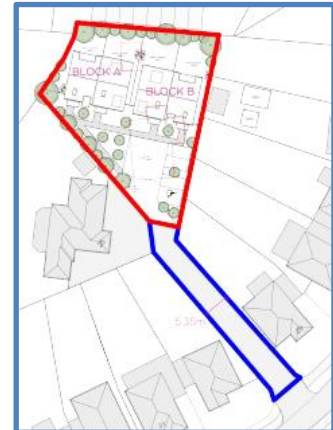
- a) Sensitively integrate refuse and recycling facilities within the building envelope, or, in conversions, where that is not possible, **integrate within the landscape covered facilities that are located behind the building line where they will not be visually intrusive or compromise the provision of shared amenity space;**

- 3.6.1 The Bin Storage for each dwelling is positioned adjacent to the front entrances and only has space to accommodate two Bins whereas the current requirement for Croydon Refuse Collection requires a minimum of three bins and four if Garden Waste is included. There is therefore **insufficient** bin storage capacity for each dwelling.

The Bin Store for collection from all dwellings is on the forecourt in front of the building line of the development and therefore in breach of DM13.1.

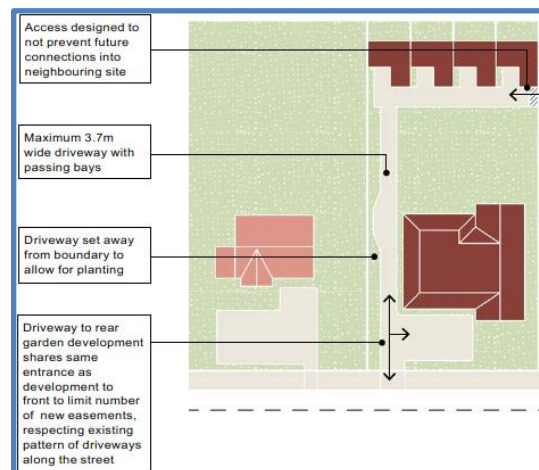
3.6.2 The access for the **Cycle Stores** requires lifting and transporting the bicycles through the interior of the dwellings as the provided drawings show fencing (without gates) preventing access to the Cycle Stores in the rear gardens via the flank sides of each of the dwellings.

3.6.3 The length of the Driveway is **≈42m** from Orchard Rise footpath to site, which exceeds the Bin '**Pull Distance**' of **20m** for Refuse Collection operatives, from a Collection Vehicle parked in Orchard Rise. It is unlikely that the Refuse Collection Vehicle would enter the driveway to get nearer the Bin Store collection point as there is no viable turning head and the vehicle would need to reverse out over the footpath. Also, the angle of entry would likely prevent the refuse collection vehicle a straight entrance into the driveway from the narrow **5m** width Orchard Rise roadway.



3.6.4 The requirement of **DM13.1** has been **breached** as the refuse and recycling facilities (Bin collection Stores) for the proposed development are positioned on the forecourt and are visually intrusive and compromise the provision of shared amenity space and parking access.

3.6.5 The drive between 23 and 29 Orchard Rise is a private drive for access to 25 & 27 and occupiers of 25 & 27 are the only residents that have a right of way over the drive. We are aware this is not a planning issue, but it is understood legal opinion is being sought as to whether or not the developer can use this private drive as access to their construction site and whether or not the new properties will have the benefit of the right of way via this drive. The developer has incorrectly labelled the private drive as "Orchard Rise" (i.e., an extension of the road) in their planning application documents which is definitely inappropriate. The owners of 25 Orchard Rise also own their side of the drive up to the middle line.



3.6.6 SPD2 Suburban Design Guide (diagrams right) requires a minimum drive entrance width of **3.6m** and for **Fire appliance access**, should be **3.7m** width. The Site Layout indicates the width is **5.35m** at para 9 of the '**Fire Strategy Statement**' whereas the actual width as physically measured is **3.35m kerb-to-kerb**. It is of significant concern therefore, that the proposal assumes a Fire Appliance could



access the drive for **20m** and be **35m** from the furthest dwelling to attend an incident. The Swept path requirement for a **Fire Appliance** vehicle from Orchard Rise (**5m wide**) would require a Turning Circle of **≈15.5m** and a minimal Swept Circle trajectory curve of **≈17.5m** which looks **extremely doubtful on the site plans**.

4 London Plan Policy D6 Housing quality and standards

4.1 The proposal meets most accommodation standards as defined by the New **London Plan (2021)** except that the proposal does NOT appear to identify any '**In-Built**' **Storage capacities** for **Plots 2 and 3**. These Standards are appropriate for the storage of the normal living clutter requirements for future occupants as defined in the **New London Plan (2021) Table 3.1**. These are '**Minimum**' **Accommodation Space Standards** which, in addition, the London Plan recommends "**these minimum standards should be exceeded if at all possible**". It is unacceptable that this requirement is not fully met and gives further evidence of overdevelopment of the site area of **927m²** or **0.0927ha** as there is insufficient space to provide the minimum in-built storage space requirement.

5 The Croydon Local Plan & The London Plan 'Growth' Policies.

5.1 The LPA has a **Statutory requirement** ^[4] to ensure that proposed developments are **Sustainable** – (Section 39(2) of the Planning and Compulsory Purchase Act 2004) and **NPPF** ^[5] **Section 2 - Achieving sustainable development**. In order to comply with this **legal requirement**, a criterion or definition of '**sustainability**' and the measurable quantifiable parameters for assessing '**sustainability**' within the proposed development '**Site Capacity**' are necessary to comply with the definition of the **sustainability criterion** in the Local Plan but **are conveniently omitted** by the professional Spatial Planning authors of the adopted **Croydon Local Plan (2018)**.

