

**COUNTRYSIDE PROPERTIES
(UK) LIMITED**

CHURCHILL QUARTER

PLANNING STATEMENT

MAY 2018

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1.0 EXECUTIVE SUMMARY

- 1.1 This Planning Statement has been prepared by Montagu Evans LLP to assist with the consideration and determination of an application for detailed planning permission by Countryside Properties (UK) Limited (the 'Applicant') for the redevelopment of land known as Churchill Quarter (the 'Site').
- 1.2 The Site is situated within the London Borough of Bromley (LBB), specifically Bromley Town Centre, and comprises a site area of approximately 1.26 hectares. A location plan showing the Site in the context of the surrounding area is included within the application (Ref No: PL-001 Location Plan / redline boundary).
- 1.3 The proposed development comprises of the following elements:
- i. Demolition of existing buildings and structures, including 20 x residential maisonette properties (40 x 2 bedroom units) at Ethelbert Close, Bromley Town Church, three commercial units at Bromley High Street, Library Gardens toilet block and pedestrian underpass from Churchill Way;
 - ii. Redevelopment of the Site with a mixed use scheme comprising up to 410 residential units with a mix of Use Class A1, A2, A3, B1, D1, D2 uses at ground floor (part);
 - iii. Associated basement providing car and cycle parking and services;
 - iv. Car parking, access and servicing arrangements off Churchill Way; and
 - v. Public realm works including Library Gardens, Churchill Way and creation of new promenade.
- 1.4 The Applicant has undertaken extensive pre-application consultation. This has included pre-application engagement with officers at London Borough of Bromley (LBB), the Greater London Authority (GLA) and Transport for London (TfL). The scheme was also presented to Design Council CABE. The applicant has also undertaken comprehensive engagement with local councillors, local residents, amenity groups and other key stakeholders. These pre-application discussions have had a positive impact on the scheme for which planning permission is now sought.
- 1.5 The Site is subject to the following designations under the adopted development plan:
- Located within Bromley Town Centre which is designated as both a Metropolitan Centre and Opportunity Area in the London Plan;

- Located within Opportunity Site G (Land west of High Street) allocation within the Bromley Town Centre (AAP);
- Part located within the Bromley Town Centre Conservation Area;
- Part located within an area of Urban Open Space, Church House Gardens;
- Nature Conservation Site borders the site to the north and west; and
- The lies within an Area of Archaeological Significance.

1.6 The Site is also subject to emerging Site 10 (west of Bromley High Street and land at Bromley South) in the emerging LBB Local Plan. This designation reinforces the accepted redevelopment potential of the site consistent with the strategic objectives for Bromley as a Metropolitan Centre and Opportunity Area.

1.7 This Planning Statement demonstrates that the proposed scheme:

- Optimises a previously developed site in a town centre location with a mixed use scheme;
- Mix of uses align with the GLA and LBB objectives for Bromley Town Centre Opportunity Area and its Metropolitan Centre status as well as those of the adopted and emerging site allocations;
- Reprovides commercial floorspace which will enhance the viability and vitality of the town centre;
- Reprovides an increased quantum of community floorspace from that as existing on site;
- Provides new business floorspace which will meet the needs of small, new start-up and creative businesses, seeking a town centre location;
- Delivers high quality residential accommodation with a quantum which is both a strategic and local priority;
- Provides a mix of residential units which addresses an identified need;
- Includes on-site affordable housing units;
- Provides S106 contributions and obligations;
- Delivers high quality public realm including dedicated play space;
- Results in a net gain of Urban Open Space;
- Delivers a high quality design which responds to the character of the surrounding area whilst respecting Bromley Town Conservation Area; and
- Provides a quantum of development in terms of bulk, scale and massing that respects the surrounding area.

1.8 In conclusion, the proposed development is considered to be in accordance with the relevant national planning policy guidance, the development plan and the emerging planning policy.

2.0 INTRODUCTION

2.1 This Planning Statement has been prepared by Montagu Evans LLP to assist with the consideration and determination of an application for detailed planning permission by Countryside Properties (UK) Limited (the 'Applicant') for the redevelopment of land known as Churchill Quarter (the 'Site').

2.2 The Application seeks planning permission for the following description of development:

“Demolition of existing buildings and redevelopment with mixed use scheme comprising up to 410 residential units with a mix of Use Class A1, A2, A3, B1, D1, D2 uses at ground floor (part). New vehicular access from Ethelbert Road. Associated basement car and cycle parking. Car parking, access and servicing arrangements at Churchill Way. Public realm works including Library Gardens and ancillary development.”

Overview of Scheme Proposals

2.3 The proposed development comprises of the following elements:

- vi. Demolition of existing buildings and structures, including 20 x residential maisonette properties (40 x 2 bedroom units) at Ethelbert Close, Bromley Town Church, three commercial units at Bromley High Street, Library Gardens toilet block and pedestrian underpass from Churchill Way;
- vii. Redevelopment of the Site with a mixed use scheme comprising up to 410 residential units with a mix of Use Class A1, A2, A3, B1, D1, D2 uses at ground floor (part);
- viii. Associated basement providing car and cycle parking and services;
- ix. Car parking, access and servicing arrangements off Churchill Way; and
- x. Public realm works including Library Gardens, Churchill Way and creation of new promenade.

Purpose and Format of the Planning Statement

2.4 The purpose of this Planning Statement is to provide information to allow the necessary consideration of the development against all relevant planning policy and all other

material considerations. The Statement sets out how the relevant planning policies and all other material considerations to the determination of the application have been taken into account in the evolution of the scheme and the extent to which the scheme is compliant with all such considerations to help inform the overall planning balance judgement.

2.5 The Planning Statement forms part of the information which has been submitted with this application, and is to be read in conjunction with the following documents:

- Application Covering Letter, prepared by Montagu Evans;
- Planning Application Form, prepared by Montagu Evans;
- Location Plan, prepared by Stitch;
- Drawing Schedule, prepared by Montagu Evans;
- Application drawings, prepared by Stitch;
- Design & Assessment Statement (including Accessible Homes Statement / Wheelchair Housing Statement), prepared by Stitch;
- Landscaping Design Statement, prepared by LUC;
- Planning Statement, prepared by Montagu Evans (i.e. this Statement);
- Heritage, Townscape and Visual Impact Assessment, prepared Montagu Evans;
- Statement of Community Involvement, prepared by Cascade
- Daylight and Sunlight Report, prepared by GL Hearn,
- Transport Statement (including Draft Delivery and Servicing Plans, Travel Plan and Construction Logistics Plan), prepared by Mayer Brown;
- Energy Report, prepared by RPS;
- Office BREEAM Pre-Assessment, prepared by RPS;
- Retail BREEAM Pre-Assessment, prepared by RPS;
- Community Space BREEAM Pre-Assessment, prepared by RPS;
- Sustainability Statement, prepared by RPS;
- Overheating Report, prepared by RPS;
- Preliminary Ecological Appraisal, prepared by RPS;
- Acoustic Design Statement, prepared by RPS;
- Air Quality Assessment, prepared by RPS;
- Air Quality Neutral Assessment, prepared by RPS;
- Flood Risk Assessment and Drainage Statement, prepared by Brand Consulting;
- Baseline Lighting Survey, prepared by Hoare Lea;
- Illumination Impact Profile, prepared by Hoare Lea;
- Lighting Parameter Plan, prepared by Hoare Lea;

- Utilities Report, prepared by Mendick Waring;
- Arboricultural Impact Assessment and Tree Condition Survey, prepared by Ruskins;
- Phase 1 Desktop Contamination Report, prepared by RSK;
- Unexploded Ordnance Survey, prepared by Dynatec;
- Site Waste Management Plan, prepared by Countryside;
- Archaeological Desk Based Assessment, prepared by RPS;
- Construction Method and Logistics Plan (including Demolition Method Statement), prepared by Countryside;
- Wind and Microclimate Study, prepared by Ramboll; and
- Community Infrastructure Levy Forms, prepared Montagu Evans.

2.6 In accordance with Regulation 5 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2017, an Environmental Impact Assessment (EIA) Screening Opinion was submitted to LBB prior to the submission of the application (ref: 18/01645/EIA). A Screening Opinion issued by the Council dated 25th April 2018 confirms that the proposed development is not EIA development (**Appendix 1**). On that basis, the application is not accompanied with an Environmental Statement. All relevant technical issues are however dealt within standalone reports as identified in paragraph 1.5 above.

