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**Monks Orchard Residents'
Association
Planning**

13th June 2023

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Reference: 23/01623/FUL
 Application Received: 26 Apr 2023
 Application Validated: 18 May 2023
 Address: 13 Gladeside Croydon CR0 7RL
 Proposal: Demolition of the existing detached dwelling and erection of 3 no. dwellinghouses with parking, cycle stores and private amenity, and associated works.
 Status: Awaiting decision
 Case Officer: Jeni Cowan
 Consultation Expiry: Thu 22 Jun 2023
 Determination Deadline: Thu 13 Jul 2023

Dear Jeni Cowan

Please accept the following assessment by MORA of the Planning Application proposal Application Reference 23/01623/FUL at 13 Gladeside, Croydon CR0 7RL, for the Demolition of the existing dwelling and erection of 3 dwellinghouses with parking, cycle stores and private amenity Space.

Proposal's Parameters:

13 Gladeside			App Ref: 23/01623/FUL										
Site Area	625	sq.m.	Densities						Floor Area Ratio (Note 1)	0.62			
App Form	0.0625	ha	Bedrooms Density			192.00			b/ha	Plot Area Ratio (Note 3)			0.28
Post Code	CR0 7RL		Residential Density			288.00			bs/ha	Post Code			17.09
Area	1.4047	ha	Residential Density			256.00			hr/ha	Units			3
Persons	60	(p)	Housing Density			48.00			U/ha	PTAL			2011
Dwellings	24	(Units)	Occupancy			6.00			hr/Unit	PTAL			2031
Unit	Type	Building Reg.	Floor	Bedrooms (b)	Bed Spaces (bs)	Habitable Rooms (hr)	GIA (Offered) (Note 1)	GIA (Required)	In-Built Storage (Offered)	In-Built Storage (Required)	Parking (Note 2)		
Unit 1	Terraced	M4(2)	Ground	0	0	1	Not Stated	112	0.7	3	1		
			First	3	4	3			2				
			Second	1	2	1			3.6				
Unit 2	Terraced	M4(2)	Ground	0	0	1	Not Stated	112	0.7	3	1		
			First	3	4	3			2				
			Second	1	2	2			3.6				
Unit 3	Terraced	M4(2)	Ground	0	0	1	Not Stated	112	0.7	3	1		
			First	3	4	3			2.0				
			Second	1	2	1			3.6				
Grand Total				12	18	16	388.155	336	18.9	9	3		
Note 1	GIA Not provided on Floor Plans or stated in the Design & Access Statement (Required for Compliance to Minimum Space Standards.)												
Note 2	One addition space for visitors (4 spaces)												
Note 3	Footprint dimensions NOT provided (Calculated from supplied Drawings)												

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for a better community**



Street View of Proposal

1 Initial Observations:

- 1.1 The **Application Form** indicates a **Site Area** of **625sq.m.** ($\approx 0.0625\text{ha}$) whereas the **Design & Access Statement** at page 4 indicates **624sq.m.** We have therefore used the Design & Access Statement measurement as the application design figure for assessment in all calculations relating to this proposal as it is assumed to be the most accurate.
- 1.2 The **Gross Internal Area (GIA)** of **each Unit** has not been provided on the **Floor Plans** or in the **Design and Access Statement**. Although NOT required in the Validation Checklist (Jan 2018) this parameter is necessary to validate compliance to **London Plan Policy D6 Housing quality and standards**, Table 3.1 - **Minimum internal space standards for new dwellings**.
- 1.3 The **Floor Area Ratio** cannot be determined as the **GIA** in sq.m. is NOT provided.
- 1.4 The **Plot Area Ratio** cannot be determined as the **Footprint Area** of the proposal is also, NOT provided.

2 Design Codes & Guidance

2.1 Croydon Local Plan

- 2.1.1 The **Croydon Local Plan (2018)** does NOT provide any guidance on the assessment of local **Design Code Assessment**. The **Revised (Draft) emerging Croydon Local Plan (2021)** also does NOT provide any guidance on the assessment of **local Design Code Assessment**.

2.2 London Plan

- 2.2.1 The **London Plan at Policy D3 – Optimising Site Capacity through the Design Led Approach** recognises the need for '**Design Codes**' but does NOT give any guidance or methodology how that should be achieved. Supplementary Planning Guidance has been subject to consultation (Feb 2022), but final versions have yet to be published.

2.3 The NPPF

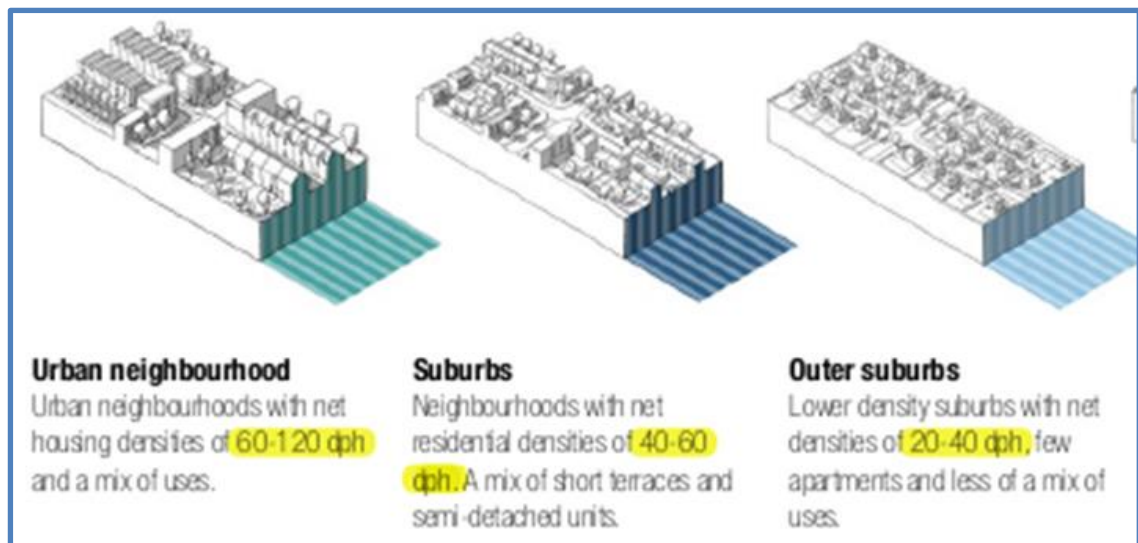
- 2.3.1 The **National Planning Policy Framework (NPPF)** provides guidance by referencing out to documents produced by the **Department for Levelling Up, Housing & Communities (DLUHC)** vis: the **National Model Design Code and Guidance**. Published 2021.

2.3.2 NPPF Para 129

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.**

2.4 National Model Design Code & Guidance

2.4.1 As there is absolutely no guidance on the assessment of “**Design Codes**” provided in either the adopted **Croydon Local Plan** or the **Revised Croydon Local Plan**, and as the **National Model Design Code & Guidance** documents were produced and published in **January 2021** and updated in **June 2021**, it is therefore incumbent on the **LPA** to use this **guidance** for local planning proposals against the assessment and analysis as defined in the **National Model Design Code & Guidance** as published and referenced from the **NPPF, in the absence of local guidance**.