5.2 Croydon Local Plan "Growth" Policies

Table 6.4 Accommodating growth and improving Croydon

Method of accommodating growth and improving Croydon	How it works	Applicable policies
Evolution without significant change of area's character	Each character type has a capacity for growth. Natural evolution is an ongoing process where development occurs in a way that positively responds to the local context and seeks to reinforce and enhance the existing predominant local character. Most development throughout the borough will be of this nature.	DM10.1 – DM10.10
Guided intensification associated with enhancement of area's local character	Areas where the local character cannot be determined as a result of no one character being dominant, further growth can be accommodated through place specific enhancement policies.	DM34 – DM49
Focussed intensification associated with change of area's local character	Further growth can be accommodated through more efficient use of infrastructure. Due to the high availability of community and commercial services, intensification will be supported in and around District, Local and potential Neighbourhood Centres which have sufficient capacity for growth.	DM10.11
Redevelopment	In larger areas where growth would result in a change to the local character it must be supported by masterplans or design codes.	DM36.2 DM38.1 DM49.1

Croydon Local Plan Policy for "Growth" at DM10 Table 6.4

5.3 The Croydon Local Plan '**Growth**' Policies in **Table 6.4**, **DM10.1 to DM10.11** or **DM34 to DM49** and **DM36 to 49**, '**purports**' to describe regeneration "**Growth**" by either "**Redevelopment**" or "**Evolution**" but gives no definition of the acceptable magnitude of such growth in terms of appropriate '**Site Capacity**', '**Local and future**

[4] <https://www.legislation.gov.uk/ukpga/2004/5/section/39>

[5]

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NP_Feb_2019_revised.pdf

infrastructure' ^[6] or *'Public Transport Accessibility'* ^[7] and therefore the Policy is *'unenforceable'* and *'undeliverable'* as it has no measurable methodology, is imprecise, indeterminate and devoid of any Policy definition other than guidance to *"seek to achieve"* a minimum height of **3 storeys** at specific locations. Thus, there is absolutely NO distinguishing policy between the designations or the local **setting** of a proposal – i.e., *outer suburban, suburban, urban or central settings or the variations in Public Transport Accessibility*. The Policy Fails to meet the guidance required in **NPPF** ^[8] (2019) Section 3. **Plan-making** and specifically **NPPF** para 16 d) or Para 35, a) **Positively prepared, b) Justified, c) Effective & d) Consistent with National Policy** or more importantly the **Statutory** requirement to ensure *'Sustainable Developments'* ^[9]. In fact, the Policy is quite *"meaningless"* and *"nugatory"* but subject to the *"professional"* judgment of Case Officers without any reliable credible justification.

- 5.4 The Policy provides a *vague objective* that does not consider the limits or allow a substantive determination reflecting the new **London Plan Policy** ^[10] 4.2.4 or to determine the criteria how areas *'inappropriate'* for *"Incremental intensification"* should be assessed. The guidance gives applicants no policy difference between localities or character such that all sites are similarly treated, and result in proposals which cram the highest possible densities irrespective of location, supporting infrastructure or the **capacity** of the site.
- 5.5 It can however be logically assumed that *"Gentle Intensification"* or *"Gradual, Moderate Incremental Intensification"* (Undefined) would have an appreciably *'discernible'* reduction of Density than those categories listed in Croydon Local Plan Table 6.4 - Accommodating Growth.
- 5.6 The Google Earth image (See para 1.2 above) illustrates the development site for this proposed development is **inappropriate** for "Incremental Intensification" as defined by the **London Plan (2021) Para 4.2.4**.
- 5.7 London Plan (2021) Policy H2 – Small Sites; Para 4.2.4:
"Incremental intensification of existing residential areas within PTALs 3-6 or within 800m distance of a station ^[11] or town centre boundary ^[12] is expected to play an important role in contributing towards the housing targets for small sites set out in Table 4.2."
- 5.8 It is noted that the *"Pre-Application Discussions"* (See Design & Access Statement) did not include any assessment of *'Site Capacity'* limitations or **Growth Limits** appropriate for this proposal at this **Setting** and location of **PTAL 1a** and no evidence of guidance ^[13] was given to meet the objectives of the **London Plan**

^[6] <https://drive.google.com/file/d/1v7u6ID7rqzjJDsMwQueuf5-c7x6GpZel/view>

^[7]

<https://www.croydon.gov.uk/sites/default/files/articles/downloads/Development%20Infrastructure%20Funding%20Study%20%28DIFS%29%202019.pdf>

^[9] This is a legal requirement of Local Planning Authorities exercising their plan-making functions.

^[10] London Plan (2021) Policy H2 Small Sites para 4.2.4 incremental intensification

^[11] Tube, Rail, DRL or Tram Station.

^[12] District, Major, Metropolitan and International Town Centres.

^[13] Pre-Application Comments – Design and Access Statement.

Policy D3 on the “Design-Led-Approach” or the “NPPF National Design Code Assessment” guidance.

6 London Plan Policy H2 Small sites:

6.1 Boroughs should pro-actively support well-designed new homes on small sites (below 0.26 hectares in size) through both **planning decisions** and **plan-making**.

*“4.2.6 The **small sites target** represents a small amount of the potential for **intensification** in existing residential areas, particularly in **Outer London**, therefore, they **should be treated as minimums**. To proactively increase housing provision on small sites through incremental development, Boroughs are encouraged to prepare **area-wide housing ‘design codes’**, in particular, for the following forms of development: residential conversions, **redevelopment**, extensions of houses and/or ancillary residential buildings.”*

6.2 **NO IT DOES NOT** represent a small amount of the potential for intensification in existing residential areas, particularly in our Shirley North Ward! In our MORA area, Small Site development represents a significant ‘intensification’ (see Histogram below) ^[14] based upon TfL WebCAT analysis. There is no quantifiable definition of “gentle **Densification**” or “Gradual, Moderate Incremental **Densification**”. Thus, all these Policies are very **subjective, vague** and **inadequately** defined for any **professional** assessment. The assessment is at the subjective prejudicial whim of Case Officers, unrelated to any design guidance.

6.3 It is not clear how this proposal meets or fails the **statutory requirement** of **sustainable development**, ^[15] including assessment of ‘**site capacity**’ and other supporting **sustainable infrastructure** requirements including the methodology of assessment. It is unacceptable that a determination based upon a Case Officer’s ‘**subjective prejudicial assessment**’ can be recommended without **Development Management logical justification** of ‘**sustainability**’. In addition, there is NO definition of “**incremental densification**” which is therefore, meaningless, and there are NO published “**Design Codes**”.

6.4 At 4 dwellings on a Site Area of 0.0927ha gives a Housing Density of 43Units/ha which is within the **National Design Guide** range of 40 to 60 Units/hectare in a Suburban Setting at **PTAL 1a**.

7 **Residential Density**

7.1 The **Dwellings** and **local supporting infrastructure** are used by **people** (not **Housing Units**) and therefore there should be some equivalent limits to local **Population Density** in relation to ‘**Site Capacity**’ for an appropriate **Residential Density (Bedspaces/ha)**, to ensure adequate spatial accommodation standards and **supporting infrastructure** for **sustainable**

^[14] <http://www.mo-ra.co/planning/planning-matrix/>

^[15] <https://www.legislation.gov.uk/ukpga/2004/5/section/39>

development are met, but I have not found any in the available published supposedly professional guidance. **Astonishing!**

7.2 In order to assess an appropriate **Residential Density** at a **Suburban Setting** and **PTAL of 1a** for this proposed **Site Capacity**, we have made some **estimated assumptions** (*relationships between habitable rooms v Bedspaces*) based upon the **Connectivity Assessments** provided by the TfL **Connectivity Assessment Guide** [16].

