









Mr James Pocock - Case Officer
The Planning Inspectorate, Room 3/10
Kite Wing,
Temple Quay House,
2 The Square, Temple Quay
Bristol
BS1 6PN.

Monks Orchard Residents' Association Planning

Emails: planning@mo-ra.co chairman@mo-ra.co hello@mo-ra.co

30th January 2023

TOWN AND COUNTRY PLANNING ACT 1990

Appeal (W) under Section 78

Location: 34 Woodmere Avenue. Shirley Croydon CR0 7PB

LPA Application Ref: 22/01806/FUL Appeal Ref: APP/L5240/W/22/3305588 Written Representation Close: **10 Feb 2023**

Dear Mr James Pocock - Case Officer

Please accept this representation from the **Monks Orchard Residents' Association** (MORA) as a request for this Appeal to be **Dismissed** on the grounds as stated in the following submission. We fully support the Local Planning Authority (LPA) Case Officer's Report and provide the following analysis to support the Delegate Committee agreed report. We objected to the proposal in our submission to the LPA which you should have received a copy, if not we could supply a copy on request.

We have concentrated our submission on known adopted or emerging policies from local to National Level none of which can be disputed or discounted. The reasons supporting our written representation therefore are of authoritative significance rather than any subjective interpretation or vague statements by the Appellant.

We have structured this representation on the grounds of the LPA's Report contesting the Appeal and the compliance to adopted or emerging Planning Policies as published in the NPPF (July 2021), the National Model Design Codes and Guidance (Jan & June 2021) by the Department of Levelling Up, Housing & Communities (DLUHC), the London Plan (March 2021), the Croydon Local Plan (2018) and the Revised Local Plan (Dec 2021). Where appropriate we have referenced Planning Guidance documents.

This Site has the following Planning History:

21/02212/FUL | Demolition of the existing property and the erection of two storey terraced houses with accommodation in the roof space, comprising six dwellings with six off street, car parking spaces.

Permission Refused 21 January 2022 .

Appealed

Appeal Dismissed 12 December 2022











1 Appellant's Grounds of Appeal

1.1 This statement constitutes the Statement of Case submitted in response to the failure of the London Borough of Croydon (the 'Council') to determine a planning application within the statutory time period.

Application Validated 29 Apr 2022
Appealed Letter 23 Aug 2022
Officers Report 6 Sep 2022
Appeal Start Date 6 Jan 2023
Representation close 10 Feb 2023

Our Response to the Grounds of Appeal is set out in the following submission and supports the LPA's Report (contesting the Appeal) of 6th September 2022.

- 2 LPA Officer's Report Appeal Contested week of 6th September 2022.
- 2.1 The proposed development, by reason of scale, height, massing, and detailing would result in an unsightly, dominant, and imposing form of development with limited depth of external amenity space for the houses which would fail to integrate successfully in townscape terms or make a positive contribution to the setting of the local character and immediate surroundings contrary to Policies SP2, SP4, DM10 of the Croydon Local Plan 2018. and Policies D4, D6, D8 of the London Plan 2021.
- The proposal by reason of its massing and proximity close to neighbouring properties in Pipers Gardens and Woodmere Avenue would result in an intrusive and imposing form of development leading to a loss of outlook for surrounding neighbours, overlooking the neighbouring garden of no.32 Woodmere Avenue and would thereby be contrary to policy DM10 of the Croydon Local Plan 2018 and Policies D3 and D6 of the London Plan 2021.
- 2.3 In the absence of a tree survey officers are concerned over the impact the proposed development would have on the trees T2 and T3 and cannot assess the impact of ground protection measures, level changes or installation of utilities on the root protection area of the trees and therefore conflicting with Policy G7 of the London Plan 2021 and DM28 of the Croydon Local Plan 2018.
- 2.4 The local authority is not satisfied that sufficient detail has been provided to demonstrate that the proposal would provide adequate pedestrian and vehicle sightlines to the required standards, that vehicles can ingress and egress safely from the spaces within the confines of the public highway and that there is adequate provision for refuse and cycle storage to the required standards thereby conflicting with policies DM13, DM29 and DM30 of the Croydon Local Pan 2018.
- 2.5 In the absence of a legal agreement securing sustainable highway contributions and establishing if off street vehicle access can be achieved, the proposal would be contrary to Policies SP8 and DM29 of the Croydon Local Plan 2018 and Policy T4 of the London Plan 2021. In reaching this decision the Local Planning Authority has sought to work in a positive and pro-active manner based on seeking solutions to problems.











3 LPA Report Contesting the Appeal 1 and 2 (paras 2.1 & 2.2 above):

- 3.1 Reason 1: "The proposed development, by reason of scale, height, massing, and detailing would result in an unsightly, dominant and imposing form of development with limited depth of external amenity space for the houses which would fail to integrate successfully in townscape terms or make a positive contribution to the setting of the local character and immediate surroundings."
- 3.2 **Reason 2:** "The proposal by reason of its massing and proximity close to neighbouring properties in Pipers Garden and Woodmere Avenue would result in an intrusive and imposing form of development leading to a loss of outlook for surrounding neighbours, overlooking the neighbouring garden of no.32 Woodmere Avenue."
- These two LPA Reasons for "evidential contesting the Appeal" are based on the fundamental parameters associated with Massing, Scale, Bulk, Depth, Form and Character of the 'locality' into which the proposal is to be built, as compared to those of the 'proposal' and can all be described when analysed on the assessment of the Local Design Codes of the locality and the application proposal Site Area and Site Capacity.
- 3.3.1 The requirement to assess and evaluate the appropriate Massing, Scale, Bulk, Depth and Form are all parameters which should be established by assessment of the local Design Code, the Site Capacity of the proposal and the local character. This is a requirement to meet Policy D3 of the London Plan and the National Model Design Code & Guidance referenced from the NPPF (para 129).

3.4 London Plan Policy D3 - Optimising Site Capacities through the Design-Led Approach

3.4.1 The Design-Led Approach

- A All development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The **design-led approach** requires consideration of design options to determine the most appropriate form of development that responds to a site's context and **capacity for growth**, and existing and planned **supporting infrastructure capacity** (as set out in **Policy D2 Infrastructure requirements** for sustainable densities), and that best delivers the requirements set out in Part D.
- B Higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure, and amenities by public transport, walking and cycling, in accordance with Policy D2 Infrastructure requirements for sustainable densities. ...
- 3.3.2 A design-led approach to optimising site capacity should be based on an evaluation of the site's attributes, its surrounding context, and its capacity for growth to determine the appropriate form of development for that site.