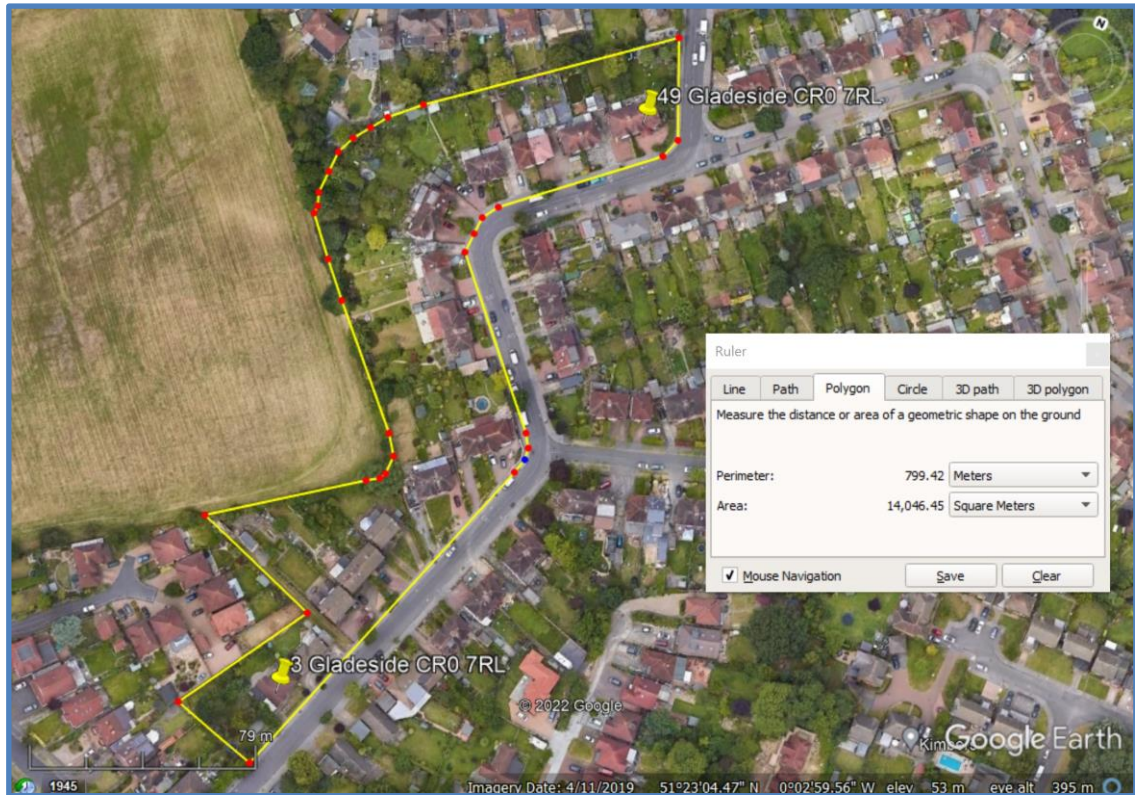
Extract from the National Model Design Code & Guidance “Built Form” for Area Types “Outer-Suburban,” “Suburban” & “Urban” Neighbourhoods.

3 Area Type Design Code Assessment

3.1 The assessment of the **Local Area** to define the **Local Design Code** requires an analysis of the locality which will provide appropriate parameters to use for defining the **Local Design Code detail**. The simplest analogy is to assess the local **Post Code Area CR0 7RL** for such an area assessment.

3.2 The following **Google Earth** image (below) shows the **Post Code Area** to be **≈14046.45 sq.m** which equates to **≈1.4046 ha**.

- 3.3 The local **Post Code CR0 7RL** has a population of **60¹** in an Area of **1.4046ha** and has **24 dwellings** from **3 Gladeside** to **49 Gladeside²** This results in a **Housing Density** of **17.09U/ha** and a **Residential Density** of **42.71Persons/ha**.



Google Earth measurement of Post Code CR0 7RL Area

- 3.4 The above **Google Earth** image of the Area of **Post Code CR0 7RL** provides **conclusive evidence** that the **Local Area Type** is definitely below (<) the **NPPF** Supplementary Planning Guidance **“Outer-Suburban”** as defined by the **National Model Design Code and Guidance** as published by the **Department for Levelling Up, Communities and Housing (DLUCH)** of **Area Type Settings** for both **Housing Density** at **17.09Units/ha** (**Outer Suburban** has minimum **Housing Density** of **20Units/ha**) and **Residential Density** at **42.71 Persons/ha**. (**Outer Suburban** has minimum **Residential Density** of $20 \times 2.36 = 47.2$ persons/ha).³
- 3.5 The following **Table** lists our comprehensive assessment of various **Post Code Areas** of **Shirley** and also the two **Shirley Wards** in accordance with the **National Model Design Code and Guidance** as published by the **Department for Levelling Up, Communities and Housing (DLUCH)**.
- 3.6 This **clearly** places the proposed development in an **“<Outer Suburban” Area Type Setting** in terms of **Housing Density (Units/ha)**, whereas the actual Application at Housing Density of **48.00 Units/ha** would be more suitable in a **“Suburban” Area Type Setting**.

¹ <https://www.postcodearea.co.uk/>

² <https://www.gov.uk/council-tax-bands>

³ <https://www.statista.com/statistics/295551/average-household-size-in-the-uk/>

Location	Area (ha)	Population	Dwellings (Units)	Residential Density (bs/ha)	Housing Density (Units/ha)	"Setting" for Design Code Density
Shirley North Ward	327.90	15666	6555	47.78	19.99	<Outer Suburban
Shirley South Ward	387.30	14147	5919	36.53	15.28	<Outer Suburban
All Shirley	715.20	29814	12474	41.69	17.44	<Outer Suburban
MORA Area	178.26	9283	3884	52.07	21.79	Outer Suburban
Post Code CR0 8S(*)	16.95	627	237	36.99	13.98	<Outer Suburban
Post Code CR0 8T(*)	11.82	644	246	54.48	20.81	Outer Suburban
Post Code CR0 7PL	1.73	47	19	27.17	10.98	<Outer Suburban
Post Code CR0 7QD	1.51	68	28	45.03	18.54	<Outer Suburban
Post Code CR0 8UB	1.70	71	30	41.89	17.70	<Outer Suburban
Post Code CR0 7NE	0.83	26	11	31.33	13.25	<Outer Suburban
Post Code CR0 7RL	1.40	60	24	42.72	17.09	<Outer Suburban
Shirley "Place" ¹ (approx)	770.00	?	?	?	?	?
Average	201.22	8787	3670	42.72	17.35	<Outer Suburban
All Shirley	715.20	29814	12474	41.69	17.44	<Outer Suburban
Shirley Place (Estimates)	770.00	33414	13981	43.39	18.16	<Outer Suburban

Note 1: FOI request (Ref: 4250621) on 31st January 2022

Assessment of Area Type Design Code for Shirley Local Areas by analysis.