7.3 As there is NO Policy guidance for Residential Densities, we have used the TfL Connectivity assessment guide [17] suitably adjusted for bedspaces by comparing previous Shirley applications bedspaces and habitable rooms and estimating Bedspaces per hectare at the various PTAL levels at various settings. (See graphical representation below).

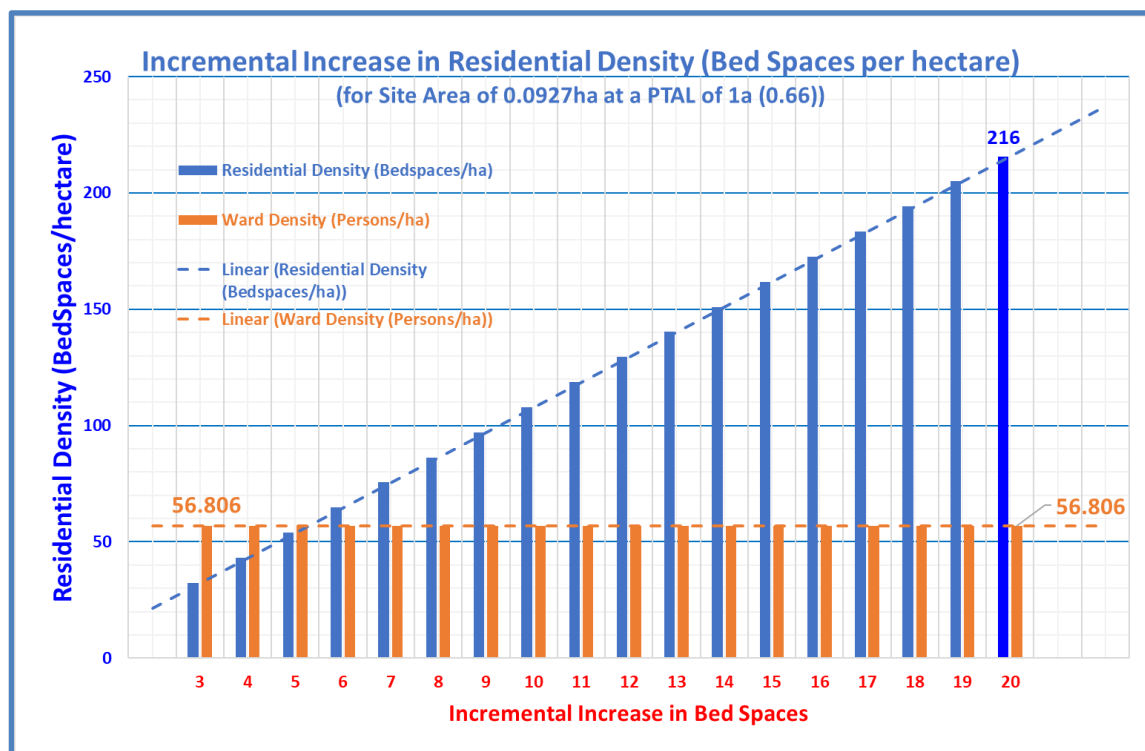


Illustration of incremental increase in Residential Density compared to the Ward Average (GLA Data minus areas of Local Open Spaces)

Population Density Analysis - Shirley North Ward			
Shirley North Ward [2019]	15058		Undeveloped Open Spaces:
Area Km ²	3.279	Km ²	Ashburton Playing Fields
Area Hectares	327.9	ha	Long Lane Wood
Population Density (per km ²)	4592.25374	per km ²	Monks Orchard & Orchard Way Primary School (Playing Field)
Population Density per ha (2019)	45.9225374	per ha	Orchard Park High School (Playing Field)
Annual Population Change (2011-2019) %	0.02	%	Parkfields Rec
Population Shirley North Ward (2021)	15660		Glade Woods, Greenview Green & Kempton Walk
Population Shirley North Ward per Km ² (2021)	4775.94389	per km ²	Primrose Lane (Allotments & Gardens)
Population Shirley North Ward per ha (2021)	47.7594389	per ha	Shirley Oaks Village Green
Area of Shirley North Ward minus Open Spaces	275.68	ha	Allotments (Tower View, Ash Tree Way)
Average Population Density (Built Area)	56.8061521	per ha	Total (Undeveloped Open Green Space Area)
			52.22 ha

GLA Data Set for Shirley North Ward Population Density

[16] <https://content.tfl.gov.uk/connectivity-assessment-guide.pdf>

[17] <https://content.tfl.gov.uk/connectivity-assessment-guide.pdf>

- 7.4 The most recent 20 developments in the Shirley area had an average of 6.17 New Dwellings with an average 23.414 habitable rooms and an average 23.14 Bedspaces with average occupancy of 3.75 persons per dwelling. So not a great deal of difference between habitable rooms and Bedspaces. Which means the TfL assessment values might work.