2.7 This Planning Statement demonstrates that the proposed scheme:

- Has evolved through extensive pre-application discussions with officers at LBB, the GLA, Design Council CABE and other stakeholders meeting the local community;
- Optimises a previously developed site in a town centre location with a mixed use scheme;
- Mix of uses align with the GLA and LBB objectives for Bromley Town Centre Opportunity Area and its Metropolitan Centre status as well as those of the adopted and emerging site allocations;
- Reprovides commercial floorspace which will enhance the viability and vitality of the town centre;
- Reprovides an increased quantum of community floorspace from that as existing on site;
- Provides new business floorspace which will meet the needs of small, new start-up and creative businesses, seeking a town centre location;
- Delivers high quality residential accommodation with a quantum which is both a strategic and local priority;
- Provides a mix of residential units which addresses an identified need;

- Includes on-site affordable housing units;
- Provides S106 contributions and obligations;
- Delivers high quality public realm including dedicated play space;
- Results in a net gain of Urban Open Space;
- Delivers a high quality design which responds to the character of the surrounding area whilst respecting Bromley Town Conservation Area;
- Provides a quantum of development in terms of bulk, scale and massing that respects the surrounding area; and
- Is in accordance with relevant planning policy at the national, regional and local level and delivers sustainable development.

2.8 **Section 3.0** of this statement provides background information on the Site and its planning history. The pre-application engagement is detailed in **Section 4.0**. **Section 5.0** sets out the wider application proposals. **Section 6.0** summarises the planning policy relevant to the Site and the proposals are assessed against the policies in **Section 7.0**. An overview of the Community Infrastructure Levy arising from the development is set out at **Section 8.0**. The planning benefits of the proposals are summarised in **Section 9.0**. A summary and conclusions are contained within **Section 10.0**.

3.0 SITE LOCATION AND PLANNING HISTORY

The Application Site

- 3.1 The Application Site is situated within the London Borough of Bromley (LBB), specifically Bromley Town Centre, and comprises a site area of approximately 1.26 hectares. A location plan showing the Site in the context of the surrounding area is included within the application (Ref No: PL-001 Location Plan / redline boundary).
- 3.2 The Site currently comprises forty two storey residential maisonettes at Ethelbert Close, three part one part two storey commercial units at Bromley High Street (Nos. 102-108), Bromley Town Church (part one, part two storey building), Library Gardens and Churchill Way. The Site also contains trees and vegetation along the northern and western boundary of the Site and areas of hardstanding.
- 3.3 The main vehicular access to the Site is currently via Ethelbert Close and Churchill Way of which the commercial units located along the High Street service from. Pedestrian access is obtained from either Ethelbert Road, Churchill Way or Bromley High Street.
- 3.4 Public access by foot is also possible from Churchill Gardens through which pedestrian links are available to the surrounding residential areas including Shortlands.

Site Location

- 3.5 The Site is located in the south of Bromley Town Centre. Bromley Town Centre is one of 13 designated Metropolitan Centres within the London Plan and is the primary town centre within the Borough; which had a population of 309,392 (2011 Census).
- 3.6 Bromley High Street runs parallel to the Site with the rear of the High Street commercial units forming the eastern boundary of the Site. The Churchill Theatre is located immediately to the north of the Site. Church House Gardens bounds the Site to the north and west. Ethelbert Road runs west from the High Street, forming the southern boundary of the Site.
- 3.7 The surrounding area is characterised by a mix of town centre uses. Retail / commercial units are predominately located to the east of the Site, situated along Bromley High Street. To the north and west of the Site is Church House Gardens, which forms part of a much larger area designated as Urban Open Space. Residential properties are to the south and beyond to the west of the Site.

- 3.8 The Site is located within Flood Zone 1, an area that benefits from a low probability of flooding. The Site is part located within the Bromley Town Conservation Area. The existing buildings on the Site are not statutory or locally listed. There are however locally listed buildings situated on the opposite side of Bromley High Street between Nos. 95-109 High Street.
- 3.9 The Site has a Public Transport Accessibility Level (PTAL) rating of 6a / 6b (highest = 6 and lowest = 1) and is therefore exceptionally well connected. Bromley South Station is located approximately 0.3 km south of the Site. From Bromley South Station trains run to London Victoria approximately every 10 minutes, with a journey time ranging between 16 minutes and 22 minutes. There are a range of bus stops located along Bromley High Street, providing services within the borough and across South London.

Planning History

- 3.10 A planning history search of LBB's online records reveals that there are no planning applications of material relevance to the Site and the determination of the application.

4.0 PRE-APPLICATION ENGAGEMENT

Engagement with LBB, GLA and Design Council CABE

4.1 The Applicant has undertaken extensive pre-application consultation. This has included pre-application engagement with officers at London Borough of Bromley (LBB), the Greater London Authority (GLA) and, Transport for London (TfL). The scheme was also presented to Design Council CABE.

4.2 The engagement with officer at LBB, the GLA and Design Council CABE took place on the following dates:

- 27th April 2017 – 1st LBB Pre-application Meeting
- 4th October 2017 - GLA Pre-application Meeting
- 8th November 2017 – 2nd LBB Pre-application Meeting
- 13th November 2017 – Design Council CABE Design Review Panel
- 13th February 2018 – 3rd LBB Pre-application Meeting
- 12th March 2018 – TfL Pre-application Meeting

4.3 The main issues raised in the discussions are summarised as follows:

- The proposals in the context of the wider site allocation and future masterplan;
- Views analysis and impact on wider townscape;
- Articulation and elevational treatment of blocks;
- Impact on Bromley Town Conservation Area;
- Impact on amenity of occupants of nearby residential properties, particularly those adjacent at Ethelbert Road;
- Connectivity of the site to Church House Gardens and Bromley High Street;
- Design quality of Churchill Way;
- The usability of the pedestrian entrance from Ethelbert Road;
- Housing mix and provision of affordable housing; and
- Quantum of car parking and servicing arrangements.

4.4 The above issues have been considered throughout the pre-application process and have informed significant changes to the scheme throughout this period. A full account of the design evolution and key changes are detailed within the Design and Access Statement, prepared by Stitch Architects.

Public Consultation

- 4.5 The applicant has also undertaken comprehensive engagement with local councillors, local residents, amenity groups and other key stakeholders. Full details of this and the feedback which has developed the scheme that planning permission is sought can be found in the Statement of Community Involvement, prepared by Cascade Communications.
- 4.6 In summary, the following forms of engagement took place prior to the submission of the application:
- 13th June 2017 – Introductory meeting with Bromley Town Church
 - 6-8th July 2017 – First Public Exhibition
 - 7th September 2017 - Meeting with Bromley Civic Society and Friends of Bromley Town Parks & Gardens
 - 21st September 2017 – Meeting with YourBromley (Business Improvement District)
 - 26th September 2017 – Meeting with Bromley Town Church
 - 2nd October 2017 – Meeting with Churchill Theatre
 - 31st October 2017 – First Meeting of Churchill Quarter Working Group
 - 16-18th November 2017 – Second Public Exhibition
 - 16th January 2018 – Presentation to Bromley Economic Partnership
 - 8th May 2018 – Second meeting of Churchill Quarter Working group
- 4.7 The main issues raised by stakeholders are summarised as follows:
- The importance of Library Gardens as a green public space in the town centre and retention of existing trees where possible;
 - Proposed height fronting onto Library Gardens;
 - Provision of affordable and family sized housing;
 - Provision of space to accommodate needs of local and small to medium enterprises (SMEs);
 - Changes to the Urban Open Space boundary at Church House Gardens;
 - Quantum of car parking; and
 - Materials palette and the need to incorporate local architectural references.
- 4.8 Feedback from the above events and meetings in addition to other platforms of consultation has been vital to the design evolution of the scheme. This has shaped the proposals and resulted in changes which are a direct response to concerns raised.

Further details on the changes made at each stage of the process is contained in the Design and Access Statement.