3.7 Assessment of Post Code Design Codes

Parameters of Post Code Design Code				
Area Design Code Parameter (These parameters auto calc Design Code)	Input Parameters		Constrains	
Post Code	CR0 7RL		Ward	Shirley North
Area of Post Code (ha)	1.40465	hectares	Flood Risks	100yr Surface Water
Area of Post Code (Sq.m)	14046.5	sq.m.	Gas Pressure	Low Pressure
Number of Dwellings (Units) (*)	24	Units	Water Pressure	N/A
Number of Occupants (Persons) 4th April 23 (**)	60	Persons	HASL (m)	52m
Post Code Housing Density	17.09	Units/ha	Building Line Set-Back	10m to 14m
Post Code Residential Density	42.72	Bedspaces/ha	Adjacent to Metropolitan Open Land (MOL)	
Occupancy	2.50	Persons/Unit		
Area Type (National Model Design Code)	<Outer Suburban	Area Type Setting		
(*) Last updated on 17 May 2023				
(**) https://www.postcodearea.co.uk/				
Design Code Parameters	Min	Max	Measure	
NMDC&G Area Type Setting	<Outer Suburban	0.00 20.00	Units/ha Range	
Equivalent Residential Density (Persons/ha) ¹	<Outer Suburban	0.00 47.20	Persons/ha Range	
¹ Based upon National Occupancy of 2.36 persons/dwelling ²				
² https://www.statista.com/statistics/295551/average-household-size-in-the-uk/				
		U/ha	bs/ha	
PTAL (now) 1a numerically ≈ 0.66	0.66	2.20	5.19	Limits for PTAL
PTAL (forecast 2031) 1a numerically ≈ 0.66	0.66	2.20	5.19	Limits for PTAL
Gentle Intensification (Limits in U/ha & bedspaces/ha ¹)		6.67	15.74	Limits for "Gentle" Intensification
Moderate Intensification (Limits in U/ha & bedspaces/ha ¹)		13.33	31.46	Limits for "Moderate" Intensification
Focussed Intensification (Limits in U/ha & bedspaces/ha ¹)		20.00	47.20	Limits for "Focussed" Intensification

Interactive Spreadsheet to evaluation Post Code Design Codes

3.7.1 The above interactive Spreadsheet assesses the basic data to evaluate the **Area Design Codes** and has determined the **Area Type** to be **<Outer Suburban** with an average **Unit Occupancy of 2.5 persons per Unit (Dwelling)**. This occupancy is slightly above the **National Average of 2.36 persons/Unit**.

3.7.2 To assess the proposal's appropriateness to reflect the **Local Design Code Area Type** it is appropriate to compare the **Local Area Type (Post Code)** with those of the Application. This is by comparison of the evaluated data.

3.8 Assessment of Application Design Codes

3.8.1 The **GIA** for the Development proposal is NOT provided on the Application Floor Plans and has not been found within the **Design and Access Statement**. In order to roughly establish the **GIA**, we have taken scaled measurements from the floorplans at magnification **110%** as displayed on the monitor screen with the results as shown in the Table opposite. These measurements are an estimate based upon the supplied drawings but give an indication for valid assessment of the proposal to calculate **Design Codes** and the **Floor Area Ratio (FAR)**.

Unit	Floor	Internal Width	Internal Depth	GIA
Unit 1	Ground	4.35	11.2	48.72
	First	4.35	11.2	48.72
	Second	4.35	6.8	29.58
	Bay	2.15	1.1	2.365
Unit 2	Ground	4.35	11.2	48.72
	First	4.35	11.2	48.72
	Second	4.35	6.8	29.58
	Bay	2.15	1.1	2.365
Unit 3	Ground	4.35	11.2	48.72
	First	4.35	11.2	48.72
	Second	4.35	6.8	29.58
	Bay	2.15	1.1	2.365
Total				388.155

3.8.2 The Application **Design Code Assessment** is given in the following interactive spreadsheet.

Application Details		
Application Ref:	23/01623/FUL	
Address	13 Gladeside	
PostCode	CR0 7RL	
Parameters		
Site Area (ha)	0.0625	ha
Site Area (sq.m.)	625.00	sq.m.
Units (Dwellings)	3.00	Units
Bedrooms	12.00	Bedrooms
Bedspaces	18.00	Persons
Housing Density	48.00	Units/ha
Residential Density	288.00	bs/ha
Occupancy	6.00	Persons/Unit
National Average Occupancy	2.36	Persons/Unit
Floor Area Ratio (FAR)	0.6210	
Plot Area Ratio (PAR)	0.28	
NMDC&G Area Type Setting (Units/ha)	Suburban	
Area Type Setting (Bedspaces/ha) ²	Central	
² Based upon National Average Occupants/Dwelling		
PTAL (Current)	0.66	1a
PTAL (Forecast)	0.66	1a
PTAL to Support proposal	6.12	827.58%

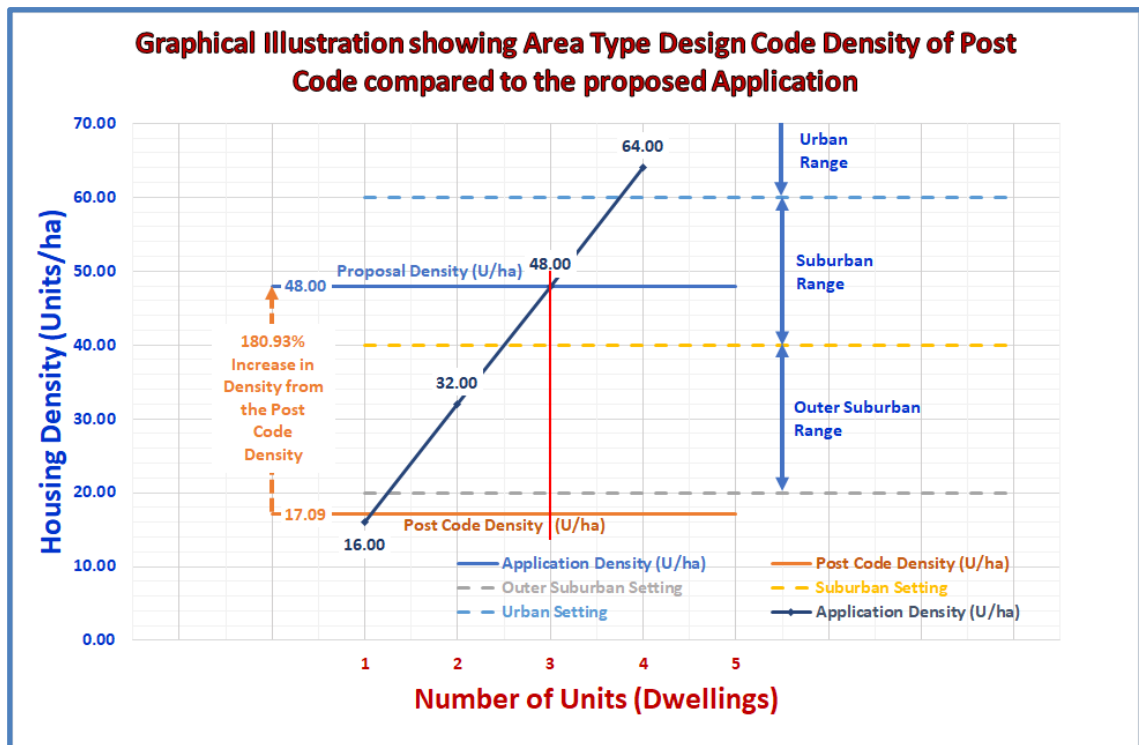
Application Design Code Assessment interactive spreadsheet

3.8.3

In order to assess the acceptability of the proposal within the constraints of the localities **Design Code Area Type Setting**, it is appropriate to compare the **Application Design Code** parameters with those appropriate for the locality as defined by the **Post Code Design Codes** and the guidance provided in the **National Model Design Code** referenced from the **NPPF para 129**.