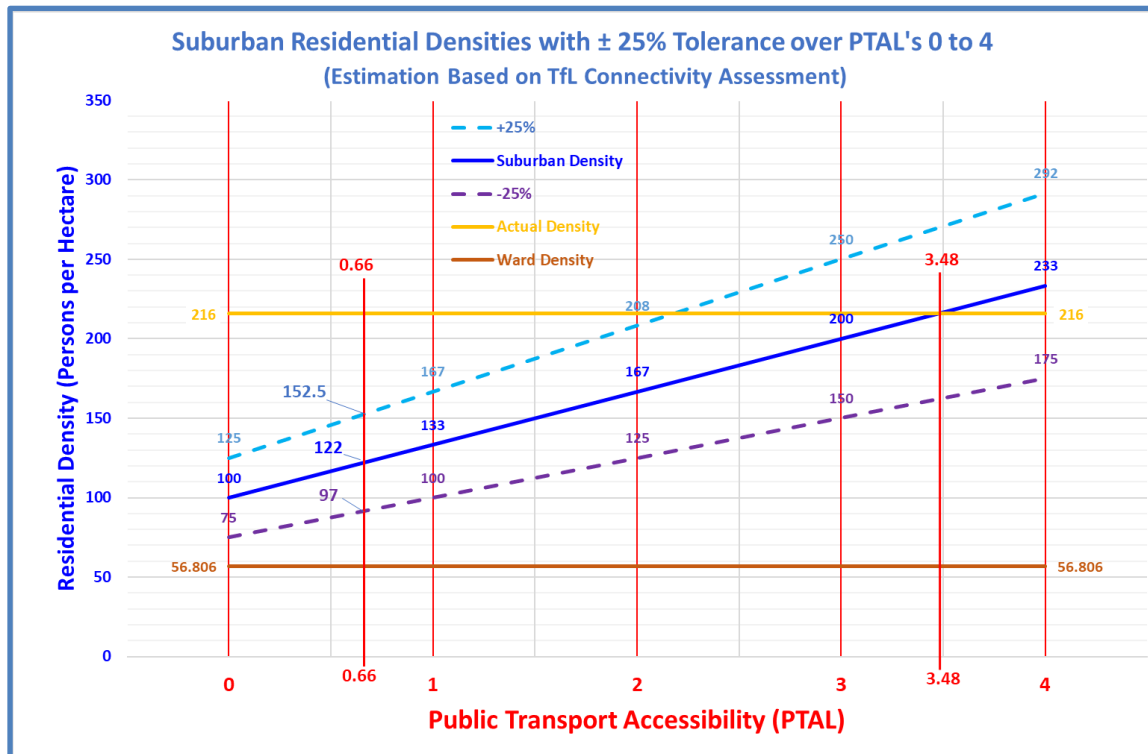


Illustration of Estimated Ranges of Residential Density in Bedspaces per hectare for a suburban setting of Site Area 0.927ha at PTAL 1a (≈ 0.66).

- 7.4.1 This analysis is found by a simple assumption of linear increase in density over the PTAL ranges on an assessment of the TfL Connectivity Assessment Guide as the New London Plan and the adopted Croydon Local Plan are totally deficient of any professional guidance on Residential Densities.

We only consider PTALs 0 to 3 as Shirley Residential Area has no PTALs above 3.

- 7.4.2 The Tolerance Range is estimated at $\pm 25\%$ of the TfL estimates for a suburban setting and follows a simple straight-line function $y = mx + c$ where y = Residential Density in Bedspaces per hectare, m = Slope = $\delta y / \delta x$, x = PTAL and c = y when $x = 0$ at the y intercept. For evaluation, PTAL 1a is assumed equivalent to a numerical value of 0.66 and 1b equivalent to numerical value of 1.33.

Thus:

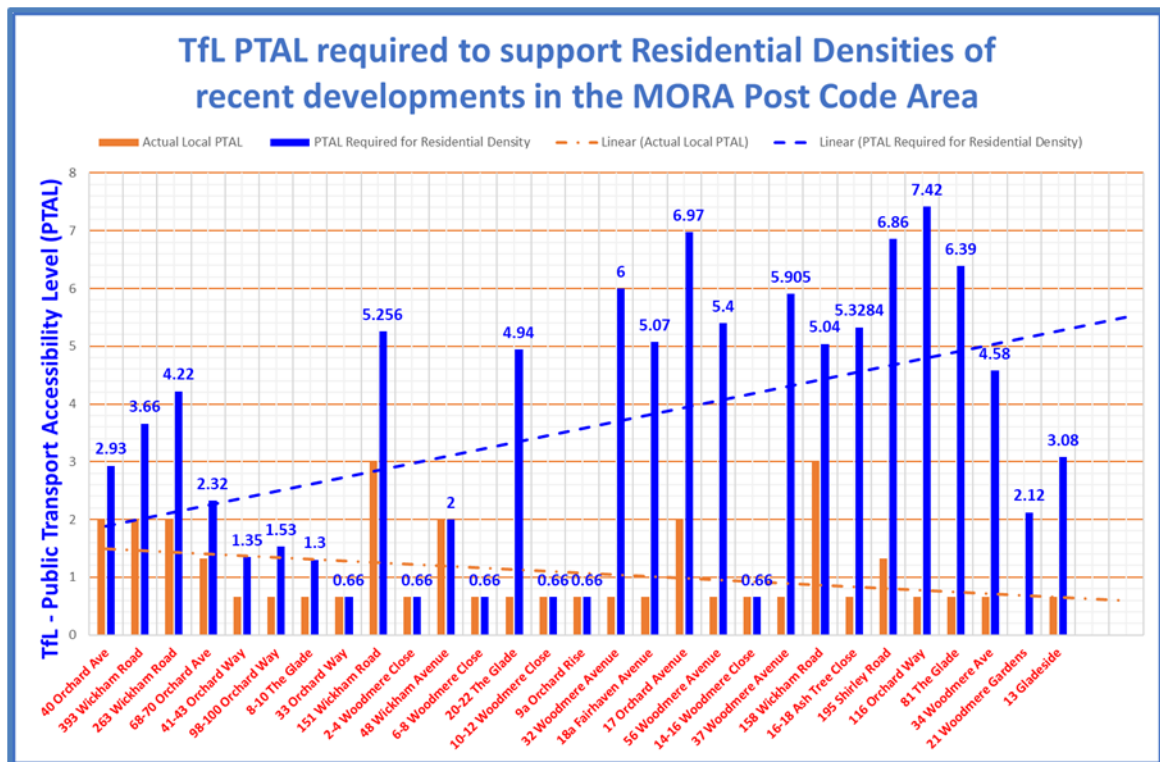
- For +25%; $m = (250 - 125)/3 = 41.66$ and $c = 125$
Therefore, $y_{(\max)} = \text{Residential Density}_{(\max)} = 41.66 * 0.66 + 125 = 152.5$ Bedspaces/ha
- For -25%; $m = (175 - 75)/3 = 33.33$ and $c = 75$
Therefore, $y_{(\min)} = \text{Residential Density}_{(\min)} = 33.33 * 0.66 + 75 = 97$ Bedspaces/ha
- For Nominal $m = (200 - 100)/3 = 33.33$ and $c = 100$
Therefore, $y_{(\text{nom})} = \text{Residential Density}_{(\text{nominal})} = 33.33 * 0.66 + 100 = 122$ bedspaces/ha.