5.0 DEVELOPMENT PROPOSALS

5.1 As set out in **Section 2.0** of this Statement, the Application proposes:

- i. Demolition of existing buildings and structures, including 20 x residential maisonette properties (40 x 2 bedroom units) at Ethelbert Close, Bromley Town Church, three commercial units at Bromley High Street, Library Gardens toilet block and underpass;
- ii. Redevelopment of site with a mixed use scheme comprising up to 410 residential units with a mix of Use Class A1, A2, A3, B1, D1, D2 uses at ground floor (part);
- iii. Provision of associated basement with car and cycle parking and servicing;
- iv. Car parking, access and servicing arrangements at Churchill Way; and
- v. Public realm works including Library Gardens and a new public promenade.

Demolition

5.2 It is proposed that all existing buildings and structures on the Site will be demolished. This includes 20 x residential maisonette properties (40 x 2 bedroom units) at Ethelbert Close, Bromley Town Church, three commercial units at Bromley High Street, the Library Gardens toilet block and pedestrian underpass and sub-station.

Residential Units

5.3 The proposed scheme is formed of seven blocks of varying heights from single storey front the High Street and increases up to 15 storeys towards the centre of the Site. Residential use is proposed at the upper floors of all blocks and the basement (G-1) of Blocks A, B and C in the western part of the Site. A total of 410 residential apartments are proposed including 41 wheelchair accessible units (10%). This will be a mix of shared ownership, private sale and affordable rented properties. The proposed unit mix is as follows:

- 166 x 1 bed units (40.5%);
- 207 x 2 bed units (50.5%); and
- 37 x 3 bed units (9%).

Community Space (Use Class D1)

- 5.4 This application proposed to demolish the existing Bromley Town Church (643 sqm) and provide a new flexible community space (1315sqm). The new community floor space will be located in the ground and basement (G-1) of Block D in the south-eastern part of the site, which is where the exiting church is currently located. Pedestrian access to the community space will be afforded from Ethelbert Road.
- 5.5 It is intended that Bromley Town Church will occupy this space and continue to use this for a range of functions as per existing including a crèche. Countryside and Stitch Architects have been involved in a number of design meetings with Bromley Town Church to provide the optimum space. The current design and specification of the space meets their requirements. Although this space has been specifically designed to accommodate the needs of Bromley Town Church, the facilities do however lend themselves to accommodating other community uses.

Commercial Floor Space (Use Class A1 / A3 / D1 / D2)

- 5.6 Alongside the community space, the scheme proposes commercial floorspace at ground floor level of Blocks E, F and G (1193 sqm). The following uses are proposed for each of the units:
- Unit 1 – Retail / Restaurant (Use Class A1 / A2 / A3)
 - Unit 2 – Retail / Restaurant (Use Class A1 / A2 / A3)
 - Unit 3 – Restaurant / Café (Use Class A3)
 - Unit 4 - Restaurant / Café (Use Class A3)
 - Unit 5 – Retail / Office / Leisure / Non-Residential Institutions (Use Class A1 / A3 / B1 / D1 / D2)
- 5.7 Further details including the location of the units are contained in the Design and Access Statement and application drawings.

Small offices / maker spaces (Use Class B1)

- 5.8 In the western part of the Site, office/studio/light industrial space (Use class B1) is proposed at the ground floor level of Blocks A, B and C fronting onto the promenade (615 sqm). This is proposed to serve the needs of local and small to medium enterprises (SMEs). These units are flexible in size so that they can respond to specific occupier demand in the future.

- 5.9 Further details including a proposed design code for the frontages of the commercial units are contained in the Design and Access Statement and application drawings. This will ensure that there is a consistency in the external appearance of these units and that the units do not become dead frontages when the units are closed.

Car Parking

- 5.10 A total of 103 car parking residential parking spaces are proposed within the Site. These will be located in the basement and at Churchill Way. The parking is proposed to be allocated as follows:

Basement (94 spaces)

- 82 standard residential spaces
- 12 wheelchair residential spaces

Churchill Way

- 5 car parking spaces for community use (including 1 wheelchair space)
- 2 car club spaces
- 1 wheelchair car parking space for commercial units
- 1 short term drop off space

Cycle Parking

- 5.11 A total of 807 cycle parking spaces are provided within the scheme to serve the various uses. This is proposed to be located as follows:

Residential

- 709 long stay cycle parking spaces to serve residential units located in basement and at ground floor of Block G.
- 40 short stay cycle parking space located within landscaped areas along promenade, Churchill Way and at Ethelbert Road.

Commercial

- 24 Long stay cycle parking spaces proposed in Block E.
- 26 Short stay cycle parking spaces located within landscaped areas along promenade, Churchill Way and at Ethelbert Road.

Community

- 8 Cycle parking spaces located within landscaped areas along promenade, Churchill Way and at Ethelbert Road.
- 5.12 Further details of the proposed car and cycle parking arrangements are provided within the Design and Access Statement and Transport Statement.

Access

- 5.13 Vehicular access from Ethelbert Road will be retained, albeit the entrance into the Site will be located further south from the existing Ethelbert Close access. As the majority of the Site is pedestrianised this access route will be the primary route to the Site for vehicles to the residential parking and for refuse servicing and maintenance vehicles. Churchill Way will be maintained and upgraded as part of the proposals. This will remain as a service road for the retail units located along Bromley High Street and the new commercial units within the scheme. Emergency vehicle access is located along Churchill Way.
- 5.14 The main pedestrian access to the site will be located from the High Street. From here pedestrians will be able to access Library Gardens, Church House Gardens and the new pedestrian promenade that is to be delivered, running north to south through the Site. Secondary routes are then proposed through another pedestrian access from Bromley High Street which is currently an alleyway occupied by vehicles on an adhoc basis and Ethelbert Road. The scheme has been designed to ensure a clear pedestrian zone is produced which is not compromised by servicing vehicles.
- 5.15 Further details on access and the proposed delivering and servicing plan is included in the Transport Statement.

Public Realm Improvement and Landscaping

- 5.16 The scheme proposes works to Library Gardens including soft and hard landscaping as well as a new children's play area. The existing links through to Church House Gardens will be maintained. A new promenade through the centre of Site is proposed as part of this development. This will provide public space and pedestrian links running north to south of the site linking to Ethelbert Road and then the High Street to the south. It is also proposed to include the existing cut through from Churchill Way to the High Street into the scheme which provide another public realm improved link into the site.
- 5.17 The proposed public realm improvements comprise of the following:
- Re-design of Library Gardens and link from Bromley High Street;

- Introduction of promenade with soft and hard landscaped areas;
- Upgrading of Churchill Way with new hard landscaped layout and introduction of soft landscaping;
- Areas allocated for public art in Library Gardens and within the Site; and
- Informal and formal play spaces.

5.18 Further details on the landscaping strategy can be found in the Landscape Design Statement.

Amenity and Play Space

5.19 Within the communal and public space areas, 953 sqm of play area is proposed to be utilised by residents and visitors. It is also proposed that all residential units will have a private balcony. Further details of what this space comprises can be found in the Landscape Design Statement.

6.0 PLANNING POLICY FRAMEWORK

6.1 This application has been informed by adopted and emerging development plan policies and other relevant guidance. This section of the Planning Statement provides a summary of the planning policy context and other material considerations based on which **Section 7.0** provides an assessment of the Application against the policies and guidance contained within these documents.

Statutory Framework

6.2 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires planning applications to be determined in accordance with policies of the statutory Development Plan, unless material considerations indicate otherwise.

The Development Plan

6.3 The statutory development plan for the Site comprises:

- The 2016 London Plan (the “London Plan”);
- The London Borough of Bromley Unitary Development Plan (UDP) (2006), certain policies of which were saved from 20 July 2009 by direction from the Secretary of State; and
- LBB Bromley Town Centre Area Action Plan (“AAP”) (2010).

National Guidance

6.4 The National Planning Policy Framework (NPPF) was published on 27 March 2012 and supersedes previous national planning guidance contained in various Planning Policy Guidance Notes and Planning Policy Statements. The Framework sets out the Government’s approach to planning matters, and is a material consideration in the determination of planning applications.

6.5 Section 14 of the NPPF states that where the Development Plan is absent, or silent, or where relevant policies are out of date, the presumption should be in favour of sustainable development and planning permission should be granted, unless material considerations indicate otherwise.