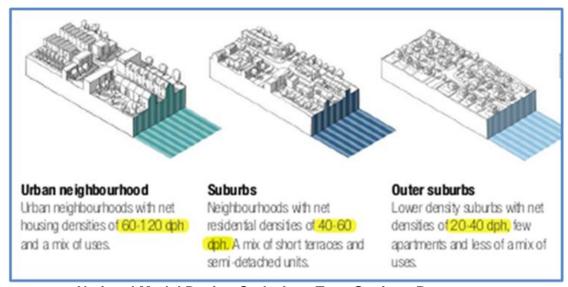




3.5 Local Design Code Assessment

- 3.5.1 The NPPF.
- 3.5.1.1 The NPPF para 129 states:
- 3.5.1.2 "129. Design guides and codes can be prepared at an area-wide, neighbourhood or site-specific scale, and to carry weight in decision-making should be produced either as part of a plan or as supplementary planning documents. Landowners and developers may contribute to these exercises but may also choose to prepare design codes in support of a planning application for sites they wish to develop. Whoever prepares them, all guides and codes should be based on effective community engagement and reflect local aspirations for the development of their area, taking into account the guidance contained in the National Design Guide and the National Model Design Code. These national documents should be used to guide decisions on applications in the absence of locally produced design guides or design codes."
- 3.5.2 The DLUHC National Model Design Code & Guidance Parts 1 & 2.
- 3.5.2.1 The Area Type 'Settings', 'Outer Suburban', 'Suburban', 'Urban' and 'Central' are defined in the National Model Design Code. Part 1 The Coding Process, Section 2B Coding Plan, Figure 10 Page 14. Para 16 states: "This document should be used as a basis for the production of design codes and guides by local planning authorities. It contains information that should be readily available to the local authority and is intended to be applied flexibly according to local circumstances as not all characteristics and design parameters may be relevant."

3.5.2.2 Area Type Settings



National Model Design Code Area Type Settings Parameters

¹ https://www.gov.uk/government/publications/national-model-design-code











- 3.5.2.3 If the LPA do not agree with these definitions, alternatives should be provided.
- 3.5.2.4 The most appropriate analysis for **Area Design Code assessment** to define **Local Area Type Settings** is the **Post Code** of the **Area** of the proposed development. The **Post Code** for this proposal is **CR0 7PB** as given on the Application form.
- 3.5.2.5 The details for the Post Code addresses are found from the Valuation Office ²
 Agency and the number of occupants. ³ The Post Code Area is found using the
 Google Earth Polygon measurement of the assessed summation of the Post Code
 property boundaries: the Post Code approximate Area from 18 to 52 Woodmere
 Avenue is defined from Google Earth polygon (below) and the total Dwelling
 boundaries. The recent proposal Post Code CR0 7PB has been added to this list.

Location	Area (ha)	Population (Nat Ave)	Dwellings (Units) (Nat Ave)	Residential Density (bs/ha)	Housing Density (Units/ha)	"Setting" for Design Code Residential Density (bs/ha)	"Setting" for Design Code Housing Density (U/ha)	Occupancy Ratio (Nat Ave 2.36)
Croydon	8,652.00	390,719	165,559	45.16	19.14	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.36</td></outer></td></outer>	<outer suburban<="" td=""><td>2.36</td></outer>	2.36
Shirley North Ward	328.00	15,406	6,528	46.97	19.90	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.36</td></outer></td></outer>	<outer suburban<="" td=""><td>2.36</td></outer>	2.36
Shirley South Ward	384.40	10,619	4,500	27.62	11.71	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.36</td></outer></td></outer>	<outer suburban<="" td=""><td>2.36</td></outer>	2.36
All Shirley	712.40	26,025	11,028	36.53	15.48	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.36</td></outer></td></outer>	<outer suburban<="" td=""><td>2.36</td></outer>	2.36
MORA Area	178.26	9,166	3,884	51.42	21.79	Outer Suburban	Outer Suburban	2.36
Post Code CR0 8S(*)	16.95	627	237	36.99	13.98	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.65</td></outer></td></outer>	<outer suburban<="" td=""><td>2.65</td></outer>	2.65
Post Code CR0 8T(*)	11.82	644	246	54.48	20.81	Outer Suburban	Outer Suburban	2.62
Post Code CR0 7PL	1.73	47	19	27.17	10.98	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.47</td></outer></td></outer>	<outer suburban<="" td=""><td>2.47</td></outer>	2.47
Post Code CR0 7QD	1.51	68	28	45.03	18.54	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.43</td></outer></td></outer>	<outer suburban<="" td=""><td>2.43</td></outer>	2.43
Post Code CR0 7PB	1.24	40	25	32.26	20.16	<outer suburban<="" td=""><td>Outer Suburban</td><td>1.60</td></outer>	Outer Suburban	1.60
Post Code CR0 8UB	1.70	71	30	41.89	17.70	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.37</td></outer></td></outer>	<outer suburban<="" td=""><td>2.37</td></outer>	2.37
Post Code CR0 7NA	1.97	36	18	18.27	9.14	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.00</td></outer></td></outer>	<outer suburban<="" td=""><td>2.00</td></outer>	2.00
Post Code CR0 7NE	0.83	26	11	31.33	13.25	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.36</td></outer></td></outer>	<outer suburban<="" td=""><td>2.36</td></outer>	2.36
Post Code CR0 7NN	0.75	54	28	71.94	37.30	Outer Suburban	Outer Suburban	1.93
Post Code CR0 7RL	1.40	60	24	42.72	17.09	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.50</td></outer></td></outer>	<outer suburban<="" td=""><td>2.50</td></outer>	2.50
Post Code CR0 7PX	0.96	21	11	21.81	11.43	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>1.91</td></outer></td></outer>	<outer suburban<="" td=""><td>1.91</td></outer>	1.91
Shirley Oaks Village Note 2	19.12	1,286	545	67.26	28.50	Outer Suburban	Outer Suburban	2.36
Shirley "Place" Note 1 (EStimate)	770.00	32,995	13,981	42.85	18.16	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.36</td></outer></td></outer>	<outer suburban<="" td=""><td>2.36</td></outer>	2.36
Average (Not including Croydon)	143.12	5,717	2,420	40.97	18.00	<outer suburban<="" td=""><td><outer suburban<="" td=""><td>2.29</td></outer></td></outer>	<outer suburban<="" td=""><td>2.29</td></outer>	2.29
Note 1: FOI request (Ref: 4250621) on 31st January 2022								
Note 2: All the green areas in Shirley Oaks Village, except for the 1.4 Hectares off Poppy Lane were legally classified as Ancillary space for the houses in the section 52 agreement with the Council when the estate was built. This was because the houses were built with small gardens.								

Table of Design Code Area Type Settings for various local area groups which all return < Outer Suburban and Outer Suburban Area Type Settings.