- 7.4.3 The appropriate Residential Density at PTAL 1a at a Suburban Setting should be in the range **97 to 152.5 Bedspaces per hectare**, nominally **122 Bedspaces per hectare** when the proposal is for **216 Bedspaces per hectare** (i.e., a 77% increase from nominal) requiring a **PTAL of 216 = ((233-100)/4)x + 100** giving **x = PTAL = 3.48** and the available **PTAL is 1a** (\equiv to 0.66 numerically). This gives further indication of **Over Development**. The analysis clearly indicates a **simple methodology for assessment** when there is **NO** equivalent Policy in the **London Plan** or the **Croydon Local Plan**.⁷
- 7.4.4 The LPA **'Development Management'** consistently emphasise that Planning parameters should not be evaluated **"mechanistically"** but there is no other **logical methodology** to professionally evaluate planning policies as any alternatives are **unenforceable**, with no policy objectives, resulting in **subjective assessments** by **Case Officers** to their **prejudicial preferred assessments** for determinations. **"Mechanistic"** assessment against reasonably defined **'parameters'** with agreed **'tolerances'** is a preferred **'professional'** methodology for assessment which can then be fully understood by **applicants, local communities, and Planning Officers** [13] and are credibly enforceable.
- 7.4.5 If the Case Officer disagrees with this analysis, we would respectfully request that an assessment of an acceptable Residential Density meeting the criterion of **London Plan Policy D3** for **'Site Capacity'** be provided to support the **professional justification** of this Residential Density at this Site at the local PTAL of 1a.
- 7.4.6 So, what is the appropriate **Residential Density** of **'gentle densification'** for a **suburban setting** at **PTAL 1a** which is appropriate for a **suburban** setting or **outer suburban** setting over **800m** from a **Train/Tram Station** and over **800m** from a **District Centre** which, according to the **London Plan Policy H2 Para 4.2.4** is **"inappropriate"** for **"Incremental Intensification"** but appropriate for **"Gentle Densification"**? If the planning Officers and Local Plan cannot provide this guidance, **the Policies are useless!**

8 Year-on-year cumulative windfall redevelopments

- 8.1 Year-on-year cumulative windfall and redevelopments in the **Shirley North Ward** has unsustainable supporting infrastructure and access to public transport required for social cohesion from the new occupants of recent developments (see Histogram below) as there is no Policy or mechanism to manage the requirements of additional occupants of multiple cumulative high-density year-on-year developments as they are all **'assessed' individually**. Case Officers do not challenge cumulative effects of development proposals. Why?
- 8.2 The MORA Post Code Area has seen significant **'cumulative developments'** since 2016 representing a **significant increased intensification** (see Histogram 4 below) with absolutely no improvement in Public Transport Accessibility as based upon TfL WebCAT analysis or any improvement to other supporting services infrastructure.
- 8.3 The recent cumulative developments in the MORA post code area (See Histogram below) have and will all have contributed to the **'Community Infrastructure Levy'**

none of which has so far been visibly spent in the **MORA** area to improve the **Public Transport Accessibility** to support these increases in local Residential Densities. It also provides evidence that the Croydon LPA have disregarded the previous London Plan Policy 3.4 – Optimising Housing Potential, at least since approximately 2016.



Recent Year-on-Year Cumulative Windfall Redevelopments.

9 Residential Parking & Swept Path Diagrams.

9.1 The proposed development provides four parking bays for the 4 dwellings and probably 8 adults, one of whom is likely disabled.

9.2 Swept Path Diagrams Provided by the Applicant:

9.2.1 The Swept path diagram for Parking Bay 1, is extremely suspect. The Swept paths show an occurrence where the vehicle moves sideways at a steering 90° lock, or one wheel moves sideways (one occasion) but the adjacent wheel remains on a smooth trajectory which is again

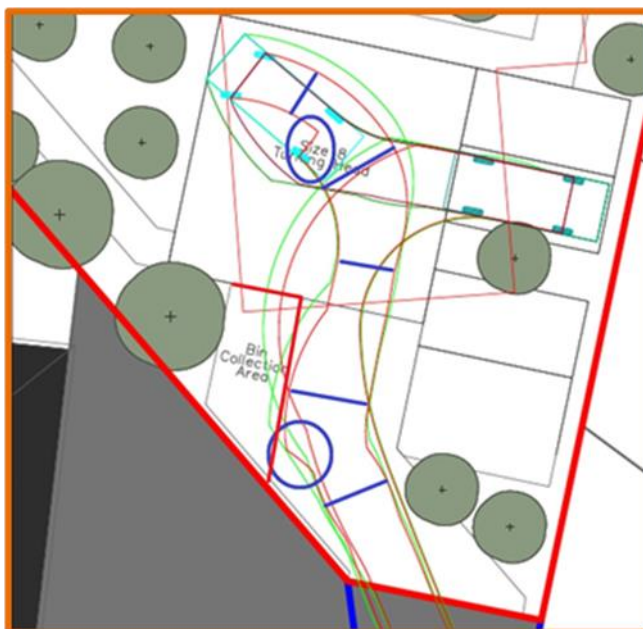


physically impossible (shown circled Blue on the illustration). In addition, the Wheelbase width is illustrated as variable over the swept path, which again is impossible. It is concluded that this Swept Path Diagram has been incorrectly produced to give the impression of acceptable ingress and egress, but the reality is an impossible manoeuvre and is **unacceptable**.

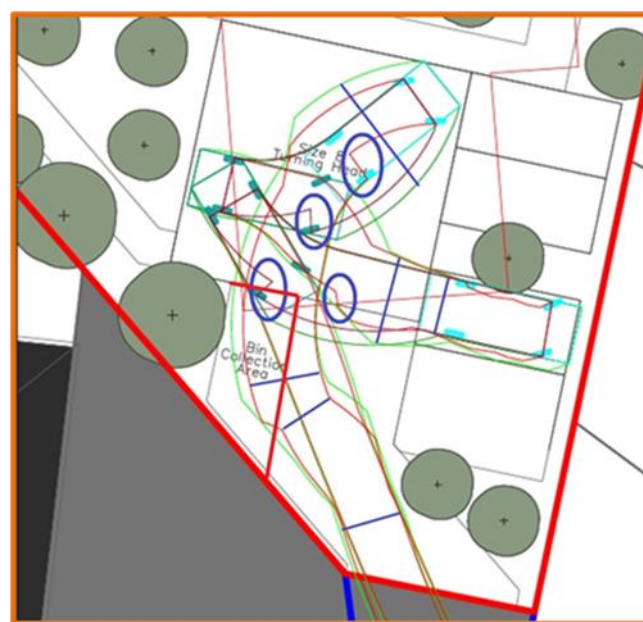
9.2.2 The manoeuvre also fails the Refuse Bin Collection area which is approximately 3m from the end of bay 4 (disabled bay).