6.6 The National Planning Practice Guidance (NPPG) was published on 6 March 2014 and is supplementary to the NPPF. The guidance should be read in conjunction with the NPPF and is also a material consideration in the determination of planning applications.

Emerging Policy

Draft Revised National Planning Policy Framework

- 6.7 The Government published a new draft National Planning Policy Framework for public consultation on 5 March 2018. The revised draft NPPF incorporates the proposals set out within the Housing White Paper and the Planning for the right homes in the right places consultation which closed on 9 November 2017.
- 6.8 The presumption in favour of sustainable development continues to sit at the heart of the draft NPPF. The draft NPPF re-emphasises the Government's objective of significantly boosting housing supply and identifies the importance of maximising the development of brownfield land to meet the need for new homes and other uses.

Draft New London Plan

- 6.9 The Mayor of London is in the process of preparing a new London Plan. Informal consultation on the first iteration of the document was undertaken between October and December 2017. A public draft of the new London Plan was published on 29 November 2017 and a six week consultation took place from 1 December 2017 until 2 March 2018.
- 6.10 An Examination in Public (EiP) on the document is expected to take place in Autumn 2018. The final version of the new London Plan is anticipated to be published in Autumn 2019. The policies contained within the consultation draft are still likely to undergo revisions following the consultation and EiP and therefore are of limited weight. Therefore for the purposes of this application, the proposals are assessed against the policies within the current London Plan.

London Borough of Bromley Draft Local Plan

- 6.11 LBB are in the process of preparing their new Local Plan.
- 6.12 The Options and Preferred Strategy Document for the Local Plan was published for consultation in March 2013. This document builds on the previous Core Strategy Issues Document. Subsequently, LBB published the Local Plan Draft Policies and Designations Document for consultation in February 2014.
- 6.13 On 17 September 2015, the Draft Allocations, Further Policies and Designations Document was published for consultation. A proposed submission draft Local Plan was produced for consultation between the 14 November and 31 December 2016.

Subsequently, LBB published a revised draft of the Local Plan which addressed the comments raised within this consultation period.

6.14 The Council at a meeting on the 26 June 2017 approved the Draft Local Plan. On Friday 11 August 2017, LBB submitted the Bromley Local Plan for independent examination in accordance with Section 20 of the Planning and Compulsory Purchase Act 2004 and Regulation 22 of the Town and Country Local Planning Regulations 2012 to the Secretary of State.

6.15 On the 6th March 2018 the Inspector suggested main modifications to the draft Local Plan. These changes were taken to development control committee on the 13th March 2018. The main modifications related to:

- Policy 1 – Housing Supply
- Policy 2 – Affordable Housing
- Policy 15 – Crystal Palace, Penge and Anerley Renewal Area
- Policy 23 – Public Houses
- Policy 85 – Office Cluster
- Policy 108 – East Camp (Biggin Hill SOLDC)
- Site 1 – Bromley Civic Centre
- Site 3 – Hill Car Park
- Site 10 – West of Bromley High Street
- Appendix 10.1 Housing Trajectory.

6.16 The Development Control Committee recommended that the executive approves the suggested Main Modifications to the Draft Local Plan for consultation and that the results from the consultation to be forward to the examination inspector. It is understood that the Main Modifications will be published for consultation at the end of May 2018.

Regional Guidance

6.17 A number of supplementary planning guidance documents have been adopted by the Greater London Authority (GLA). These are also a material consideration in respect of the application. Those of particular relevance are:

- The Mayor's Affordable Housing Viability (SPG) (2017);
- The Mayor's Housing (SPG) (2016);
- The Mayor's Accessible London: Achieving an Inclusive Environment (SPG) (2014);
- The Mayor's Shaping Neighbourhoods: Character and Context (SPG) (2014);

- Sustainable Design and Construction (SPG) (2014); and
- Shaping Neighbourhoods: Play and Informal Recreation (SPG) (2012).

Local Guidance

6.18 A number of supplementary planning guidance documents have been adopted by the LBB. These are also a material consideration in respect of the application. Those of particular relevance are:

- Affordable Housing (SPP, 2008) and Addendum (2012 & 2013);
- Planning Obligations (SPP, 2010) and Addendum (2012, 2013, 2015 & 2017);
- General Design Principles (SPG, 2004);
- Residential Design Guidance (SPG, 2004); and
- South East London Housing Partnership: Wheelchair Homes Design Guidance (2011).

Site Specific Designations

6.19 The Site is subject to the following designations under the adopted development plan:

- Located within Bromley Town Centre which is designated as both a Metropolitan Centre and Opportunity Area in the London Plan;
- Located within Opportunity Site G (Land west of High Street) allocation within the Bromley Town Centre (AAP);
- Part located within the Bromley Town Centre Conservation Area;
- Part located within an area of Urban Open Space, Church House Gardens;
- Nature Conservation Site borders the site to the north and west; and
- The lies within an Area of Archaeological Significance.

6.20 The Site is also subject to subject to emerging Site 10 (west of Bromley High Street and land at Bromley South) in the emerging LBB Local Plan.

7.0 PLANNING POLICY ASSESSMENT

- 7.1 This section of the Statement assesses the component parts of the proposed development against the statutory development plan and other material considerations as outlined in **Section 6.0**.

Principle of Development

- 7.2 Directing new development to previously developed land is a core principle promoted in both national and local planning policy.
- 7.3 The NPPF encourages the effective use of land by reusing land that has been previously developed.
- 7.4 Paragraph 23 of the NPPF states that to ensure the vitality of town centres, a range of suitable sites must be allocated to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres.
- 7.5 The Site is located within Bromley Town Centre which is identified in the London Plan as a Metropolitan Centre. Policy 2.15 (Town Centres) seeks for borough to sustain and enhance the vitality and viability of centres.
- 7.6 The London Plan also identifies Bromley Town Centre as an Opportunity Area. Policy 2.13 (Opportunity Areas and Intensification Areas) seeks for development proposals within opportunity and intensification areas to optimise residential and non-residential output and densities, provide necessary social and other infrastructure to sustain growth, and where appropriate, contain a mix of uses. For Bromley Town Centre specifically, the London Plan seeks to direct a minimum of 2,500 new homes and an indicative employment capacity of 2,000. To achieve these targets, it aims to:

“Promote Bromley Town centre’s strategic role as a Metropolitan town centre a distinctive cultural, leisure and quality shopping experience and realise capacity for new residential development in line with its status as a new Opportunity Area. Sustainable growth should ensure a high quality, safe and accessible environment, and a vibrant day and night time centre, with high quality buildings, public spaces and strong east-west connections.”

- 7.7 Policy BTC1 (Mixed Use Development) of the Bromley Town Centre AAP promotes mixed use developments within Bromley Town Centre. This policy highlights that the

Council will work with the private sector to deliver mixed use development schemes on Opportunity Sites which will comprise of additional retail floorspace, additional food and beverage floorspace, additional business floorspace, residential units, leisure floorspace and additional community facilities. As detailed in **Section 6.0**, the Site is located within Opportunity Site G (West of High Street) as identified in the AAP. The AAP outlines a distribution of development for each opportunity site. For Opportunity Site G the following uses and quantum of floorspace is detailed:

- Around 1180 residential units
- 20,000 sqm retail (A1)
- 5,000 sqm food and drink (A3/A4/A5)
- 2,000 sqm community use

7.8 In the emerging LBB Local Plan, the Site is included in allocation Site 10 (a merger of land West of Bromley High Street and land at Bromley South). The following uses and quantum of floorspace is detailed for Site 10 which reflects that outlined in the AAP for Opportunity Site G and also includes additional land at Bromley South:

- 1230 residential units
- Offices
- Retail
- Transport Interchange

7.9 LBB is in the process of preparing a masterplan for Site 10 which will provide guidance for developments that come forward within this allocation. The applicant has been consulted on this masterplan as one of the stakeholders to inform its preparation. An extract from the emerging masterplan showing indicative development zones is contained in the Design and Access Statement. The impact of the emerging masterplan for the Site in the context of the wider site allocation, particularly in the context of residential densities is considered further below in this statement. The masterplan as required by the Development Plan seeks to demonstrate how the current and emerging planning policy objectives for the town centre can be met.