Comparison - Post Code (CR0 7RL) Design Code & Application Proposal		
Post Code Housing Density (Units/ha)	17.09	<Outer Suburban
Application Housing Density (Units/ha)	48.00	Suburban
Percentage Difference (%)	94.99	%
Percentage Increase (%)	180.93	%
Post Code Residential Density (bs/ha)	42.72	<Outer Suburban
Application Residential Density (bs/ha)	288.00	Central
Percentage Difference (%)	148.34	%
Percentage Increase (%)	574.23	%
PTAL Available (1a)	0.66	
PTAL Required	6.12	
Percentage Increase	827.58	%
National Average Occupancy	2.36	
Post Code Occupancy	2.50	
Application Occupancy	6.00	
Percentage Increase	140.00	%

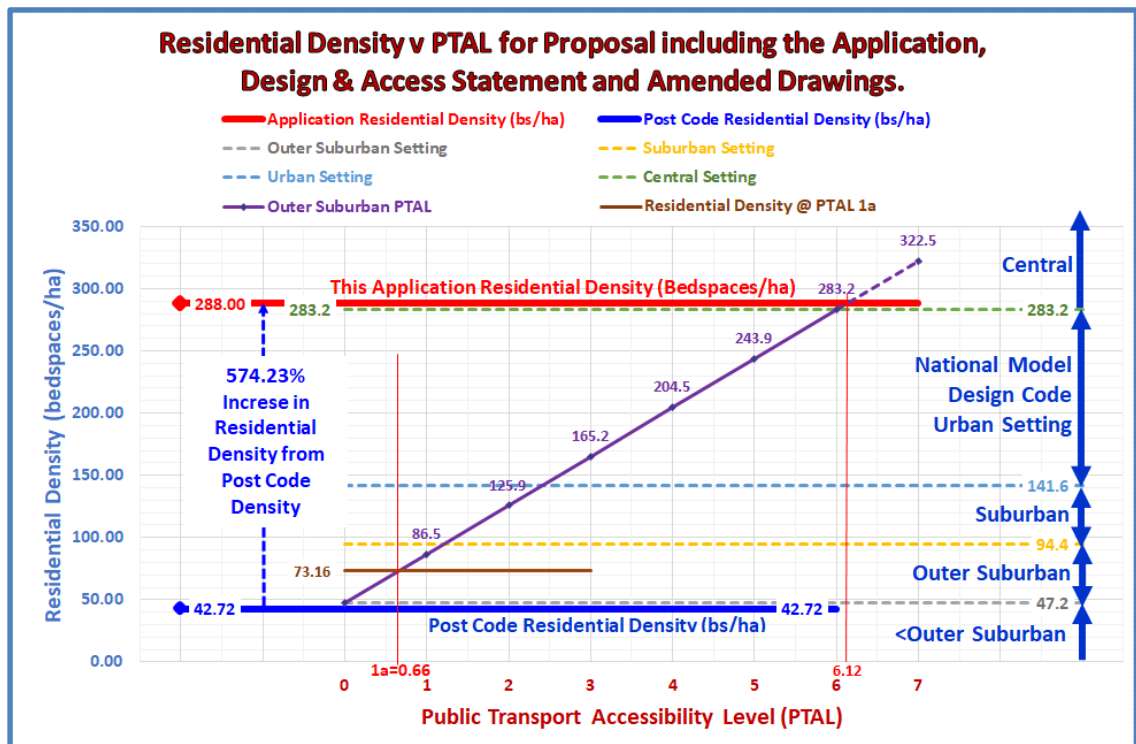
Comparison Assessment of Proposal with the Local Post Code Design Codes



Housing Density Design Codes showing percentage increase for application.

3.8.4 The above comparison clearly illustrates that the proposal is a significant over development for the local **Design Code Area Type Setting**. The **Post Code Area Type** is clearly Less than (<) **Outer Suburban** at **Housing Density of 17.09 Units/ha** which at **48 Units/ha** by an **180.93% increase** for the proposed **Application** which would raise the **Area Type** of the application from <**Outer Suburban** through **Area Type Outer Suburban** and into the **Area Type Suburban Area Type** with no corresponding increase in supporting infrastructure. This is clear evidence of **unsustainable over development.**

3.8.5 Similarly, the **Post Code Area Type Residential Density** at **42.72 persons/ha** (actual) local **Design Code Area Type <Outer Suburban** based upon **National Occupancy conversion** (from Housing Density to Residential Density) of **2.36 persons/Unit**⁴ would increase by **574.23%** to a **Residential Density of 288bs/ha**, raising the **Area Type** from <**Outer Suburban**, through **Outer Suburban**, **Suburban** and **Urban** to just within a **Central Area Type Setting Residential Density**. Again, with **no commensurate increase in supporting Infrastructure.**



Comparison of Post Code Residential Densities and Application Design Codes

3.8.6 The linear incremental increase in density over the PTAL range would suggest a Residential Density for a PTA of $1a \equiv 0.66$ would be:

3.8.7 **Residential Density:** $y = \left(\frac{283.2-47.2}{6}\right) * 0.66 + 47.2 = 73.16 \text{ bs/ha}$

3.8.8 With the omission of the **Density Matrix** from the latest iteration of the **London Plan**, there is now no correlation between **Residential Density**, **Area Type Settings** and **Public Transport Accessibility Levels (PTALs)**. It is assumed that the Accessibility

⁴ <https://www.statista.com/statistics/295551/average-household-size-in-the-uk/>

to Public Transport facilities required would incrementally increase with an increase in the population density in an Area and that the increase, without further research and analysis, would be nominally linear.

3.8.9 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**.

3.8.10 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.⁵

3.8.11 Using this assumption, it is assumed that the **PTAL** range **0** through to **6** would incrementally increase over the **Area Type** Ranges between **Outer Suburban** and **Central** and would follow the function $y = mx + c$

Where $y = \text{Residential Density}$; $m = \frac{\delta y}{\delta x}$; $x = \text{PTAL}$ & $c = y \text{ when } x = 0$

Thus, for a **Residential Density** of **288bedspaces/ha** the required **PTAL** is:

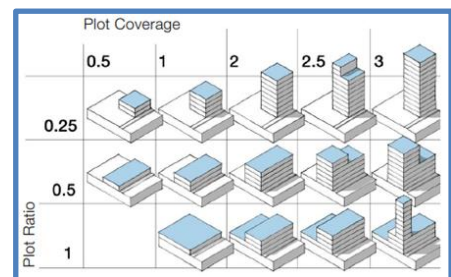
$$288 = \left(\frac{120 \cdot 2.36 - 20 \cdot 2.36}{6} \right) \cdot x + 20 \cdot 2.36 \therefore x = \frac{288 - 20 \cdot 2.36}{39.33} = 6.1225 = \text{PTAL}$$

\therefore The required **PTAL** to support a **Residential Density** of **287.98 bs/ha** is **≈ 6.12** .

4 Floor Area Ratio and Plot Footprint Ratio

4.1 The **National Model Design Code & Guidance Part 2** indicates the **Built Form** further required limitations of density at Para 29.

29. **Plot Ratio and Plot Coverage:** The former is the ratio between site area and the total building floor area while the latter is the proportion of the site area occupied by buildings. These two measures can be combined to **control development** and should be used alongside good urban design principles. For instance, a Plot Ratio of 2 means that the floor area can be twice the site area while a Plot Coverage of 0.5 means that only half of the site area can be developed.