9.2.3 Bay 1 should be the Disabled Bay to be nearest to Flat 4 which is to M4(3) Wheelchair user accommodation Building Regulation standard.

9.2.4 The Swept path diagram for Parking Bay 2, again is extremely suspect. The Swept paths again show occurrences where the vehicle moves sideways at a steering 90° lock, or one wheel moves sideways but, the adjacent wheel remains on a smooth trajectory which is physically impossible (shown circled Blue on the illustration right). In addition, the Wheelbase width is illustrated as variable over the swept path, which again is impossible. It is concluded that this Swept Path Diagram has also been incorrectly produced to give the impression of acceptable ingress and egress, but the reality is an impossible manoeuvre and is **unacceptable**. The manoeuvre also fails the Refuse Bin Collection area.



Parking Bay 2



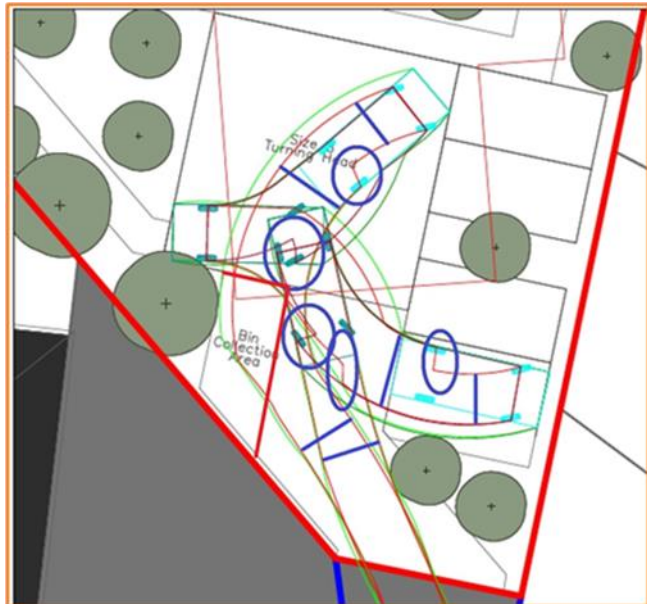
Parking Bay 3

9.2.5 The Swept path diagram for Parking Bay 3, again is extremely suspect. The Swept paths again show a number of occurrences where the vehicle moves sideways at a steering 90° lock (4 occasions), or one wheel moves sideways but, in some cases, the adjacent wheel again remains on a smooth trajectory which is physically

impossible (shown circled Blue on the illustration right). In addition, the Wheelbase width is illustrated as variable over the swept paths, which again is impossible. It is concluded that this Swept Path Diagram has also been incorrectly produced to give the impression of acceptable ingress and egress, but the reality is an impossible manoeuvre and is **unacceptable**. The manoeuvre also fails the Refuse Bin Collection area.

9.2.6 The Swept path diagram for Parking Bay 4 (Disabled Bay)

is again, extremely suspect. Bay 4 for the disabled driver has impossible ingress and egress due to the proximity of the Bin Collection Area. The Swept paths show a number of occurrences where the vehicle moves sideways at a 90° steering lock, or one wheel moves sideways but the adjacent wheel remains on a smooth trajectory which is physically impossible (shown circled Blue on the illustration right). This occurs on at least 5 occasions for this Disabled



Parking Bay 4 (Disabled Bay)

Bay 4. In addition, the Wheelbase width is illustrated as variable over the swept path, which again is impossible. It is concluded again that this Swept Path Diagram has been incorrectly produced to give the impression of acceptable ingress and egress, but the reality is an impossible manoeuvre and is **unacceptable**. The manoeuvre also fails the Refuse Bin Collection area.

9.2.7 Private cars do not have a 90° Lock for the front wheels to travel sideways nor the rear wheels which only have a linear direction forward or backward. Also, the parallel distance between wheels does not vary along a swept path trajectory, which again is not physically possible (see straight line lengths Blue on the illustrations).

9.2.8 In addition, all the swept paths necessary to enter or exit from the parking bays would require encroachment on the Bin Collection Area (Red on illustrations) which is approximately 3m from the end of parking bay 4.

9.2.9 These troublesome swept path diagrams are an attempt to disguise the impossibility of actual ingress or egress to/from the parking bays, which if overlooked would cause significant problems for future occupiers. This difficulty has arisen due to the awkward configuration of the site and parking has been an afterthought, not included in the early site layout design process. **The development requires total re-assessment.**

10 Housing Targets

10.1 One of the reasons for Case Officers approving '**suspect**' development proposals is the stated "**compelling need for more homes**" for which The London Plan and the Croydon Plan and the Croydon Local Plan Review have published '**housing targets**' for the Places of Croydon to meet this "**need**".

10.2 The London Plan's proposed 10-year windfall and redevelopment targets for Croydon are given in Policy H2 Small sites at Table 4.2 - 10-year targets (2019/20 - 2028/29) for Net housing completions on small sites (below 0.26 hectares) in size and for Croydon is stated to be **6,410 units** – which equates to **641 dwellings per year** for the '**whole of Croydon**' over the **Planned period 2019/20 to 2028/29**.

10.3 Croydon Plan Review (2019):

10.3.1 The Targets for new dwellings over the period 2019 to 2039 are set out in The **Strategic Forecast** for the Croydon Local Plan Review (2019-2039) which gives the target for the whole of the '**Shirley Place**' at between **360 to 460 units** spread over the **20 years** of the Plan, giving yearly targets of **18 to 23 units year-on-year**.

10.3.2 This is an average of **20.6 dwellings per year** for the life of the plan and can be seen in the LPA's published (2019) Croydon Local Plan Review – Issues and Options, "where it clearly states, "Homes by Place (2019-2039)"; including the '**Shirley Place**' (which includes both the Shirley North and Shirley South Wards). i.e., targets Broken down by "**Place**" not by **Ward**.

Croydon Plan Review 2019 - 2039 (at 2019)	
Homes by Place (2019 2039)	
Place	Total
Addington	280 to 350
Addiscombe	1,480 to 1,880
Broad Green & Selhurst	880 to 1,070
Coulsdon	2,050 to 2,490
Central Croydon	11,540 to 12,980
Crystal Palace & Upper Norwood	480 to 670
Kenley and Old Coulsdon	2,000 to 2,480
Norbury	540 to 670
Purley	7,260 to 9,390
Purley Way transformation area	2,900 to 4,470
Sanderstead	1,670 to 2,070
Selsdon	870 to 1,070
Shirley	360 to 460
South Croydon	890 to 1,070
South Norwood & Woodside	560 to 620
Thornton Heath	1,450 to 1,880
Waddon	500 to 610
Already under construction	5,370
Borough totals	At least 46,040 new homes across the borough

10.3.3 The MORA Post Code area application approvals for 2019 as shown in the tables below have provided an additional **48 dwellings** which is over double the yearly quota for the **whole** of the '**Shirley Place**' at an average of **20.6 dwellings** per year. For 2020 it is **23 dwellings** and so far for 2021 it is **32 dwellings**, including this application.