7.10 Redevelopment of the Site with a mixed use scheme will ensure this brownfield site in a town centre location is being optimised in accordance with London Plan policy requirements. This also aligns with the GLA and LBB objectives for Bromley Town Centre Opportunity Area and its Metropolitan Centre status. The principle of each use is assessed further below.

Principle of Commercial Floor Space

7.11 There are three existing retail units on site as existing which are located at Bromley High Street (Nos. 102-108). The proposed scheme seeks to demolish these existing units to create a wider entrance into Library Gardens and reprovide commercial floorspace at ground floor level of Blocks E, F and G (1193 sqm). The following flexible uses are proposed for each of the units:

- Unit 1 – Retail / Restaurant (Use Class A1 / A2 / A3)
- Unit 2 – Retail / Restaurant (Use Class A1 / A2 / A3)
- Unit 3 – Restaurant / Café (Use Class A3)
- Unit 4 - Restaurant / Café (Use Class A3)
- Unit 5 – Retail / Office / Leisure / Non-Residential Institutions (Use Class A1 / A3 / B1 / D1 / D2)

7.12 Paragraph 23 of the NPPF safeguards the vitality of town centres through ensuring town centres provide customer choice and a diverse retail offering, which is unique to individual town centres.

7.13 London Plan Policy 4.7 stipulates the following principles should be applied to retail and town centre development:

- a. *the scale of retail, commercial, culture and leisure development should be related to the size, role and function of a town centre and its catchment*
- b. *retail, commercial, culture and leisure development should be focused on sites within town centres, or if no in-centre sites are available, on sites on the edges of centres that are, or can be, well integrated with the existing centre and public transport*
- c. *proposals for new, or extensions to existing, edge or out of centre development will be subject to an assessment of impact.*

7.14 The Saved UDP, highlights that in order for the Borough to produce a successful economy in Bromley, new retail should be located within existing centres. Saved Policy S6 (Retail and Leisure Development) of the UDP states that proposals for retail or leisure development identified within the Schedule of Proposal Sites or within Town Centres will be permitted provided that the scale is appropriate and it will not harm the viability or vitality of other nearby centres. Whilst the proposals would result in a loss of three existing retail units along the High Street, commercial floorspace including retail use is proposed at the ground floor of the scheme.

- 7.15 Policy BTC4 (New Retail Facilities) of the Bromley Town Centre Area Action Plan identifies that the Council will work with the private sector to provide around 42,000 sqm of addition retail floor spaces, predominately within Opportunity Site G.
- 7.16 The proposals seek to replace the existing retail units on the north eastern corner and create a continuation into the Site. A cultural hub is proposed around the entrance of the Churchill Theatre, in which a new café/restaurant offering will create an opportunity for day time and night time activity within this part of the Town Centre. This space is also expected to be used for outdoor performances and street entertainment linked with the theatre.
- 7.17 In the light of the above, we consider the provision of further retail use on the Site to be appropriate, given the Site's links to Bromley High Street and location within Bromley Town Centre. Retail use has been identified as appropriate for the Site through the AAP allocation (Opportunity Site G) and the emerging Site Allocation 10. It is considered that not only is this use acceptable in this location but it contributes towards LBB's delivery of retail floorspace. The introduction of new retail space will enhance the viability and vitality of the Town Centre and will provide for active frontages below the residential units. The proposed retail use will complement the High Street and work as a mechanism to encourage footfall into the public spaces within the Site. Flexibility on the type of retail and other commercial uses is sought to ensure that a wide variety of tenants could occupy the units. The quantum of uses affords opportunity for destination locations within the town centre offering opportunity for a smaller start up business units and retail/restaurants that complement the cultural hub.

Principle of Community Floor Space

- 7.18 The Site as existing includes Bromley Town Church, a two storey building located in the south east corner. The proposals seek to demolish this and replace with a community space (1315 sqm) located at ground and basement (G-1) of Block D.
- 7.19 Paragraph 70 of the NPPF states that in order to deliver social, recreational and cultural facilities and services communities require, Councils should plan positively for the provision of community facilities and other local services which enhance the sustainability of communities.
- 7.20 Policy 3.61 (Protection and Enhancement of Social Infrastructure) of the London Plan indicates that development proposals which provide high quality social infrastructure will be supported in light of local and strategic social infrastructure needs assessments. In addition, these facilities should be accessible to all sections of the community.

- 7.21 Saved Policy C1 (Community Facilities) of the UDP indicates that proposals for development of uses which meet the identified health, education, social, faith or other needs of particular communities will normally be permitted provided that it is accessible by modes other than the car.
- 7.22 Emerging Policy 20 (Community Facilities) of the LBB Draft Local Plan outlines that developments which meet an identified need for community facilities will be encouraged to locate to maximise accessibility and normally be permitted provided that it is accessible to the members of the community it is intended to serve.
- 7.23 This proposals will result in an increased quantum of community floorspace from that existing (643 sqm). During the pre-application process the design of this building has been altered to not only increase its presence within the high street but also ensure a better entrance and spill out area is created. The proposed layout has been developed to serve the needs of the Church as well as the wider community uses that currently operate on site.
- 7.24 The proposed space will also provide space which could be used by youth groups, crèches and other community groups. Although this space has been designed to accommodate the needs of Bromley Town Church, the facilities do, however, lend themselves to accommodating other community uses. This will ensure the longevity and continued occupation of this space and ensure use of this space is optimised
- 7.25 Given the Site's excellent PTAL rating, the proposal for community uses is policy compliant as the proposed community facility will be located in a sustainable location within the Town Centre. In summary, the reprovision of community floorspace is compliant with policy at all levels.

Principle of Office / Maker Space

- 7.26 The proposed development will deliver approximately 615 sqm of new Business floorspace (Use Class B1). These units will be located in the western part of the Site at the ground floor of Blocks A, B and C running parallel to the new promenade.
- 7.27 Saved Policy EMP1 (Office Development) of the UDP outlines that proposals for new office development will be expected to ensure that:
- i) *The shopping function of the town centre are not impaired;*
 - ii) *Access to development by means other than the private car can be achieved, if necessary through the use of planning obligations; and*

iii) On small office schemes mixed use or flexible space for small business and start-ups can be achieved.

7.28 Furthermore, saved Policy EMP7 (Business Support) of the UDP encourages proposals which encourage the supply of small business units. The policy further highlights that small business units should be located in town centres, local parades, Business Areas or land and premises used for employment purpose.

7.29 Emerging Policy 90 (Bromley Town Centre Opportunity Area) of the Draft LBB Local Plan outlines that the Council will identify opportunities to optimise development capacity for office uses within the Town Centre.

7.30 The proposed development will provide new small business floorspace to be occupied as office / light industrial units. It is intended that these units are occupied by small, new start-up and creative businesses, seeking a town centre location. The relatively small delivery of office floor space will ensure the viability and viability of the town centre is not compromised. In addition, given the Site's high PTAL rating the new office space will be located within an accessible location, ensuring that the development can be accessed by other means than a private car.

7.31 During pre-application discussions with LBB, concerns have been raised with the appearance of these units which may not achieve active frontages. Further details including a proposed design code for the frontages of the commercial units are contained in the Design and Access Statement and application drawings. This alongside a considered external lighting scheme will ensure that these units create active frontages to this part of the Site throughout the day and night even when the units are not open.

7.32 Concern has also been raised about the use of these units in the event market conditions result in them being vacant. Under such circumstances, the units have been designed to be capable of residential conversion should the council deem this to be appropriate. This can be controlled through the Section 106 agreement.

Principle of Residential

7.33 The NPPF sets out the Government's objectives for development to deliver sustainable and mixed use communities in accessible locations. National Policy advises that a variety of housing should be provided in terms of tenure and price together with a mix of unit sizes.