- 3.5.2.6 The most appropriate Area to ascertain the Local Character and Local Design Code is to assess the Post Code Area (CR0 7PB) and compare these with the equivalent parameters of the proposal for suitability and acceptability within the Policies for renewal and growth appropriate and acceptable for the Area Type Setting in terms of Scale, Bulk, Depth, Form and Character, ensuring sustainability of supporting infrastructure.
- 3.5.2.7 The **Design-Led Approach** requires the definition of the localities "**Design Codes**" as a fundamental initial requirement to assess the appropriate parameters to ascertain the **Area Type Setting** and **Site Capacity**. This part of Woodmere Avenue was mainly characterised by single dwellinghouses, prior to the redevelopment of **32 Woodmere Avenue**. Pipers Gardens are predominantly bungalows.

² https://www.gov.uk/government/organisations/valuation-office-agency

https://www.postcodearea.co.uk/

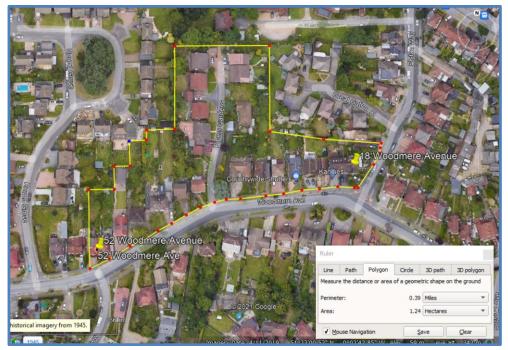






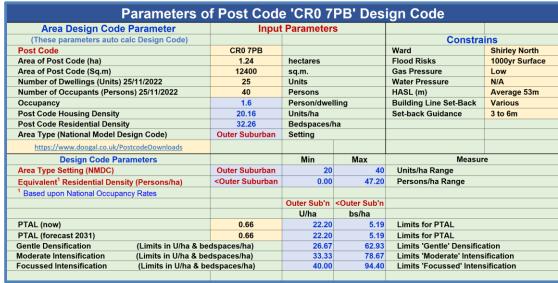






CRO 7PB Post Code approximate Area at 1.24hectares.

- 3.5.2.8 The Post Code Area CR0 7PB has a current population of 40 persons housed in 25 Dwellings in an approximate Area of ≈1.24hectare (Google Earth) which equates to a Housing Density of ≈20.16Units/ha and a Residential Density of ≈32.26 persons/ha, which places the Post Code just within an 'Outer Suburban' Housing Density but a Residential Density in a '<Outer Suburban' (i.e., less than), Area Type Design Code Setting as defined by the National Model Design Code & Guidance.
- 3.5.2.9 The following is the output from an interactive excel spreadsheet designed to evaluate the **Design Code parameters** of a **Post Code Area Type**.



NMDC Parameters of local Post Code (CR0 7PB) to assess the Local Design Code











3.5.2.10 In order to ensure a valid assessment, we have evaluated the various local areas, and Design Code Type Settings for our locality and in each case, the NMDC assessment has demonstrated that Shirley is either < or = to an "Outer Suburban" Setting as defined by the National Model Design Code & Guidance as shown in the table above. If the Inspector disagrees with these parameters, we respectfully request that the Inspectorate provide alternatives with comprehensive supporting evidence why Shirley should be different to that recommended by the National Guidance.

3.6 Assessment of Proposal

3.6.1 Parameters of proposed development.

Application	on:	22/0180	5/FUL		Address	:	34 Woodi	mere Ave			Area Type	Outer Sub	urban	
Site Area	712	sq.m.		Housing D	Density 56.18 Units/ha			Post Code						
Site Area	0.0712	ha		Residentia	l Density	224.72	Bs/ha	Post Code A	rea	12400	sq.m.	PTAL	2021	0.66
Units	4			Residentia	l Density	280.90	hr/ha	Post Code A	rea	1.24	ha	PTAL	2031	0.66
Floors	2 & 3			Bedroom I	Density	168.54	b/ha	FAR	0.55					
Dwelling	Floor	Bedrooms	Bed Spaces	Habitable Rooms	GIA (offered)	GIA (required)	Storage Space (offered)	Storage Space (required)	Probable Adults	Probable Children	Private Amenity Space (offered)	Private Amenity Space (Required)	Play Space for Children	Car Parking
Unit 1	Ground	0	0	2	86.6	5.6 70	1.5	2 2	1	161	6	10		
Onit 1	First	2	3	2			0.6	2			161	•	10	
	Ground	0	0	2			1.5							
Unit 2	First	2	3	2	100.7	90	0.5	2.5	2	2	94.5	7	20	
	Second	1	1	1			0							
	Ground	0	0	2			1.5							6
Unit 3	First	2	3	2	105.3	103	0.5	3	2	3	92.5	8	30	
	Second	2	2	2			1							
	Ground	0	0	2			1.5							
Unit 4	First	2	3	2	100.8	90	4	2.5	2	2	129.5	7	20	
	Second	1	1	1			?							
Totals		12	16	20	393.4	353	12.6	10	8	8	477.5	28	80	6

The above Table provides the main characteristics of the proposal

3.6.2 Assessment comparison of Application & Post Code parameters.

Application	Details		
Appeal Ref:	APP/L5240/W/22/		
Application Ref:	22/01806/FUL		
Address	34 Woodmere Av		
PostCode	CR0 7PB		
Consultation Close	10 th February 202		
Application Paramet			
Site Area (ha)	0.0712	ha	
Site Area (sq.m.)	712.00	sq.m.	
Units (Dwellings)	4.00	Units	
Bedrooms	12.00	Bedrooms	
Bedspaces	16.00	Persons	
Housing Density	56.18	Units/ha	
Residential Density	224.72	bs/ha	
Occupancy	4.00	bs/unit	
Gross Internal Area (GIA) offered	393.00	sq.m.	
Floor Area Ratio	0.55	#	
		Min	Max
Area Type Setting (Units/ha)	Suburban	40.00	60.00
Area Type Setting (Bedspaces/ha)	Urban	141.60	283.20
		U/ha	bs/ha
PTAL (Current)	0.66	31.00	73.16
PTAL (Forecast)	0.66	31.00	73.16
PTAL Required (Urban)	4.51		224.72

Application Details for Comparison with Post Code Area Type Setting parameters.









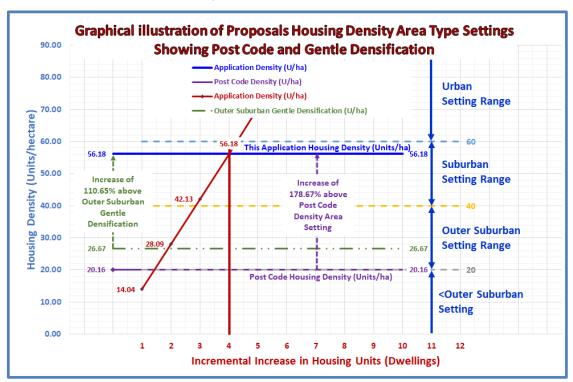


3.6.2.1 To establish suitability of the proposal at the location proposed, it is necessary to compare the **Application** parameters with those of the local **Post Code** Area parameters. The following table is an illustration of comparison and differences between the local **Post Code** parameters and the **proposal** parameters, with some percentage differences and increases indicated.