4.2 **Floor Area Ratio = GIA/Site Area**

4.2.1 The **National Model Design Code Guidance** at “**Built Form**” Para 52 ii (page 20) states:

ii **Plot ratio:** Calculated by dividing the **gross floor area** of the building by the **area of the plot**, plot ratios along with site coverage should be used alongside good urban design

⁵ <https://www.statista.com/statistics/295551/average-household-size-in-the-uk/>

principles to regulate the density of mixed-use and non-residential uses (example below) See B.1.i Density.

- Town Centres: Plot Ratio >2
- Urban Neighbourhoods: Plot Ratio >1
- **Suburbs: Plot Ratio <0.5**

4.2.2 The **Floor Area Ratio** = offered **Gross Internal Area (GIA)** divided by the Site Area (in the same Units at sq.m.) which for this proposal is 388.155/625= **0.621** which exceeds the **National Model Design Code Guidance Build Form para 52 ii)** by:

$$\frac{|0.5 - 0.621|}{0.5} = \frac{0.121}{0.5} = 0.242 = 24.2\%$$

4.2.3 The significant overall impression of a cramped and confined aspect should be mitigated by the **National Model Design Code & Guidance (2021) 'Suburban'** requirement for a **Floor Area Ratio** of <0.5.

4.2.4 The **Plot Area Ratio** is defined as: Building Footprint/Site Area. The **Building Footprint** scaled off the **Ground Floor Plan** is:

≈14.5m x ≈12m = 174sq.m. therefore the Plot Area Ratio is 174/625 = 0.2784 ≈ **0.28**

There is no recommended **Plot Area Ratio (PAR)**.

4.2.5 The locality is an area of **<Outer Suburban** which is **two area types** below **Suburban FAR** recommendation of 0.5 i.e., **Suburban & Outer Suburban** and therefore **<0.5** is a high benchmark for **<Outer Suburban Area Type Floor Area Ratio (FAR)**.

4.2.6 It is suggested the **preferred FAR for <Outer Suburban Area Type should be less than the defined 0.5 Ratio for Suburban Area Type Settings** by approximately ≈25% at ≈**0.375** as a rough guide for an appropriate spaciousness for the **Floor Area Ratio of <Outer Suburban Area Type locations** due to the **spacious Gardens** in this **Post Code CR0 7RL Area** to reflect and respect the **local character**. It is not feasible to provide the overall average **GIA** estimate for all the dwellings within the **Post Code Area CR0 7RL** but a **Ratio of 0.375 for Floor Area Ratio** seems an appropriate compromise.

4.2.7 An appropriate **GIA** for a **Site Area** of 625sq.m. with **0.5 Floor Area Ratio** is **312.5sq.m.** A **Floor Area Ratio** of 0.375 and limited **Site Area** of 625 sq.m. would provide guidance for a **GIA** for this proposal to be of the order of: **234.375 sq.m.**, whereas the actual **GIA** is **388.155sq.m.** This analysis shows the proposal is an over development for the **Local Area Type Setting Floor Area Ratio (FAR)**.

5 Growth, Densification & Intensification.

5.1 Croydon Local Plan (2018) 'Growth' Policies

5.1.1 The **Croydon Local Plan (2018) 'Growth'** Policies, as defined in **Table 6.4**, 'purports' to describe "**Growth**" by either "**Redevelopment**" or "**Evolution**" by "**Regeneration**", but gives no definition of the acceptable magnitude of '**growth**' in terms of '**Site Capacity**', '**Local and future Infrastructure**' or '**Public Transport Accessibility**' 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**.

- 5.1.2 The current **Croydon Plan (2018)** and **Revised Croydon Plan** Policy Fails to meet the guidance required in **NPPF (2019-21) Section 3. Plan-making** and specifically **NPPF** para 16 d) or Para 35, a) Positively prepared, b) Justified, c) Effective and d) **Consistent with National Policy** or the **Statutory requirement** to ensure **‘Sustainable Developments’**. In fact, the Policy is quite **“meaningless”**.
- 5.2 The Current **Croydon Plan** Policy for “Growth” is set out at **Table 6.4** and para **6.58**.
- 5.2.1 **6.58** There are existing residential areas which have the capacity to accommodate growth without significant impact on their character. In these locations new residential units can be created through the following interventions.
- a) Conversion – The conversion or subdivision of large buildings into multiple dwellings without major alterations to the size of the building.
 - b) Addition – This can include one or more extensions to the side, rear, front or on the roof, and is often combined with conversion of the existing building into flats.
 - c) In-fill including plot subdivision – Filling in gaps and left over spaces between existing properties. It can also include subdivision of large plots of land into smaller parcels of land with a layout that complements the existing urban pattern.
 - d) Rear garden development – The construction of new buildings in rear gardens of the existing properties. Houses must be subservient in scale to the main house.
 - e) Regeneration – The replacement of the existing buildings (including the replacement of detached or semi-detached houses with flats) with a development that increases the density and massing, within the broad parameters of the existing local character reflected in the form of buildings and street scene in particular.
- 5.2.2 Thus, for **Redevelopment or Regeneration** the proposal should be a development that increases the density and massing, within the broad parameters of the existing local character reflected in the **form of buildings** and **street scene** in particular. However, such an increase in density should **NOT** bridge an **Area Type Setting** as the existing **infrastructure** could **NOT** support the increase unless a planned increase in supporting infrastructure is planned within the life of the Plan. (**London Plan Policy D2 Infrastructure requirements for sustainable densities**).
- 5.2.3 Resultant on the **Planning Advisory Service (PAS)** Recommendations and the LPA’s **Planning Transformation Action Plan** as a result of the PAS Review, the recommendation of the Review of Croydon’s Local Plan is to **“remove intensification zones, support sustainable development and emphasise design and character over density”**. Although these changes are recommended, these changes have yet to be adopted but give insight into the projected forthcoming Policies.
- 5.2.4 We refer to the recommendations of the **Planning Advisory Service Report** to Cabinet 22nd Feb 2022 **“Local Planning Authority Service Transformation”**⁶ which states:
- a) **Para 4.3 Priority 4 - “Review Croydon Local Plan to remove Intensification Zones, support sustainable development and emphasise Design and Character over Density.”**
 - b) **Para 4.4 “The Planning Transformation Programme also needs to ensure that the LPA is able to respond to proposed changes happening nationally through**

⁶ <https://democracy.croydon.gov.uk/documents/s43225/Report%20-%20Local%20Planning%20Authority%20Service%20Transformation.pdf>

*the **Levelling Up and Regeneration Bill** and the current consultation on the **National Planning Policy Framework (NPPF)**. Specifically, the **Planning Transformation programme** will ensure that the planning service is fit for purpose to respond the emerging **national reform of planning policy**.”*

- 5.2.5 The failure of the **Croydon LPA Local Plan** and the **London Plan** to actually define these **Growth Policies** in terms of 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)** and **LPA Planning Officers** have historically made subjective prejudicial assessments without any substantive supporting definitions.
- 5.2.6 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**.⁷ 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**.
- 5.2.7 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**.
- 5.2.8 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.⁸
- 5.3 Site Capacity**
- 5.3.1 The application **Site Area** is **0.0625ha**.
- 5.3.2 **London Plan D3 Policy - Optimising site capacity through the design-led approach**, requires proposals be designed within the limitations of the **Area Type Design Codes** as defined by the **National Model Design Code & Guidance** if there is no guidance in the **Local Plan (NPPF para 129)**.
- 5.3.3 The **London Plan Policy D2 - Infrastructure requirements for sustainable densities** requires Densities of proposals to:
- 1) consider, and be linked to, the provision of future planned levels of infrastructure rather than existing levels.
 - 2) be proportionate to the site’s connectivity and accessibility by walking, cycling, and public transport to jobs and services (including both PTAL and access to local services)²⁶.
- 5.3.4 Thus, for **13 Gladeside** in an **<Outer Suburban Area Type** Setting as defined