- 7.34 Taking into account that there is residential use on site as existing, the principle of this use is already established. The redevelopment of the Site with the residential use at an increased capacity is consistent with national and regional policy guidance, with the NPPF stating “housing applications should be considered in the context of the presumption in favour of sustainable development”. Paragraph 47 of the National Planning Policy Framework (NPPF) requires local authorities to “boost significantly the supply of housing”.
- 7.35 Table 3.1 of the London Plan identifies an annual requirement of 641 new homes per annum in Bromley to 2021. This represents an increase of 68 homes per annum over the UDP target that the emerging Local Plan will need to evidence how this will be met over the plan period. Policy 3.3 (Increasing Housing Supply) states that there is ‘a pressing need for more homes in London’. Part D of the policy states that boroughs should seek to achieve and exceed the relevant minimum borough annual average housing targets through the intensification of brownfield housing sites, town centre renewal and mixed-used redevelopment. It is important to note that the new draft London Plan proposes to increase this target to 1,424 units per annum to 2029. An increase in targets is also captured in the draft NPPF which proposed a standardised methodology for calculating local housing need.
- 7.36 Saved UDP Policy H1 (Housing Supply) of the UDP encourages provision of additional dwellings in the Borough, including through the re-use of vacant buildings and conversion of existing buildings and the redevelopment of unneeded employment land.
- 7.37 The Site forms part of Opportunity Site G, as designated in the Bromley Town Centre Area Action Plan (2010). The Site has been allocated for a comprehensive mixed use development with a provision for 1180 residential units.
- 7.38 Within the Emerging Draft LBB Local Plan, Draft Policy 90 (Bromley Town Centre Opportunity Area) indicates that Bromley Town Centre Opportunity Area will deliver a minimum of 2,500 new homes. The site lies within draft opportunity site 10, which allocates the land for a mixed use development including 1230 residential units.
- 7.39 Whilst it is acknowledged that the latest Annual Monitoring Report demonstrates a 5 year housing land supply in the borough, the Application proposes 410 residential units, making a significant contribution to the borough’s annual and strategic housing target. With the grant of planning permission there can be certainty that the scheme will come forward thus mitigating any sites within the current 5 year supply that might not come forward for unforeseen circumstances or indeed future challenges that may arise as a result of the increased housing pressures that the Council will be coming under in future

years. That said, we do not need to rely on a 5 year supply argument given the Site's Metropolitan town centre location, also within an opportunity area and with a specific site allocation.

- 7.40 In the light of the above, we consider residential use at an increased capacity on the Site to be appropriate. As the site has been allocated for residential development, the redevelopment of the site to include residential uses is in line with the objectives of both the adopted and emerging local plans. In addition at a national level the introduction of additional residential units is in line with the objectives of the NPPF, which encourages the effective use of land, particularly previously developed land. It will also deliver housing within the opportunity area which is a strategic priority for the GLA in terms of where residential redevelopment is directed. The residential apartments will also sit within a mixed use scheme which aligns with LBB's objectives for this area.

Residential Density

- 7.41 The NPPF seeks to ensure that development proposals optimise the potential of sites to accommodate development as well as create and sustain an appropriate mix of uses.
- 7.42 London Plan Policy 3.4 (Optimising housing potential) states that development should optimise housing output for different types of location within the relevant density range, as outlined in Table 3.2 of the plan. As the Site has a PTAL rating of 6a/6b and sits within a central setting, appropriate densities range from 140-405 u/ha (units per hectare) or 650-1100 hr/ha (habitable rooms per hectare).
- 7.43 The London Plan Housing SPG (2016) provides further guidance on the density of new residential development in the context of London Plan Policy 3.4. It states that when coming to a view on the appropriate density for a development, that proper weight should be given to the range of relevant qualitative concerns. It also advises that density decisions on new schemes should take account of the differing housing needs of the households who will live in the completed scheme and that lower density developments lend themselves more, though not exclusively, to family housing.
- 7.44 Saved UDP Policy H7 (Housing Density and Design) of the UDP outlines a slightly higher density for the Site in terms of units through seeking delivery of 240-435 u/ha (units per hectare). The draft Local Plan submission (draft Policy 4, Housing Design) indicates that all new residential developments should have regard for the density matrix set out within the London Plan whilst respecting local character.

- 7.45 The scheme proposes 410 residential units. Taking into account, the site area proportionate to residential (1.18 ha), the density is 347 units per hectare. This demonstrates a density compliant with regional and local policy. It is important to note that density is one measure of assessing a proposed scheme. Design quality is also a key factor and weight should be given to this and other significant planning benefit when assessing higher density development. The scheme has evolved through extensive pre-application discussions with key stakeholders. The architecture seeks to respect the surrounding character of Bromley town centre and has been received positively by the GLA and Design Council CABE.
- 7.46 It is also important to consider the density of the scheme in the context of the wider Site 10 allocation. As detailed above, a masterplan for Site 10 is currently being prepared by LBB. A plan from the draft masterplan is include in the Design and Access Statement. This identified 5 development zones within the allocation and identifies density ranges for each which amount to the number of units detailed in the emerging Local Plan (1230 units). The Site is shown as development zone 1 of which a density range of 350-385 u/ha is outlined. With that said, the proposals would align with the draft masterplan and would not impact on the capacity of other development zones within the allocation.
- 7.47 In summary, the development has been carefully designed to optimise the density of the development. The density is compliant with the above regional and local density matrix, having regard to the tests of local context, design and the Site's high PTAL level, the proposed density is considered to be acceptable and consistent with the future optimisation of the wider Bromley Town Centre.

Housing Mix and Quality

- 7.48 Paragraph 50 of the NPPF notes the importance of delivering a wide choice of high quality homes and creating sustainable, inclusive and mixed communities. Local planning authorities should plan for a mix of housing based on current and future demographic trends.
- 7.49 Policy 3.5 (Quality and Design of Housing Developments) of the London Plan states that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment. Further guidance is set out in the Housing Supplementary Planning Guidance (2016) prepared by the GLA. Development proposals should also seek to accord with the Nationally Described Housing Standards.

- 7.50 London Plan Policy 3.8 (Housing Choice) requires new development to offer a range of housing sizes and types.
- 7.51 At the local level, saved policy H7 (Housing Density Design) of the UDP refers to housing design and states that development should be “*designed to a high quality and recognise as well as complement the qualities of the surrounding areas*”.
- 7.52 The proposed unit mix comprises:
- 166 x one bed (40.5%);
 - 207 x two-bed (50.5%); and
 - 37 x three-bed (9%).
- 7.53 All the proposed apartments are designed to meet the standards set out within the Mayor’s Housing SPG and the Nationally Described Space Standards.
- 7.54 It is understood that in terms of housing need the greatest area of demand is currently two bedroom units. The proposed scheme demonstrates a mix weighted towards predominantly two bed units.
- 7.55 In conclusion, therefore, the scheme will be high quality exceeding all design standards and will deliver a mix of accommodation that addresses the borough’s housing need whilst complementing the Site’s town centre location.

Affordable Housing

- 7.56 The London Plan seeks for developments to provide the maximum reasonable amount of affordable housing.
- 7.57 The Mayor’s Affordable Housing and Viability SPG seeks to deliver 35% affordable housing across all developments. Where schemes are able to provide this, a viability assessment will not be required as part of the planning application.
- 7.58 Policy 3.11 of the London Plan (2016) suggests a split of 60/40 in favour of affordable/social rent, subject to viability.
- 7.59 Saved Policy H2 (Affordable Housing) of the UDP states that the Council will seek 35% provision on all housing sites capable of producing 11 dwellings or more or housing sites of 0.4ha or larger, with a 70% social or affordable rented housing and 30% intermediate provision, unless it can be demonstrated that a lower level should be

sought or that a 70:30 split would not create mixed and balanced communities. This is further reinstated in the LB Bromley Affordable Housing SPD (June 2015 as amended).

7.60 Emerging Policy 2 (Provision of Affordable Housing) of the LLB Draft Local Plan outlines the need to provide a 35% affordable housing provision on all developments capable of providing 11 residential units or more or where the residential floorspace is more than 1000sqm, irrespective of the number of dwellings. The draft policy requires however this at a split of 60% social-rented/affordable rented housing and 40% intermediate provision, unless it can be demonstrated otherwise.

7.61 The development will include the provision of onsite affordable housing. This provision is subject to viability. Currently, the provision proposed is 35% affordable housing with a tenure split of 44:56 towards affordable rent. A Viability Assessment prepared by Montagu Evans LLP has been submitted with the application and outlines the justification for the proposed provision. In so far as the tenure split is not policy compliant.

Wheelchair Accessible

7.62 London Plan Policy 3.8 (Housing Choice) and Standard 11 of the Mayor's Housing SPG requires 90% of residential units to Part M4 (2) of the Building Regulations with the remaining 10% are designed to meet Part M4 (3) wheelchair user standards. The proposals are in accordance with these standards.