Difference Between Post Code Design Code & Application Proposal							
Post Code Housing Density (Units/ha)	20.16	Area Type Setting	Outer Suburban				
Application Housing Density (Units/ha)	56.18	Area Type Setting	Suburban				
Difference	36.02	#					
Percentage Difference (%)	94.37	%					
Percentage Increase (%)	178.67	%					
Post Code Residential Density (bs/ha)	32.26	Area Type Setting	<outer suburban<="" td=""></outer>				
Application Residential Density (bs/ha)	224.72	Area Type Setting	Urban				
Difference	192.46	#					
Percentage Difference (%)	149.79	%					
Percentage Increase (%)	596.59	%					
PTAL available	0.66	Outer Suburban					
PTAL Required	4.51	Urban					

The above interactive spreadsheet tabulates the important differences between the proposal and the Post Code parameters.

3.6.2.2 The above tabular increases highlight the 'significant excessive' increases in Housing and Residential Densities between the predominant locality and the proposed application at 178.67% increase in Housing Density and a 596.59% increase in Residential Density.



<u>Graphical illustration of Increased Housing Density of Proposed Development</u> <u>from the current local Area Type Setting Post Code Housing Density</u>











- 3.6.2.3 The graphical illustration above demonstrates the increase of 178.67% in housing Density between the **Post Code** Density and the proposal at a 110.65% increase of above an estimated recommended "Gentle" densification (26.67U/ha) at an Outer Suburban Setting. This level of Increase is significantly greater than any logical assessment of "Gentle" densification. The Site Area can really only accommodate two dwellings to meet the Area Type Design Code of 'Outer Suburban'.
- 3.6.2.4 The Area Type Setting of the Post Code CR0 7PB is at the lower end of the 'Outer Suburban' Range at 20.16U/ha whereas the proposed Application Housing Density is at the high end of the 'Suburban' Area Type Setting Range at 56.18U/ha which is a 178.65% increase in Housing Density.
- 3.6.2.5 The above Graphical Illustration shows conclusively that the proposed development is a significant 'overdevelopment' for the locality as assessed against the local Post Code derived Area Type Setting thus supporting the LPA Report of *inappropriate* Mass Scale, Bulk, Depth, Form and Character, especially as the existing infrastructure only supports an 'Outer Suburban' Area Type Setting, and there is no possible improvements in infrastructure over the life of the Plan, which provides valid reasons to recommend dismissal of this Appeal.
- 3.6.3 "Growth" and Incremental Intensification or Densification
- 3.6.3.1 The Revised Croydon Local Plan has three designations for Growth.
 - **SP1.0C** There are residential areas where the characteristics and infrastructure provision have led to the identification of potential for sustainable housing growth and renewal.
 - a. Areas of **Focused Intensification** are areas where a step change of character to higher density forms of development around transport nodes and existing services will take place.
 - b. **Moderate Intensification** are areas where density will be increased, whilst respecting existing character, in locations where access to local transport and services is good.
 - c. Evolution and **Gentle Densification** will be supported across all other residential areas.
- 3.6.3.2 The failure of the **Croydon LPA Local Plan** to define these **Growth Policies** in terms of actual meaningful, quantifiable Densities means that the Policies are fundamentally flawed as they are unenforceable as written. The guidance to define the Policies is not provided or described elsewhere in the **Local Plan** (2018) or the **revised Local Plan** (2021) **at Policy DM10**. Planning Officers have historically made subjective probably *prejudicial* assessments without any substantive supporting analysis.
- 3.6.4 Assessment for "Growth" evolution & regeneration
- 3.6.4.1 The National Model Design Code (NMDC) Area Types currently assumes the Area types are sustainable if supported by the 'available' infrastructure. Therefore, unless there are programs of 'improved infrastructure' over the life of the plan, any intensification or densification within an Area Type or Setting relies on that existing Supporting Infrastructure.



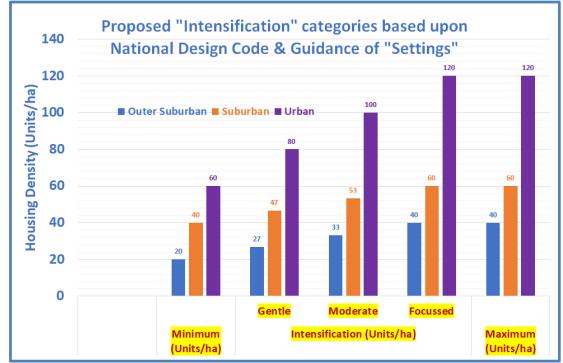








- 3.6.4.2 Thus, the **Design Code Density** *densification* should clearly *remain* within the <u>Setting</u> or <u>Area Type "Ranges"</u> as defined, in order to retain "sustainable" supporting infrastructure for the proposed sustainability of developments for the life of the Plan.
- 3.6.4.3 We have shown in the following Graphical Illustration, an incremental increase in Design Code Density of 33% for "Gentle", 66% for "Moderate" and 100% for "Focussed" Intensification to the maximum of the setting or densification as an example between, and over the range of the Settings, for "Outer Suburban", "Suburban" and "Urban" for "Gentle", "Moderate" densification, each remaining within the limits of the Area Type Setting.



Suggested ranges for Gentle, Moderate and Focussed intensification or Densification to remain within infrastructure limitations of the NMDC Setting and Area Type

- 3.6.4.4 This is our interpretation of the **Local Plan Policy** as determined by logical assessment and analysis, as there is no *'meaningful' guidance* in the **Croydon Revised Local Plan** or the **London Plan to assess** *"Growth"* ⁴.
- 3.6.4.5 There is no "Gentle", "Moderate", "Focussed" or "Maximum" Densification or Intensification for a "Central" Area Type Setting as the only 'determinant' for "Central" is the requirement to meet the Internal Space Standards as defined at London Plan Policy D6 Housing Quality and Standards Table 3.1. Minimum Space Standards for New Dwellings.

NPPF para 128 &129 states that the NMDC&G should be used if there are no local methodology for determining local Design Codes defined in the Local Plans.