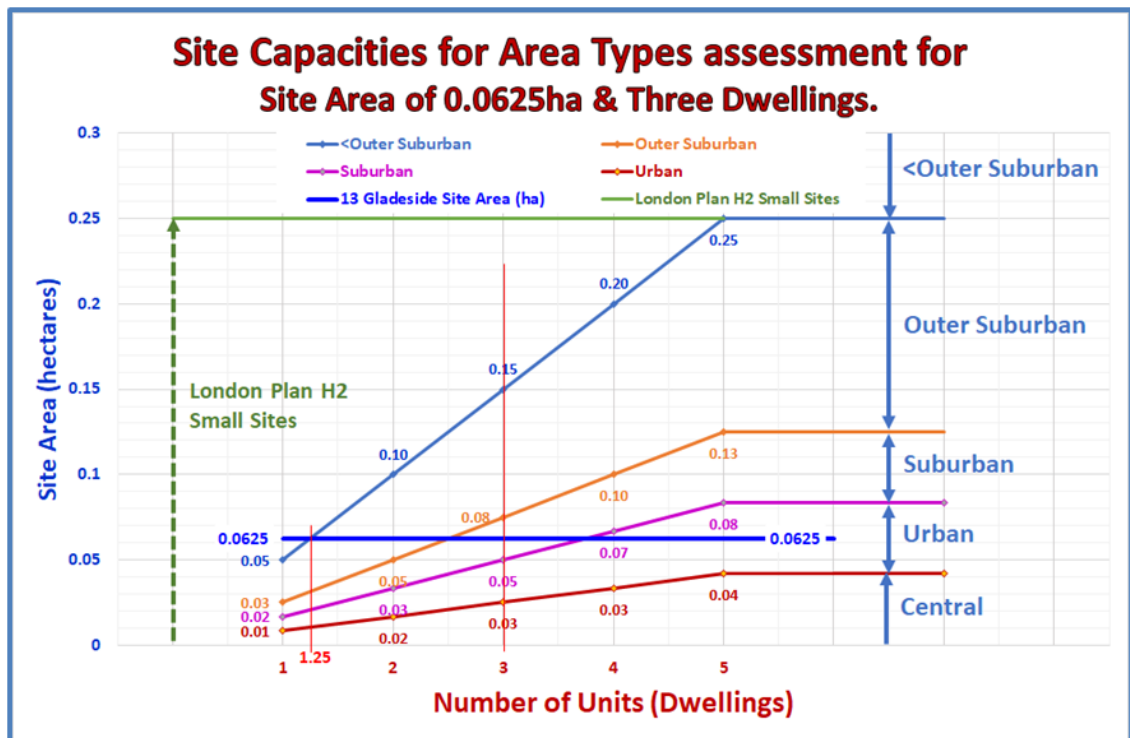
⁷ <https://www.croydon.gov.uk/sites/default/files/2022-01/infrastructure-delivery-plan-2021.pdf>

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

by the **Post Code Area Type**, for **3 Units** at **PTAL 1a** \equiv **0.66** would require a **Site Area** of to **1.05ha** whereas the available Site Area is **0.0625ha**. (see graphical illustration below.

5.3.5

The proposal is to be within the **Area Type** defined by the **Local Post Code** parameters **CR0 7RL** which is **<Outer Suburban** and for **3 dwellings** would require a **The National Model Design Code** recommended **Area Type** for **<Outer Suburban (max)** or **Outer Suburban (min)** is **=20Units/ha** which at **0.0625ha** should accommodate: **1.25Units**. For three Units, the **Site Area** should be within an acceptable tolerance of **\approx 0.15ha**.



Site Capacities at Area Types as defined by the National Model Design Code & Guidance

5.4

London Plan “Incremental Intensification”.

5.4.1

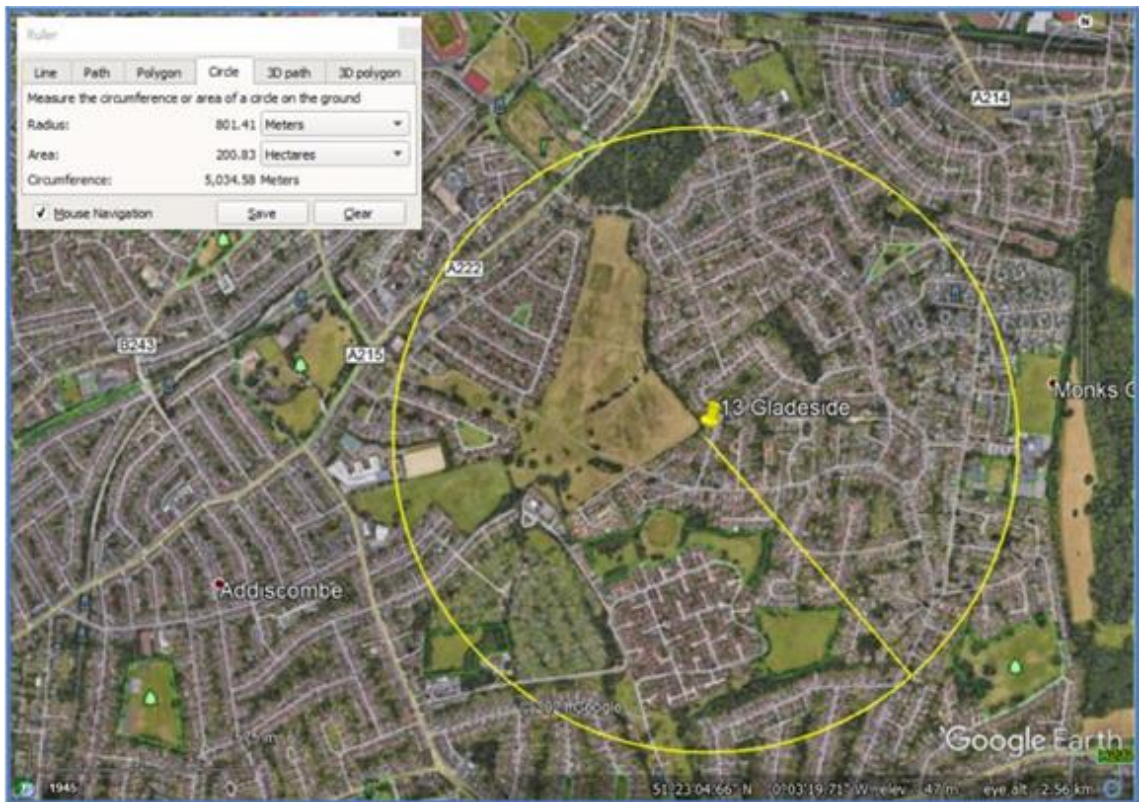
London Plan (2021) Policy H2 – Small Sites; Para 4.2.4:

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

5.4.2

The developments **Site** is within an area of **PTAL 1a** \equiv **0.66** which is clearly below **PTAL 3**, and the Google Earth Image below illustrates that **the locality** is greater than **800m** from any **Tram or Train Station** and is also greater than **800m** from the **Shirley Local Centre**. However, the requirement for “*incremental Intensification*” is to be greater than **800m** from a “**District Centre**” and **Shirley** is a “**Local Centre**”, **NOT** a **District Centre**.