10.3.4 The Monks Orchard Residents' Association (MORA) monitors only our MORA Post Code Area for planning applications which is **only a part of the Shirley North Ward**,

[18] (after the Ward boundary changes) so the MORA area is only an **exceedingly small portion** of the 'Shirley Place' as defined by the Croydon Local Plan yet has contributed over double the target for **the whole of the Shirley "Place"**. If there is **no upper limit to the Target for 'Shirley Place'**, why is our local area targeted for **higher densities than the rest of the 'Shirley Place'** when the area is considered **"inappropriate" for 'Incremental Intensification'** (London Plan para 4.2.4)?

10.3.5 The cumulative average estimated over the two years is:

$(48 + 23 + 35)/(2+8/12) = 39.75$ per year (up to end August 2021) which is for just the MORA post code area, a **93%** increase above the target for the Shirley Place.

10.3.6 This clearly shows cumulative dwellings **significantly** exceed the strategic target defined in the Local Plan Review of **20.6 dwellings average per year**.

10.4 The MORA Post Code Area applications, approvals and waiting approval for 2019 to 2021 dwellings are as shown in the Tables below.

10.5 The 2021 number of planned dwellings in the **MORA Post Code Area** has already exceeded the Target for the **Shirley Place!**

Location	Reference No.	Approval Date	Existing Dwellings	New Dwellings	Overall Increase
20-22 The Glade	18/05928/FUL	01/02/19	0	2	2
10-12 Woodmere Close	19/00051/FUL	27/02/19	0	1	1
9a Orchard Rise	18/06070/FUL	21/03/19	1	9	8
32 Woodmere Avenue	19/00783/FUL	20/06/19	1	7	6
18a Fairhaven Avenue	19/01761/FUL	20/06/19	1	9	8
17 Orchard Avenue	19/00131/FUL	06/11/19	1	8	7
56 Woodmere Avenue	19/01352/FUL	24/10/19	1	9	8
14-16 Woodmere Close	19/01484/FUL	23/10/19	0	1	1
37 Woodmere Avenue	19/03064/FUL	26/09/19	1	8	7
Totals			6	54	48

Location	Reference No.	Approval Date	Existing Dwellings	New Dwellings	Overall Increase
151 Wickham Road	19/04149/FUL	18/03/2020	0	5	5
16-18 Ash Tree Close	19/04705/FUL	27/02/2020	2	8	6
174 The Glade	20/01968/FUL	27/07/2020	1	2	1
116 Orchard Way	20/05960/FUL	12/05/2020	1	4	3
195 Shirley Road	19/06037/FUL	22/09/2020	1	9	8
			5	28	23

Location	Reference No.	Approval Date	Existing Dwellings	New Dwellings	Overall Increase
116 Orchard Way	20/05960/FUL	12/05/21	1	4	3
81 The Glade	21/00108/FUL	Waiting	1	9	8
34 Woodmere Avenue	21/02212/FUL	Waiting	1	6	5
21 Woodmere Gardens	21/03702/FUL	Waiting	1	9	8
75 Shirley Avenue	21/02622/FUL	Waiting	1	4	3
13 Gladeside	21/03518/FUL	Waiting	1	6	5
27 Orchard Rise	21/04094/FUL	Waiting	1	4	3
			7	42	35

Recent Developments and proposals in the MORA Post Code Area

[18] <http://www.mo-ra.co/about/area/>

- 10.6 The recent cumulative developments in the MORA post code area (See also histogram above) have all contributed to the '*Community Infrastructure Levy*' none of which has been visibly spent in the MORA area to improve the Public Transport Accessibility to support these increases in local Residential Densities.
- 10.7 Thus, any statements by the case officer inferring "*an acute need for new homes*" would be considered extremely '*disingenuous*', giving inaccurate and inappropriate, guidance to the planning committee members for their determination of the proposal – as the pressure to meet housing '*need*' in the MORA area has been *categorically satisfied by over-provision of the strategic targets*.

Why have these targets if they are *meaningless* ^[19]?

We have clearly shown that Shirley North has already met its housing targets for the last three years so has met the housing "*need*" for the locality.

11 Summary and Conclusions:

- 11.1 This proposed Development would result in the loss of a family home with garden.
- 11.2 The proposal has inadequate *in-built storage* for the future occupants which is an indication of overdevelopment as the Developer is attempting to squeeze as much as possible into a limited site area which does not allow the minimum internal space standards to be implemented.
- 11.3 Built in Wardrobes are presumed excluded from the minimum standard. The London Plan suggests these space standards are a '*minimum*' and should be exceeded, if at all possible, which means reducing the densities accordingly such that all space standards can be generously met.
- 11.4 Plot 4 is to M4(3) Wheelchair user accommodation Building Regulation standard, but the disabled Car Parking Bay is furthest from the dwelling instead of a position closer to the disabled dwelling at Plot 4.
- 11.5 SPD2 requires a minimum drive entrance width of *3.6m* and for Fire appliance access, this should be increased to *3.7m* width. The Site Layout indicates the width is *5.35m* at para 9 of the '*Fire Strategy Statement*' whereas the actual width as physically measured is *3.35m kerb-to-kerb*.
- 11.6 It is of significant concern therefore, that the proposal assumes a *Fire Appliance* could access the drive up to a distance of *20m* and be *35m* from the furthest dwelling to attend an incident. The Swept path requirement for access from Orchard Rise (*5m wide*) is Turning Circle *≈15.5m*, with a clear Swept trajectory Circle of *≈17.5m* which again may be impossible.
- 11.7 The Drive would not support the weight and regularity of construction, earth moving or construction material delivery lorries or the weight of *fire appliance tender* vehicles of approximately 14 tonnes.