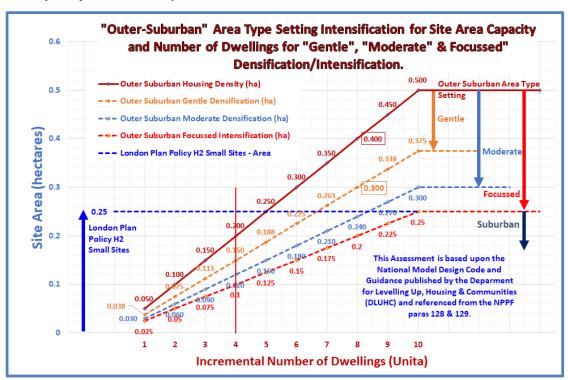








- 3.6.4.6 It should be clearly recognised that **Shirley** has **NO** prospect of **infrastructure or Public Transport improvement** over the life of the plan as stated in the **LB of Croydon Infrastructure Delivery Plan.** It is suggested that **poor infrastructure**would require the **Design Code Density** to **tend toward** the **lower value of density**, and **higher infrastructure** provision **tend toward** the **higher value of density** of the **Setting Range.** Similarly, the **Intensification** or **densification** should follow the same fundamental Principles.
- 3.6.4.7 It is presumed the **Area Type**, as defined by the **National Model Design Code & Guidance**, at the **low value of the Density Range** would be of **Lower PTAL** and the **Higher of the Density Range**, at the **Higher PTAL**. Assuming this is the objective, the distribution over the **Ranges** should incrementally increase approximately **linearly** from **PTAL Zero** through to a **PTAL** of **6** as defined by **TfL**.
- 3.6.4.8 This statistical analysis of Density is based upon the National Model Design Code (NMDC) & Guidance as published by the Department for Levelling Up, Communities & Housing (DLUCH) and therefore it is a rational assessment to convert Housing Density to Residential Density using the latest National Assessment of Unit Occupancy as defined by Statista. 6



Graphical representation of Site Capacity required for incremental number of Units for Densification/Intensification at an Outer Suburban Area Type Setting as defined by the National Model Design Code & Guidance.

⁵ https://www.croydon.gov.uk/sites/default/files/2022-01/infrastructure-delivery-plan-2021.pdf

⁶ https://www.statista.com/statistics/295551/average-household-size-in-the-uk/











- Thus for 34 Woodmere Avenue in an Outer Suburban Area Type Setting as defined by the Post Code Area, for 4 Units at PTAL 1a and a "Site Capacity" limitation of 0.0712ha, the "Gentle" Densification would require a Site Area of 0.15ha. whereas the available Site Area is 0.0712, a difference of 0.0788ha or 71.25%. This is further evidence of over development of the 'Site Capacity.'
- 3.6.4.10 This level of increased densification above that appropriate for "Gentle" densification places the proposal in a "Suburban" Area Type Setting rather than the available Outer Suburban (Housing) or <Outer Suburban (Residential) Area Type Setting and is NOT supported by the local infrastructure and as there is no planned increase in infrastructure⁷ provision for the Shirley North Ward over the life of the Plan, this proposal is therefore inappropriate, and the Appeal should therefore be Dismissed.
- 3.6.5 London Plan Policies for Incremental Intensification.
- 3.6.5.1 London Plan para 4.2.4 states:

"Incremental intensification of existing residential areas within PTALs 3-6 or within 800m distance of a station47 or town centre boundary48 is expected to play an important role in contributing towards the housing targets for small sites set out in Table 4.2. This can take a number of forms, such as: new build, infill development, residential conversions, redevelopment or extension of existing buildings, including non-residential buildings and residential garages, where this results in net additional housing provision. These developments should generally be supported where they provide well-designed additional housing to meet London's needs."



Google Image of 800m radius from 34 Woodmere Ave showing that it is over 800m from Tram/Train Station and District Centre.

⁷ https://www.croydon.gov.uk/sites/default/files/2022-01/infrastructure-delivery-plan-2021.pdf











- 3.6.5.2 **34 Woodmere Avenue** has a **PTAL 1a** forecast to remain at **1a** (i.e., <3) until at least **2031**. Therefore, as the location is greater than **800m from a Tram/ Train Station or District Centre**, the site is *'inappropriate'* for *"incremental"* intensification as defined by the **London Plan para 4.2.4.**
- 3.6.5.3 Therefore, the location of **34 Woodmere Avenue** is clearly inappropriate for incremental intensification as defined by the **London Plan Policy**. This is further evidential support of inappropriate densification.
- 3.6.6 London Plan Policy D2 Infrastructure requirements for sustainable densities
- 3.6.6.1 A The density of development proposals should:
 - 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)
 - 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.
- 3.6.7 Residential Density and Public Transport Accessibility
- 3.6.7.1 It is people that require **Public Transport Accessibility** therefore we need to convert the **National Housing Density** (U/ha) to a **National Residential Density** (persons/ha). The **National** average Occupancy of Dwellings as a statistic is available from the **ONS or Statista** 8 and is listed as **2.36 persons per dwellings** in 2021.
- 3.6.7.2 Therefore, we can assume *Nationally*, the Outer-Suburban Setting Housing Density at 20 to 40 Units/ha would have 20 x 2.36 Persons/ha ≈47.2 persons/ha to 40 x 2.36 persons/ha ≈94.4persons/ha. Similarly, for Suburban Settings with Housing Density of 40 Units/ha would have ≈94.4persons/ha to 60 x 2.36 persons/ha ≈141.6persons/ha and Urban Settings, 60 to 120 units/ha would have 141.6persons/ha to 283.2persons/ha.
- 3.6.7.3 It is assumed that the Low Residential Density localities would normally have low PTAL, and Higher Residential Density have higher PTAL (PTAL) Irrespective of Area Types as the requirement is for accessibility to support the localities' Residents. Thus, PTAL should incrementally increase proportionately with the increase in Residential Density (population) as shown in the following graphical illustration.

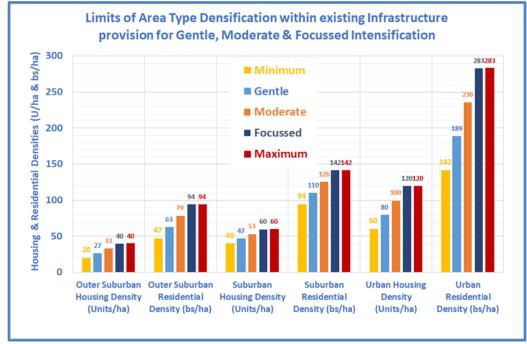
⁸ https://www.statista.com/statistics/295551/average-household-size-in-the-uk/











Conversion of National Housing Density for Densification/Intensification to equivalent Residential Densities using the ONS or Statista National Occupancy Data (2021)

- 3.6.7.4 PTAL Zero is assumed at the low range of "Outer Suburban" as the TfL Accessibility Level assumes PTAL 0 to be an appropriate value at Low densities (i.e., not zero densities).
- 3.6.7.5 However, the TfL Public Transport Accessibility does not align with the Area Type Settings as defined by the National Model Design Code & Guidance. The TfL range for Suburban extends from 150hr/ha at Zero PTA to 350hr/ha at 6 PTAL. TfL has no recognition of 'Outer Suburban'.
- 3.6.7.6 Therefore, the **PTAL** over the range **0 to 6** should be proportionate to the increase in **Density** over the ranges from **Low "Outer Suburban"** to the **higher** densities of the **"Urban"** range Assuming **"Central" Areas** would of necessity have the highest possible access to public transport. (viz. PTAL 6, 6a & 6b).