5.4.3 Therefore, the Site location is inappropriate for “Incremental Intensification” as defined by the London Plan Para 4.2.4:

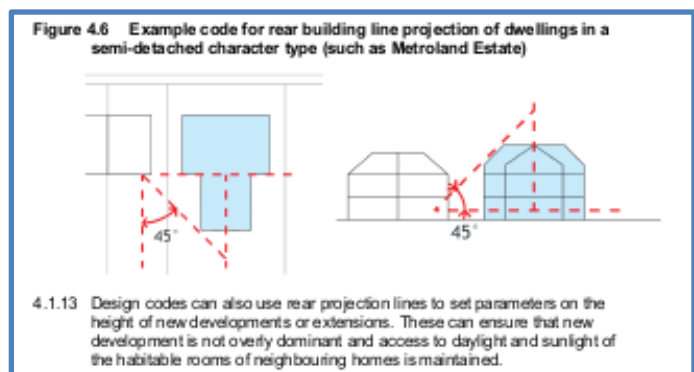


Google Earth Image showing Location of 13 Gladeside exceeding 800m from any Tram/Train Station and exceeding 800m from the nearest Local or District Centre – Therefore ‘Inappropriate’ for Incremental Intensification.

5.4.4 If the **Case Officer disagrees** with any of the above assessments or analysis in any respect or additionally for the assessment of “**Gentle**” *Densification*, we respectfully request that the **Case Officer’s Report** to officers or Committee Members, provides an explanation of the **professional appraisal** of the **Area Type Assessment** and the professional definition of “**Gentle Densification**” fully supported by evidence to qualify why the **Croydon LPA** should have **different Policies** to those espoused by the **National Model Design Code & Guidance** as referenced from the **National Planning Policy Framework (NPPF)** paras 128 & 129.

6 Privacy and Overlooking - Neighbour Amenity

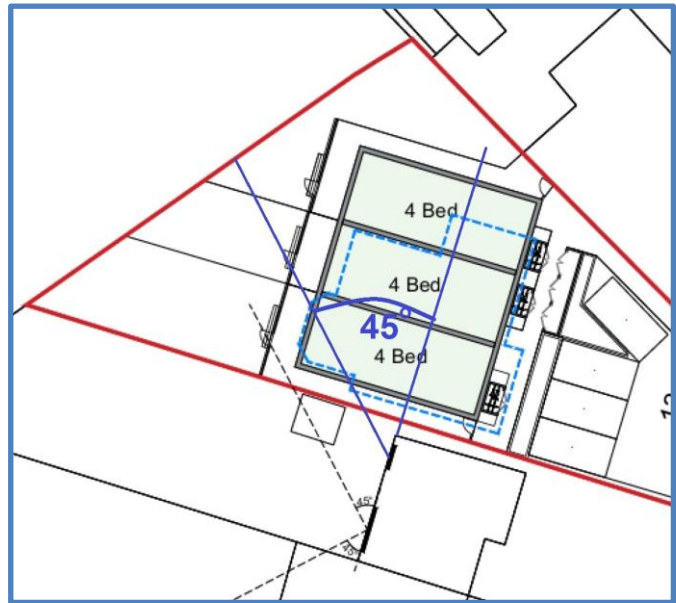
6.1 It is recognised that Supplementary Planning Guidance **SPD2** has been revoked but that the **London Plan SPG Small Site Design Codes** (Feb 2022) at **Figure 4.6** prevails as an emerging policy which provides requirement for clear **45° Degree** projection from the nearest ground floor window.



6.1.1 The proposal would clearly fail the **London Plan Small Site Design Guide**⁹ (Feb 2022) (paras 4.1.12/13 & illustration 4.6):

- **4.1.12** *A good rule of thumb is to follow the 45-degree rule illustrated below. This rule specifies that the height and depth of a new development or extension should not breach a 45-degree line drawn from the centre of the window of the lowest, and closest, habitable room on the neighbouring property.*
- **4.1.13** *Design codes can also use rear projection lines to set parameters on the height of new developments or extensions. These can ensure that new development is not overly dominant and access to daylight and sunlight of the habitable rooms of neighbouring homes is maintained.*

6.2 The Full Site Plans Drawing 100 - #001 Revision B shows the 45° Degree horizontal Projection from the furthest ground floor window of #11 Gladeside (Not the centre of the nearest as required by the Policy).



6.3 The blue lines on the plans to the right shows that the 45° projection from the **nearest** ground floor window of 11 **Gladeside** intersects the proposed development, clearly indication that the proposal fails the 45° horizontal Policy and is therefore non-compliant.



Estimated of 45° Vertical projection from centre of nearest ground floor (Rear) window of 11 Gladeside intersecting the proposed development

6.4 The proposal therefore is detrimental to the Amenity for occupants of 11 **Gladeside** and

⁹ https://www.london.gov.uk/sites/default/files/small_site_design_codes_lpg_-_publish_for_consultation_-_planning_11_feb_22.pdf

should therefore be refused.

- 6.5 The proposal will also clearly fail the vertical 45° Projection from the same lower ground floor window although the positioning of the new development is the same distance from the Boundary as the previous (demolished) building, but as the proposed development extends **≈7m** further into the rear garden area, this will cause further overbearing and **loss of amenity** to the occupants of **11 Gladeside**. We have no rear illustration of **11 Gladeside** but the estimates above shows there would be clear failure to meet the policy.

7 Sustainability and Housing Need

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**¹⁰... “*

- 7.1.2 For **Sustainability**, developments require adequate **supporting infrastructure** but there is **NO planned improvement** in the provision or delivery of new improvements to the existing Infrastructure¹¹ for **Shirley** over the life of the Plan.

7.2 Housing Need

- 7.2.1 The allocation of housing **“need”** assessed for the **“Shirley Place”** [770ha] over the period **2019 to 2039** is **278** (See Croydon Revised Local Plan¹² 2021 **Table 3.1**). This equates to **≈14 dwellings per year over 20 yrs**. 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 **Area, Housing and Occupancy** of the **Shirley Place** for which the response is as follows:

- 7.2.2 The FOI response indicated, the **Shirley “Place”** as defined in the Local Plan has an area of **approximately ≈770 ha** (i.e., *The LPA has no idea of the actual Areas of the “Places” of Croydon*) 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”**.

(The statement of equivalence of the Sum of the Wards equals the Area of the “Place” is NOT True.)

- 7.2.3 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.**

- 7.2.4 The FOI Response indicates:

¹⁰ Resolution 42/187 of the United Nations General Assembly

¹¹ <https://www.croydon.gov.uk/sites/default/files/2022-01/infrastructure-delivery-plan-2021.pdf>

¹² <https://www.croydon.gov.uk/sites/default/files/2022-01/croydon-local-plan-2018-revised-2021-part-1-start-to-section-11.pdf>

- 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”**

7.2.5 Analysis of the recorded data shows that 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**.

7.2.6 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** **i.e., for the ‘Whole’ of the Shirley “Place”**.

7.2.7 The **Build Rate Delivery** of dwellings over **3 years** for all **Shirley** is averaging at **55 + 102 + 69 = 226 Ave ≈ 75.33/yr. 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 **Croydon Plan Table 3.1** of the Revised **Croydon Local Plan** indicates a Target of **278 dwellings over the period 2019 to 2039**. Over the Full Four Years the estimate outturn is **1257 dwellings** (see completions analysis table below).