7.63 The scheme will provide 41 wheelchair apartments which have been designed to be compliant with Part M4 (3) wheelchair accessible units and South East London Housing Partnership Wheelchair Housing Design Guide (2012). Each core has two lifts. Further details are outlined within the Design and Access Statement prepared by Stitch Architects.

Design

7.64 High quality and inclusive design is encouraged at all policy levels. The NPPF notes that good design is a key aspect of sustainable development, and should contribute positively to making places better for people. Part 7 of the NPPF outlines the requirement for good design and sets out that development should:

- *“Function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*

- *Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;*
- *Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;*
- *Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;*
- *Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and*
- *Are visually attractive as a result of good architecture and appropriate landscaping.”*

7.65 Chapter 7 of the London Plan sets out the Mayor’s policies on a number of issues relating to London’s places and spaces. Policy 7.2 (An Inclusive Environment) requires all new development in London to achieve the highest standards of accessible and inclusive design, while Policy 7.4 (Local Character) states that *“development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings”*. Part D of Policy 7.6 (Architecture) states that buildings and structures should *“not cause unacceptable harm to the amenity of surrounding land and buildings”*.

7.66 At a local level, Saved Policy H7 (Housing Density and Design) of the UDP states that all new housing development will be expected to be designed to a high quality and recognised as well as compliment the qualities of the surrounding area.

7.67 In addition, Emerging Policy 4 (Housing Design) of the draft LBB Local Plan outlines that all new housing developments will need to achieve a high standard of design and layout whilst enhancing the quality of local places. New housing schemes will also need to respect local character, spatial standards, physical context and density.

7.68 The proposals vary in height across the Site up to 15 storeys which is considered tall. London Plan Policy 7.7 deals with location and design of tall and large buildings and stipulates that such development should:

- a. generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport

- b. only be considered in areas whose character would not be affected adversely by the scale, mass or bulk of a tall or large building
- c. relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level;
- d. individually or as a group, improve the legibility of an area, by emphasising a point of civic or visual significance where appropriate, and enhance the skyline and image of London
- e. incorporate the highest standards of architecture and materials, including sustainable design and construction practices
- f. have ground floor activities that provide a positive relationship to the surrounding streets
- g. contribute to improving the permeability of the site and wider area, where possible
- h. incorporate publicly accessible areas on the upper floors, where appropriate
- i. make a significant contribution to local regeneration.

7.69 Emerging Policy 47 (Tall buildings) of the draft LBB Local Plan indicates that proposals for tall and large buildings will be required to make a positive contribution to the townscape ensuring that their massing, scale and layout enhances the character of the surrounding area. Tall buildings will need to be of the highest architectural design quality and materials must be appropriate to the local location. An Assessment of the proposed scheme in the context of the wider townscape is provided in the Heritage, Townscape and Visual Impact Assessment, prepared by Montagu Evans LLP.

7.70 The Scheme has evolved through extensive pre-application discussions with officers at LBB, the GLA and Design Council CABE. The surrounding context has been fully considered. A red based brick will be used within the materials palette, which directly reflects the local heritage and character of Bromley Town Centre. In addition, the Scheme's design responds to the surrounding character including heights and massing. The layout of the scheme respects the existing boundary of Library Gardens and ensures features such as the existing cedar tree are retained. The elevations facing the high street have been articulated to soften the impact of mass behind. The promenade is a key feature in the centre of the scheme which links the development to Library and Church House Gardens, providing additional public space for residents and visitors to enjoy. The proposed scheme demonstrates a high quality inclusive design in accordance with the above planning policy.

- 7.71 A Design and Access Statement produced by Stitch forms part of this application. This provides further details on the design evolution and architectural approach of the proposals.
- 7.72 Further to the Design and Access Statement, a Heritage, Townscape and Visual Assessment prepared by Montagu Evans forms part of this submission to demonstrate how the design of the buildings respond to the local townscape.

Heritage, Conservation and Townscape

- 7.73 As part of the Site lies within the Bromley Town Centre Conservation Area, it is important to consider the impact of the proposed development on the setting of the Conservation Area.
- 7.74 Paragraph 135 of the NPPF outlines the effect of development proposals on the significance of a non-designated heritage asset and should be taken into account in determining an application.
- 7.75 Policy 7.8 (Heritage Assets and archaeology) of the London Plan highlights development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate. Part D notes development affecting heritage assets should be sympathetic to their form, scale, materials and architectural detail.
- 7.76 Emerging Policy 14 (Conservation Areas) of the LBB Draft Local Plan outlines that development within a conservation area will need to preserve and enhance the character of the conservation area by respecting or complementing the layout, scale, form and materials of existing buildings and spaces. In addition, developments should respect the conservation area through incorporating the existing landscape within design and through the use of high quality materials.
- 7.77 Through the pre-application process, the proposals were amended to enhance the conservation area and to ensure the proposal was in keeping with the surrounding current and future townscape. The building heights were altered slightly within Block E to soften the impact of the development facing the High Street. In addition, the mass of Block C has been reduced and this building now sits further away from Ethelbert Road. As a result of this, Block A and B increased in height.
- 7.78 A detailed assessment of the impact of the proposal on the conservation area and the surrounding townscape, prepared by Montagu Evans, forms part of this application. This outlines that the proposed scheme will have a relatively limited visual impact but would preserve the special interest of all heritage assets outside the Site boundary.

- 7.79 The heritage assessment identifies that the proposals would cause less than substantial harm to the Conservation Area, limited to the Conservation Area at the southern part of the High Street. It acknowledges that the scheme will create a contrast between its tall elements and the lower scale High Street frontage. However, it is determined that the two are integrated visually through careful, detailed design and in particular through detailing and materials. It is considered that this harm is partly mitigated through the delivery of heritage benefits to the appearance, function and long-term conservation of sub-areas in the Conservation Area. This harm will need to be balanced against the benefits of the proposals. The planning benefits of the scheme are summarised in **Section 9.0** of this Statement.
- 7.80 The visual assessment considers the impact of the proposals upon visual receptors and is informed by 19 accurate visual representations from view locations agreed with LBB. These also have regard to significant viewpoints identified in the AAP.
- 7.81 The views have informed design development and the overall height has been reduced from the successful bid scheme maximum of 16 storeys. Design development has also sought to relocate the tallest element of the proposed scheme away from Churchill Theatre. The consequent visual impact appears subservient and complementary to the Theatre in views from the north.
- 7.82 In views from the west, the proposed scheme will be seen across the Ravensbourne Valley. The impact to visual amenity will be experienced over a relatively limited duration, where wider views are afforded along street axis. There is an inevitable visual impact on the lower density street scene from this side. The impact has been partly mitigated through careful design. The Site orientation means that the elevation in this location will be illuminated by sunlight, enabling greater appreciation of the form and materials.
- 7.83 The increased scale of development will be marked, although transformational change is envisaged by the designation of the Opportunity Area, Metropolitan Centre and Site 10 Allocation.
- 7.84 The Assessment concludes that the proposed scheme is considered to cause a degree of harm to the character and appearance of the Conservation Area. When giving weight to that harm, the town centre context for the Conservation Area, and the inevitability of some change must be considered. The proposals will provide a demonstrable improvement to the appearance, character and function of the townscape whilst meeting the AAP vision for the Site.

Development Urban Open Space

- 7.85 A small part of the Site falls within an area of designated open space (Church House Gardens / Library Gardens). This forms 4% of the wider urban open space allocation. Such areas have been designated for their local significance and because they make a significant contribution to the residential environment and provide important breaks within the built up area.
- 7.86 Saved Policy G8 (Open Space) of the UDP sets out the circumstances under which development will be permitted on Urban Open Space, these are:
- i) the development is related to the existing use (in this context, neither residential nor indoor sports development will normally be regarded as being related to the existing use; or
 - ii) the development is small scale and supports the outdoor recreational uses or children's play facilities on the site; or
 - iii) any replacement buildings do not exceed the site coverage of the existing development on the site.
- 7.87 In addition, the policy states that where built development is involved the Council will weigh any benefits being offered to the community, such as new recreational or employment opportunities, against the proposed loss of open space.
- 7.88 Emerging Policy 55 (Urban Open Space) of the draft LBB Local Plan further reiterates the above criteria.
- 7.89 The proposals seek to develop on areas which are part of the existing Urban Open Space. However, these areas are predominantly existing structures such as the toilet block and areas of hardstanding alongside soft landscaping within Library Gardens. It is then proposed that areas which are currently existing buildings outside of the designation will be included. The existing urban open space designation and the amended boundary is presented on Drawing PL-024. This shows that 342 sqm will be taken from the designation but through the amended boundary, there will be a net gain of 341.5 sqm. The proposals have been designed to ensure that the existing boundary of Library Gardens is maintained so that no built form is located here. In consideration of the public benefits (as outlined within **Section 9.0**) of the scheme including improvements to Library Gardens, the proposals are deemed to be acceptable in terms of Policy G8.