Areas < Outer Suburban would also require Zero PTAL.

For the **Proposal**, at **Residential Density** of **224.72bs/ha**, the required **PTAL** would be:

$$y = mx + c$$
; where $y = Density$; $m = \frac{\delta y}{\delta x}$; $x = PTAL \& c = y$ when $x = 0$

for: 224.72 =
$$\left(\frac{283.2-47.2}{6}\right) * x + 47.2$$
 $\therefore x = \frac{177.52}{39.33} = 4.5136 \approx 4.5 = PTAL$

At Gentle Densification above Post Code Residential Density of 62.93bs/ha:

for:
$$62.93 = \left(\frac{283.2 - 47.2}{6}\right) * x + 47.2 : x = \frac{15.73}{39.33} = 0.39 \approx 0.4 = PTAL$$



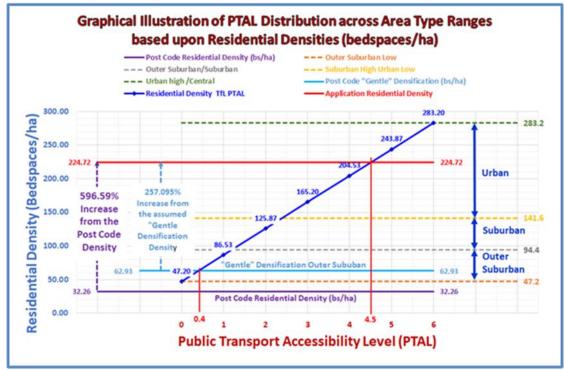








When 34 Woodmere Avenue has PTAL of 1a ≡ 0.66



<u>Distribution of Public Transport Accessibility with incremental Increase in</u>

<u>Residential Density and relationship with Area Type Settings as defined by</u>

<u>National Model Design Code & Guidance.</u>

- 3.6.7.7 The local PTAL of 1a would therefore support the 'recommended' "Gentle" densification for this development Post Code Density site but NOT that of the application proposal which would require a PTAL of 4.5.
- 3.6.7.8 The quantum for **Residential Density** as defined by **TfL** is **habitable Rooms/hectare**, which is not a rational parameter, as "**Habitable Rooms**" do not require infrastructure or other supporting requirements such as Public Transport Accessibility ⁹ as it is people who require **Public Transport Accessibility**.
- 3.6.7.9 The most obvious parameter for **Residential Density** is people per hectare which from a development proposal perspective is the **occupancy** of the development in **bedspaces per hectare (bs/ha)**. Whereas the **National Model Design Code (NMDC)** Area Design Codes has "**Outer Suburban**," "Suburban," "Urban" & Central Area Type designations, **TfL** has **Suburban**, **Urban** & **Central** designations in **hr/ha**.

_

⁹ https://content.tfl.gov.uk/connectivity-assessment-guide.pdf











4 LPA Report Reasons 3

- 4.1 Reason 3: "In the absence of a tree survey officers are concerned over the impact the proposed development would have on the trees T2 and T3 and cannot assess the impact of ground protection measures, level changes or installation of utilities on the root protection area of the trees and therefore conflicting with Policy G7 of the London Plan 2021 and DM28 of the Croydon Local Plan 2018."
- 4.2 We have **No additional Comment to make on Reason 3.**

5 LPA Report Reasons 4

- 5.1 Reason 4: The local authority is not satisfied that sufficient detail has been provided to demonstrated that the proposal would provide adequate pedestrian and vehicle sightlines to the required standards, that vehicles can ingress and egress safely from the spaces within the confines of the public highway and that there is adequate provision for refuse and cycle storage to the required standards thereby conflicting with policies DM13, DM29 and DM30 of the Croydon Local Pan 2018.
- We have raised significant issues in relation to Parking provision offered in the proposal in our submission to the LPA which we reiterate below.

5.3 Parking

5.3.1 The total number of Parking spaces proposed are 6.



Vehicle 2 Exit encroaches over end of public Road onto Private Driveway of #5 Pipers Gardens











- 5.3.2 Vehicle #2 Swept path exit requires encroachment onto the driveway of No. 5 Pipers Gardens. This could be challenged by the Title owners of Number 5 Pipers Gardens and could become confrontational between neighbours of the proposed development and 5 Pipers Gardens.
- 5.3.3 Parking Space #1 could be blocked by a car parked in Bay #3 and a car parked in Bay #6 blocked by a vehicle parked in Bay #5. This configuration could result in very inconvenient situations requiring necessary double shunting to exit from these parking arrangements. This would be extremely inconvenient if the driver of the blocking vehicle were not available at the time required.
- 5.3.4 The swept path purports to show manoeuvres to enter and exit from bays #3 & #5 (#5 not shown in this illustration). However, if the vehicle in Bay #1 needs to exit, it would be necessary for the vehicle in bay #3 to exit and make way for the vehicle in Bay #1 to exit. The Bay #3 vehicle would follow the swept path as shown and park in the front Private drive of #5 Pipers Gardens but would still block the path of vehicle #1 from following the same path to exit. Vehicle #3 would need to back up by a further vehicle length in the front private drive of #5 Pipers Gardens to allow vehicle #1 to fully exit from the new position in bay #3. It is extremely unlikely that the owners (Title Holders) occupants of 4 & 5 Pipers Gardens would accept this arrangement, as the driveways fronting 4 & 5 Pipers Gardens are in the private ownership as shown on the Title deeds of these two properties. We are of the view that such an arrangement, for the life of the development, is totally unacceptable to the owner/occupier of 4 & 5 Pipers Gardens.



For Exiting vehicle #1, vehicle #3 must reverse onto the Private Driveway of #5 Pipers Gardens in order for Vehicle 1 to reverse out following the same path onto the private drive of #5 Pipers Gardens before exiting.