7.2.8 This is $|278 - 1257.5|/278 = 979.5/278 = 3.5234 = 352.34%$ Increase for the **Shirley “Place” estimate** 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 1a and there is no probability for increase in supporting infrastructure.**

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

Results of Freedom of Information (FOI) request Ref: 4250621 31st Jan 2022.

7.2.9 This current rate (if retained) would exceed the Target over **20 yrs.** (of **278**) at **1257.5** by: **Percentage of Increase** of $|128 - 1257.5|/128 = 1129.5/128 = 8.8242 = 882.42%$. or a **Percentage Difference** of 128 and 1257.5 = $|128 - 1257.5|/((128 + 1257.5)/2) = 1129.5/692.75 = 1.63 = 163%$.

7.2.10 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 which is 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 This rate (if retained) would result in the number of developments **significantly exceeding** the available **supporting infrastructure** provision which has been acknowledged as unlikely to be improved over the life of the Plan.
- 7.2.12 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.**
- 7.2.13 It is therefore plainly obvious that the inability to contain or mitigate the **excessive outturns** above the stated **Targets** is a **significant failure** to meet the **legally required objectives of Sustainability** as defined in the **NPPF Chapter 2. Achieving sustainable development¹³** as Shirley has no prospect of infrastructure improvement over the life of the Plan. The **Sustainability of Developments** is a **legal requirement¹⁴** of development approvals.
- 7.2.14 We challenge the use of **“Place”** Target if those **Targets** for each **“Place”** are **NOT monitored** or if deviating from the requirement, there is no mitigating action to manage those Targets to meet **“Sustainable Developments”**. It is our understanding the **Managing Developments** is the prime responsibility and the Job Description of the LPA **“Development Management”**. **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, and there are NO infrastructure improvements to support the surpassing of that “Need.”**

8 Summary and Conclusions

8.1 General Observations

- 8.1.1 This proposal is a welcome change to the many recent proposals in this locality as it provides individual family homes with gardens as opposed to blocks of flats of multiple occupation. This development proposal is more suitable for the local area and more appropriately reflects the character of the local area.
- 8.1.2 It is clear from the forgoing that the **Site Area** is insufficient for the proposed level of Development. Although family housing is offered and preferred, the capacity is overly cramped with restricted access.
- 8.1.3 The Amenity of No. 11 Gladeside is adversely affected by the height and proximity of the new adjacent Unit 1.
- 8.1.4 In addition, the main reason for our concern is the excessive **Housing Density** of the proposal in an **Area Type Setting** of less than an (**<**) **Outer (London) Suburban Setting** at 17.09Units/ha as defined by the **National Model Design**

¹³

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf

¹⁴ <https://www.legislation.gov.uk/ukpga/2004/5/section/39>

Code & Guidance. The proposal would have a **Housing Density** appropriate for a **Suburban Area Type Setting at 48Units/ha, an 180.93% increase**, which means the **Area Type** increases from **<Outer Suburban Area Type**, bridges the **Outer Suburban Area Type Range** to the **Suburban Area Type** without any increase or improvement of supporting **infrastructure appropriate** for the **Suburban Area Type Density**.

- 8.1.5 Similarly, the **Residential Density**, if assessed on the basis of comparable **National Average Unit Occupancy** based on the 2021 statistics, would result in the increase in **Residential Density** at **42.2Persons/ha** from (**<Outer Suburban** through **Outer Suburban, Suburban & Urban** to a **Central Area Type** at **288persons/ha**, a **574.23%** increase, again with no commensurate improvement in **supporting infrastructure**.
- 8.1.6 The appropriate evolutionary “Growth” at this local Area is defined by Policy DM10 and the Policies Map designations. The locality is not designated as an Area for specific levels of densification or intensification on the Policies Map and therefore only appropriate for Regeneration.
- 8.1.7 The London Plan “Incremental Intensification” Policy H2 is limited to areas of PTAL 3-6 and within 800m of a Tram/Train Station or District Centre, none of which applies to this proposal.
- 8.1.8 It is therefore considered that the **180.93%** increase in Housing Density and the **574.23%** increase in Residential Density would NOT be an appropriate level for “Gentle” Densification for natural regeneration.
- 8.1.9 The **Site Capacity** for a **Site Area** of **0.0625ha** in an **<Outer Suburban Area Type** is **NOT** sufficient for **3 Units** as defined by the **National Model Design Code & Guidance**. The recommended **Floor Area Ratio (FAR)** as defined by the **National Model Design Code & Guidance** should be **<0.5** whereas the proposal would have a **FAR of 0.62**, exceeding the recommended by **24%**.
- 8.1.10 The proposal would clearly fail the **London Plan Small Site Design Guide**¹⁵ (Feb 2022) (paras 4.1.12/13 & illustration 4.6):
- 8.1.11 We have shown that recent development approvals have significantly exceeded the **Targets** for the whole of the **Shirley “Place”** in just the **Shirley North Ward**, which establishes the **Housing “Need”** in **Shirley** has been met.

9 The Planning Process

- 9.1 The forgoing submission is compiled on the grounds of **National and Local Planning Policies** and based upon **rational observations and evaluation**. There have been no **vague or subjective assessments** and therefore we respectfully request that all our foregoing analysis and evidence is a sound assessment and therefore extremely relevant to the final determination.
- 9.2 We again reiterate, If the **Case Officer disagrees** with any of the above assessments or analysis in any respect or additionally for the assessment of **“Gentle” Densification**,

¹⁵ https://www.london.gov.uk/sites/default/files/small_site_design_codes_lpg_-_publish_for_consultation_-_planning_11_feb_22.pdf

we respectfully request that the **Case Officer's Report** to officers or Committee Members, provides an explanation of the **professional appraisal** of the **Area Type Setting, Site Capacity Assessment**, and the professional definition of "**Gentle Densification**" fully supported by evidence to qualify why the **Croydon LPA** should have **different Policies** to those espoused by the **National Model Design Code & Guidance** as referenced from the **NPPF paras 128 & 129**.

- 9.3 Local Residents have "**lost confidence in the Planning Process**" resultant on recent local **over-developments** and lack of additional supporting infrastructure, which, in the majority of cases, disregarded 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 supported and satisfied with the provision of appropriate sustainable developments. This can only be achieved if developments comply with the agreed **National and Local Planning Policies and Guidance**.
- 9.4 We urge the **LPA to refuse this application** and request the applicant to submit a revised proposal meeting the defined **National Model Design Code and Guidance** as published by the **Department for Levelling Up, Housing & Communities** (Jan & June 2021) **Build form Policies** for an "**Outer Suburban**" **Area Type Setting** as, from all assessment of the locality, the Shirley Wards (Both Shirley North & Shirley South Wards) are in every assessment either less than or equal to the Housing Density for an **Outer Suburban** Area Type Setting and **NOT** a "**Suburban**" setting as offered by the proposal. In all other respects, we believe this is an acceptable proposal.
- 9.5 Please Register this representation as **Monks Orchard Residents Association (Objects)** on the Public Register.

Kind Regards

Derek



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Cc:

Cllr. Sue Bennett
Cllr. Richard Chatterjee
Cllr. Mark Johnson

Shirley North Ward
Shirley North Ward
Shirley North Ward

Bcc:

MORA Executive Committee, Local Affected Residents', Interested Parties