[19] See NPPF Para 14

- 11.8 The most contentious issue raised by local residents is **'over-development'** of a site. The current adopted Croydon Plan does NOT provide any methodology to determine individual locality **"Site Capacities"**, **"Character Assessments"** or **"Design Codes"** of sufficient detail (for any localities within the Places of Croydon), to assess an application's Local **'Site Capacity'** in accordance with the new **London Plan (2021) Policy D3**.
- 11.9 Recognising the foregoing, and acknowledging that the adopted **Croydon Local Plan** is **'inadequate'** in specifying meaningful **'growth'** definitions or to implement the New London Plan **Policies D1, D2, D3, D4 and H2**, Planning Officers must therefore make an assessment, based upon the **current and future** known **public transport accessibility** with other available services' 'infrastructure', **'Local Character'** and **'Site Capacity'** to estimate an appropriate level of **Residential and Housing Densities** for **Sustainable Development** ^[20] within the available existing parameters, without 'cognitive dissonance', as there is no prospect of local supporting infrastructure improvements in the locality over the lifetime of these Plans.
- 11.10 The objective of the New London Plan is to provide housing to the highest quality whilst **"optimising site capacity"** to meet the ambitious targets and address housing **'need'** while maintaining good external and internal design, **which is quite different from optimising a single dwelling's site capacity to provide as many units as possible (4 in this case), that can be squeezed onto a site to maximise profit at the expense of supporting a 'Sustainable Development for the Site Capacity'**.
- 11.11 This proposal does NOT provide an appropriate acceptable value for **"gentle Densification"** or **"Gradual, Moderate Incremental Densification"** as assessed according to the London Plan definition for **"Incremental intensification"** over and above that of the existing locality for a suburban area of PTAL 1a (Less than 3 to 6) and at greater than 800m from a train/tram station and greater than 800m from a District Centre.
- 11.12 We have assessed this proposal using as much evidence as available which is appropriate for evaluation. The **Croydon Local Plan** Review is not produced concurrently with the new revisions of the **London Plan** Policies and therefore the adopted Croydon Plan does NOT include the requirements to implement the New London Plan **'Design-Led-Approach' Policies**. We have used the NPPF references and the **NPPF National Design Guide** and **National Model Design Code** where appropriate.
- 11.13 The **NPPF National Model Design Code 2B** ^[21] indicates Housing Density for Outer Suburbs to be in the range **20 to 40 Units per hectare** and Suburban localities should be within the range **40 to 60 units per hectare**. As the Shirley North Ward of the Outer London Borough of Croydon, the area could be considered as **Outer Suburban**.

^[20] <https://www.legislation.gov.uk/ukpga/2004/5/section/39>

^[21]

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/957205/National_Model_Design_Code.pdf

- 11.14 We have clearly established that both the New London Plan and the current Croydon Local Plan is *'devoid'* of any defined policies to determine either acceptable or unacceptable *'growth'* of any proposals with regard to the *'Site Capacity'* and the available infrastructure for *sustainable Densities* ^[22] which means the Policies are *'unenforceable'* and *'undeliverable'* which also means the LPA is not meeting its Statutory obligations to ensure Development Proposals are *Sustainable Developments*.
- 11.15 Infrastructure is used by people NOT dwellings, and the London Plan and the Croydon Local Plan is devoid of any Policies to define the acceptable Residential Densities in persons per hectare. We have investigated other methods for assessing and determining acceptable Residential Densities based upon the TfL Connectivity Assessment Guide. ^[23]
- 11.16 The appropriate Residential Density at PTAL 1a at a Suburban Setting should be in the range **91.5 to 152.2 Bedspaces per hectare**, **nominally 122 bedspaces per hectare** when the proposal is for **172.6 Bedspaces per hectare** (i.e., a 41.48% increase from nominal) requiring a **PTAL of 2.178** and the available **PTAL is 1a** (\equiv to 0.66). This gives further indication of Over Development. The analysis clearly indicates a *simple methodology for assessment* when there is **NO** equivalent Policy in the **London Plan** or the **Croydon Local Plan**.
- 11.17 So, what is the appropriate figure of *'gentle densification'* for a **suburban setting** at **PTAL 1a** which is over **800m** from a **Train/Tram Station** and over **800m** from a **District Centre** which, according to the **London Plan Policy H2 Para 4.2.4** is *"inappropriate"* for *"Incremental Intensification"* but appropriate for *"Gentle Densification"*? If the planning Officers cannot provide this guidance, *the Policies are useless!*
- 11.18 All the foregoing reasoning confirms this proposal is an over development of the site at this location bearing in mind that recent cumulative developments have already placed significant strain on the available supporting infrastructure such that there is now inadequate infrastructure to support this and the previous developments when completed and fully occupied. It is recognised that there is no planned improvement in Public Transport Accessibility in the foreseeable future for the Shirley North Ward.
- 11.19 It can however be logically assumed that *"Gentle Densification"* or *"Gradual, Moderate Incremental Densification"* (all undefined) in an area *"inappropriate"* for *"incremental intensification"* (**London Plan Policy para 4.2.4**) would have an appreciably *'discernible'* reduction in Density than those localities designated and listed in **Croydon Local Plan (2018) Table 6.4 – "Accommodating Growth"**.

^[22] This is a legal requirement of Local Planning Authorities exercising their plan-making functions (section 39(2) of the Planning and Compulsory Purchase Act 2004).

^[23] <http://content.tfl.gov.uk/connectivity-assessment-guide.pdf>



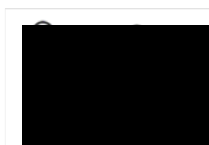
- 11.20 The Planning Committee emphasise the *“compelling need for more homes”* for which appropriate **targets** have been identified. However, the pressure to meet housing *‘need’* in the MORA area has been *categorically satisfied by over-provision of the established strategic targets* for the **Shirley Place**. It would therefore be inappropriate to quote this *‘need’* as a significant reason to approve this application as the identified *‘need’* has been **more than met** within the **Shirley North Ward** to meet the whole **Shirley Place Targets**. Or alternatively, explain why the **Shirley North Ward** should **exceed the strategic quota**.^[24]
- 11.21 Any additional overspill on-street parking would reduce the road width available to other road users and would cause additional hazards.
- 11.22 An approval of this Development Proposal would make a *‘mockery’* of all the **NPPF Policies, Design Code Guidance** and **London Plan Policies** referenced in this submission.

Kind regards

Derek



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Nicola Townsend
Cllr. Sue Bennett
Cllr. Gareth Streeter
Cllr. Richard Chatterjee

Bcc:

MORA Executive Committee, Local affected Residents & Interested Parties

Croydon Central
Head of Development Management
Shirley North Ward
Shirley North Ward
Shirley North Ward

[24]

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf See: NPPF Paras 60 & 61.