- 5.3.5 The owner/resident of 5 Pipers Gardens would be within legal rights to park their vehicle on their front forecourt and thus blocking any manoeuvre of parked vehicles from the proposed Bays #1 & #3.
- A similar situation applies to Bays #6 & #5 but there is greater distance for this manoeuvre to be undertaken without recourse to using the private driveway of 5 Pipers Gardens. However, this double shunting arrangement remains an inconvenience if the owner of the blocking vehicle is unavailable. There would be additional difficulties if any other vehicle were also parked outside Nos 1 to 3 Pipers Gardens as raised under Access at para 5.5 below.
- 5.3.7 The required London Plan and Croydon Plan Parking provision for this proposal at the local PTAL of 1a is stated as 6 Parking Bays (one of which for a disabled bay which presumably is Bay #3) for 4 dwellings. This provision can only be arrived using the artificial contrivance of using the impractical parking space configurations mentioned above. We consider the parking arrangement, for the life of the development, to be completely inappropriate and unacceptable and could cause neighbour confrontational disputes or even a legal challenge.

5.4 Access & Ownership Issues

5.4.1 We are not fully aware of the complete history but presumably the reason this site is recognised as **34 Woodmere Avenue** is due to access since inception, via the single pathway from Woodmere Avenue and **NO access whatsoever from Pipers Gardens**. Otherwise, the Address for the Site would have been **6 Pipers Gardens** from the outset, probably prior to Pipers Gardens and the bungalows being built.



Site Layout Plan showing RED dotted line Site boundary and disputed ownership 'Ransom Strip' and Access Footpath entrance from Woodmere Avenue (highlighted)

5.4.2 The developer has NOT claimed ownership of this pathway as it is **NOT** within the **RED** line boundary of the 'Development Site', but the developer is assuming pedestrian access will be retained to the site by this route (Highlighted in the above illustration). We challenge this issue as it is not identified as part of the development proposal on











the certification of ownership¹⁰ on the Planning Application form. We question this Pedestrian Access viability as it is NOT within the responsibility of the Development or new owners of the proposed development and therefore could become an uncontrolled area not maintained by the Council or owners of the development.

- 5.4.3 34 Woodmere Ave. is part of the registered title SGL248535. In addition, the local residents are claiming the strip of land between the kerbstones of Pipers Gardens and the RED boundary line (Highlighted) by "Adverse possession" over many years by cultivation and tending the said Land. All owners of 1 to 3 Pipers Gardens, have without interruption maintained the shrubs and ground for the last 23 years. The Access to the Development Site from Pipers Gardens relies on the acquisition and use of this small strip of land opposite 1, 2 and 3 Pipers Gardens, for access to the new houses and to create car parking spaces. Unless the developer can prove acquisition of this strip of land, there is NO legal Access to the site from Pipers Gardens. It is believed this strip of land contains two Lampposts, and therefore could actually be owned by the Council.
- 5.4.4 The Application Form 'Certificate Of Ownership Certificate B' does not clarify the ownership of the area of land between the Site Boundary and the kerbstones of Pipers Gardens to which access is required to the Site and dropped kerbs for parking. It also does not include the original pathway access to the original 34 Woodmere Avenue. These issues may be "Civil" and not Planning matters but the access to the development site is a condition of feasibility of development.
- 5.4.5 The Design and Access Statement assumes the Front gardens contribute to the amenity space of the dwellings, but the configuration depicted on the Site Plans does not support that assumption.
- 5.5 Access Road Width
- 5.5.1 The existing road serving Pipers Gardens is narrow and has no pavement access on either side. The width of the road from the edge of the front garden of 2 Pipers Gardens to the edge of the tarmac next to the strip of land opposite the bungalows is 4.79m as measured by local residents.
- 5.5.2 The width of the (average-sized) car in the photos above is approximately **2.2m**. There is only just enough space for another car to pass alongside a car parked in front of the bungalows and certainly no room for emergency services vehicles or larger vehicles to pass.
- 5.5.3 The illustration below, copied from the Department of Transport's 'Manual for Streets' at Street Geometry, Page 79 11, shows that a road width of **4.8m** will allow passing

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1072722 /Essex_Manual_for_Streets_Redacted.pdf

https://publicaccess3.croydon.gov.uk/online-applications/files/D51FA99DB9BCDFE252A16C2E56095ACF/pdf/22 01806 FUL-APPLICATION_FORM_-_WITHOUT_PERSONAL_DATA-3485014.pdf



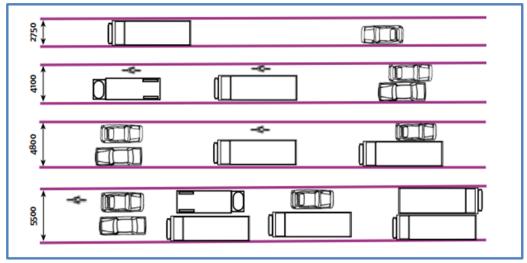








cars but will **not** safely allow for a car to pass a **delivery lorry** or similar. Thus at **4.79m** width it would be unsafe and if attempted, would sustain damage to the vehicles.



Department of Transport's 'Manual for Streets' at Street Geometry, Page 79

5.5.4 If this planning proposal is allowed, the introduction of four new family-sized dwellings together with their occupants and visitors will dramatically increase the volume and type of vehicles accessing the road, including the increased use of delivered supplies resultant on internet orders by light delivery vans. Furthermore, the inappropriate layout and design of car parking spaces together with the risk of car drivers 'blocking in' other cars will increase the number of cars and other vehicles parking on the road in Pipers Gardens; this will negatively impact the access in and out of Pipers Gardens and the proposed development site.

6 LPA Report Reasons 5

- 6.1 Reason 5: In the absence of a legal agreement securing sustainable highway contributions and establishing if off street vehicle access can be achieved, the proposal would be contrary to Policies SP8 and DM29 of the Croydon Local Plan 2018 and Policy T4 of the London Plan 2021 In reaching this decision the Local Planning Authority has sought to work in a positive and pro-active manner based on seeking solutions to problems in the following way:
- 6.2 We have **No additional Comment to make on Reason 5.**

7 Additional Comments:

7.1 NPPF Para 7 States:

7.1.1 "The purpose of the planning system is to contribute to the achievement of **sustainable** development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own **needs**¹²... "

_

¹² Resolution 42/187 of the United Nations General Assembly











7.1.2 For **Sustainability**, developments require adequate **supporting infrastructure** but there is **NO planned improvement** in the provision or delivery of new or improvements to the existing Infrastructure¹³ for **Shirley** over the life of the Plan.

7.2 Housing Need

- 7.2.1 Similarly, the allocation of housing "need" assessed for the "Shirley Place" [770ha] (equivalent to greater than Shirley North [327.9ha] and South Wards [387.3ha]) over the period 2019 to 2039 is 278 (Revised Croydon Plan Table 3.1). This equates to ≈14 dwellings per year.
- 7.2.2 In relation to meeting housing "need" we raised a Freedom of Information (FOI) request (Ref: 4250621) on 31st January 2022. The FOI Requested data on the Outturn of Developments since 2018 for the Shirley "Place" plus the "Place" Area, Housing and Occupancy of the Shirley "Place" for which the response was as follows:
- 7.2.3 The **FOI** response indicated, the **Shirley "Place"** as defined in the Local Plan has an area of <u>approximately</u> ≈770ha and comprises **Shirley North** and **Shirley South Wards** and therefore the **FOI** response 'suggests' completions for **Shirley "Place"** can be calculated by **adding** the completion figures together for each **Shirley Ward"**. This is 'NOT True' as described later.
- 7.2.4 Analysis of this limited information (**FOI response**) supports our assumption that completions are recorded but **NOT** against the "*Places*" of Croydon and **no action** is taken by the **LPA** as a result of those completions. In addition, the "*Shirley Place*" Area does **NOT** equate to the sum of the Shirley North & South Ward Areas.

Response to FOI Request (Ref: 4250621)

Shirley North										
	2018	2019	2020	2021 (partial)						
Gross units	48	94	73	16						
Net units	45	87	69	12						
	Shirley South									
	2018	2019	2020	2021 (partial)						
Gross units	12	17	3	5						
Net units	10	15	0	5						
	Shirley Place									
	2018	2019	2020	2021 (partial)						
Gross units	60	111	76	21						
Net units	55	102	69	17						

7.2.5 The **FOI** Response indicates:

- The Council does not hold the information we requested in a reportable format.
- The Council does not know the exact Area in hectares of any "Place."
- The Council does not hold the **Number of Dwellings per "Place."**
- The Council does not hold the **Number of Persons per "Place."**

-

¹³ https://www.croydon.gov.uk/sites/default/files/2022-01/infrastructure-delivery-plan-2021.pdf











- 7.2.6 Analysis of the recorded data shows over the 'three' full years 2018 to end of 2020, the Net Increase in Dwellings for Shirley = Shirley North Ward + Shirley South Ward = 55 + 102 + 69 = 226 ≈ 75 per yr. (However, this is NOT The Shirley "Place" at ≈770ha but the net increase for the Shirley North [327.90ha] + Shirley South Wards [387.30ha] total of 715.20ha) a difference of 54.8ha.
- 7.2.7 The MORA Area of 178.20ha (which we monitor) is only 24.92% of All Shirley (715.2ha), but at a rate of 36dpa over the 20yr period ≈720 dwellings, would exceed the Target for the Shirley "Place" of 278 by 442 Dwellings for the Whole of the Shirley "Place" (≈770ha FOI response).
- 7.2.8 This is (720-278)/278 = 158.99% Increase for the Shirley "Place" when the MORA Area is only (770-178.2)/178.2 = 23.15% of the area of the estimated Shirley 'Place' and (178.26-715.2/715.2) = 24.92% of all Shirley. This is definitely NOT respecting the character of the locality when the locality of this proposal is "Inappropriate for Incremental Intensification" with a PTAL of Zero and there is no probability for increase in supporting infrastructure.
- 7.2.9 The Build rate delivery of dwellings for all Shirley is averaging at 55 + 102 + 69 = 226 ≈ 75.33 dwellings per year, so over 20 years the Net Increase will be ≈1507 dwellings. (Exceeding the 278 Target by ≈1,229). The Target for the Shirley "Place" at Table 3.1 of the Revised Croydon Local Plan indicates a Target of 278 dwellings over the period 2019 to 2039.
- 7.2.10 This would exceed the Target over 20 yrs. (of 278) by: (1507 278)/278 = 442.1%. From the FOI Request, the Area of the Shirley "Place" is ≈770ha. The total Area of Shirley North & South Wards is 715.2ha (GLA figures) therefore, there is ≈54.8ha excess of land in other adjacent Wards which numerically means the Target for Shirley Wards of 278 should be reduced by 7.12% = 258 (and the difference of 20 added to the Targets of the relevant adjacent Wards).
- 7.2.11 We are confident that **this analysis completely refutes** any suggestion that **"Housing Need"** is a reason for approval in this locality as the assessed **"Housing Need" for this area has already been satisfied.**
- 7.2.12 All Development proposals should be judged on compliance to adopted Planning Policies and NOT on the basis of meeting Targets to support a Housing "need" especially so if that "need" has already been met.

8 Summary and Conclusions

8.1 Local Residents have lost confidence in the Planning Process with the significant number of local redevelopments which, in the majority of cases, disregard Planning Policies. Once that confidence is lost, it is extremely difficult to regain it. Confidence and support of local residents is necessary to ensure the general requirement of housing need is satisfied with the provision of appropriate sustainable developments. This can only be achieved by ensuring developments comply with the agreed **National and local planning policies and guidance.**











- Our comments on this Appeal are all supported by the **National** or **Local Planning Policies** which have defined measurable methodology and assessment. We do **NOT** quote any **subjective or vaguely** described objectives as they can be misconstrued to one's advantage or disadvantage but are not quantifiably conclusive. Therefore, our analysis is **definitive**.
- 8.3 The Growth Policies as specified in the Revised Croydon Local Plan are fundamentally flawed as they do NOT define the magnitude of "Growth" in their definitions. There is NO actual mechanistic difference between the different categories of 'Intensification' or 'densification'. In addition, we have conclusively shown that the proposed development at PTAL 1a and at greater than 800m from any Train or Tram Station or District Centre is inappropriate for "Incremental Intensification".
- We have also shown that the proposed development is a significant overdevelopment for the available Site Area of 0.0712ha at PTAL 1a≡0.66 in this "Outer Suburban" Area Type Setting (CR0 7PB) as defined by the National Model Design Code Guidance and that the proposed development would be more appropriate in a "Suburban" Area Type Setting for Housing Density and "Urban" for Residential Density. This analysis therefore supports the LPA's Reasons 1 & 2 for refusal on grounds of Scale, Massing and Bulk.
- 8.5 If the Inspector does NOT agree with the **National Model Design Code Guidance** as listed above, we would respectfully request the Inspector provides an alternative assessment with detailed methodology and justification.
- 8.6 We have shown that for all the appellant's "Grounds of Appeal" we have provided a quantifiable response which demolishes the appellants vague and subjective statements.
- We therefore urge the Inspector to **Dismiss** this appeal such that the Appellant can reapply with a more appropriate and compliant proposal.
- 8.8 If this proposal is allowed, it would be absurd to believe that the Planning Policies have any meaningful weight and local residents would be quite correct in their current complete loss of confidence in the Planning Process.

Kind Regards



Derek C. Ritson I. Eng. M.I.E.T.

Monks Orchard Residents' Association

Executive Committee – Planning

Email: planning@mo-ra.co



Sony Nair Chairman MORA

Monks Orchard Residents' Association.

Email: chairman@mo-ra.co