Residential Amenity and Play Space

- 7.90 London Plan Policy 7.6 (Architecture) states that buildings and structures should not “cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate”.
- 7.91 Policy BE1 (Design of New Development) stipulates that all development proposals are expected to be of a high standard of design and layout. To achieve this, buildings are expected to respect the amenity of occupiers of neighbouring buildings and those of future occupants and ensure their environments are not harmed by noise and disturbance or by inadequate daylight, sunlight or privacy or by overshadowing.

Daylight & Sunlight

- 7.92 A Daylight and Sunlight Assessment, prepared by GL Hearn forms part of the Application. This details that there are a comparatively small number of neighbouring properties that have the potential to be affected by the development which is rare for town centre locations such as this. The nearest residential properties which could be affected are located to the south at Ethelbert Road.
- 7.93 The analysis of the impact on surrounding residential properties shows that the Development would result in some loss of daylight. The retained levels would be align with daylight levels frequently experienced in town centre locations such as this. A review of a recent planning permission at Ringer’s Road shows that the reductions and retained levels are very similar. In light of the above and the benefits from the scheme, GL Hearn conclude that the effect on the daylight and sunlight amenity to the neighbouring properties would be acceptable.
- 7.94 The Report includes an assessment of overshadowing which demonstrates that the proposals would have a limited effect on Church House Gardens.
- 7.95 The daylight and sunlight levels of the proposed scheme have also been assessed. This shows that levels of daylight amenity received to the habitable rooms within the scheme would be reflective, or even exceed, that of many recent developments in a town centre location such as this and are in line with the expectations of occupants of such an area. The majority of rooms meet or exceed the BRE criteria and where transgressions occur, the scheme has been carefully designed to afford desirable living accommodation to meet modern day expectations.

- 7.96 Therefore, on balance the analysis concludes that the proposed scheme is acceptable in terms of daylight and sunlight.

Amenity and Play space

- 7.97 The Mayor's Housing SPG sets out a requirement for a minimum of 5 sq m of private outdoor space that should be provided for 1-2 dwellings and an additional 1 sq m for each additional occupant (Standard 4.10.1). All units have private balconies or terraces in accordance with these requirements.
- 7.98 Policy 3.6 (Children and Young People's play and informal recreational facilities) of the London Plan states that housing development should make provision for play and informal recreation space based upon the expected child population to be generated by the scheme.
- 7.99 Emerging Policy 4 (Housing Design) of the LBB Draft Local Plan indicates that the Council will expect a provision for appropriate play space in accordance with the Mayor's Play and Informational Recreation SPG within all new housing developments.
- 7.100 Within the communal and public space areas, 953 sqm of play area is proposed to be utilised by residents and visitors. This exceeds the 876 sqm requirement in line with the Mayor's SPG. It is then proposed that all residential units will have a private balcony.
- 7.101 Further details of the play space provision will be outlined within the Landscaping Strategy prepared by LUC, which forms part of this Application.

Noise

- 7.102 An Acoustic Design Statement has been prepared by RPS to form part of this Application. This assesses the potential impact this development may have on the surrounding local area and also how the existing noise environment can be mitigated appropriately for the scheme.
- 7.103 London Plan Policy 7.15 (Reducing noise and enhancing soundscapes) states development proposals should seek to reduce noise by:
- a. *“Minimising the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals;*
 - b. *Separating new noise sensitive development from major noise sources wherever practicable through the use of distance, screening, or internal layout in preference to sole reliance on sound insulation; and*

c. Promoting new technologies and improved practices to reduce noise at source.”

- 7.104 Saved Policy ER 8 (Noise Pollution) of the UDP outlines that the Council will resist development likely to lead to unacceptable levels of noise pollution. Where noise-sensitive development is proposed close to existing sources of noise the Council will usually require submission of a detailed impact survey.
- 7.105 Emerging Policy 37 (General Design of Development) of the LBB Draft Local Plan states that all development proposals must respect the amenity of the occupiers of neighbouring buildings and those of future occupants through providing health environments and ensuring they are not harmed by noise or disturbance.
- 7.106 In addition, Emerging Policy 119 (Noise Pollution) of the LBB Draft Local Plan indicates that to minimise adverse impacts on noise sensitive receptions, proposed developments likely to generate noise and vibration will require a full noise/vibration assessment to identify these issue and mitigate appropriately. Applicants will be required to ensure any new noise source is 10dB below the existing typical background LA90 noise level when measured at any sensitive receptor.
- 7.107 The Site is located within an area which hosts a mixed of uses, particularly to the west, along the high street. The introduction of a sensitive use such as residential needs to be assessed in the context of these noise generating uses, however residential uses are already established within the area due to the existing units. As well protecting the new residents amenity from background noise at Bromley High Street, impact from the ground floor uses to the residential above has been highlighted by LBB in pre-application discussions. In particular, impact from the community use and the residential above needs to be considered.
- 7.108 The Acoustic Design Statement includes the results of existing noise surveys which identify the dominant sound affecting the Site to be road traffic and pedestrian activity from the High Street. However, it is determined that this will not have a significant impact on the new residential units. The eastern block provides screening for the western block and specification in terms of external wall construction and glazing and ventilation systems are detailed to ensure appropriate internal noise levels within the apartments.
- 7.109 With regards to sound insulation between the community use and residential uses above, minimum floor and ceiling construction details are recommended to ensure

appropriate internal noise levels can be achieved whilst activities in the ground floor take place.

- 7.110 In summary, the Statement concludes that the development has been designed to minimise the existing and potential adverse impact of noise on the surrounding area and the development itself in line with planning policy. With that said, there are no reasons, with regards to noise, why planning permission should not be granted for the proposed scheme.

Air Quality

- 7.111 An Air Quality Assessment and Air Quality Neutral Assessment has been prepared by RPS and accompanies this application.
- 7.112 Policy 7.14 (Improving Air Quality) of the 2016 London Plan states that development proposals should promote sustainable design and construction and be at least 'air quality neutral', ensuring that where provisions are made to reduce emissions from a development, they are usually made on-site.
- 7.113 Saved Policy ER5 (Air Quality) of the UDP outlines that the Council when considering proposals for development with a potential significant direct or indirect impact on air quality, will require submission of an assessment of this impact. The Council will resist development that is likely to cause air quality objectives to be breached.
- 7.114 Emerging Policy 120 (Air Quality) of the LBB Draft Local Plan indicates that developments which are likely to have an impact on air quality or which are located in an area which will expose future occupiers to pollutant concentrations above air quality objective levels will be required to submit an Air Quality Assessment. Developments should aim to meet 'air quality neutral' benchmark in the GLA Air Quality Neutral report.
- 7.115 The Air Quality Assessment considers the air quality impacts from the construction phase and once the development is complete. For the construction phase, mitigation measures are recommendation to ensure that the risk adverse dust effects are reduced to a minimum. Post development, emissions from the proposed gas-fired boilers and Combined Heat and Power (CHP) plant are identified as the most important consideration. Pollutant concentrations are predicted to be within standards and therefore air quality is acceptable at the Site. The operational impact of the proposed scheme on existing receptors in predicted to be negligible. The assessment concludes that there are no constraints in the context of air quality and the development can be considered to be air quality neutral.

Wind

- 7.116 A Wind and Microclimate Study has been prepared by Ramboll to ensure the wind and microclimate levels are sufficient within the new development.
- 7.117 The Wind and Microclimate Study identifies that the proposed scheme will be windiest along the northern perimeter of the Site between Block G and the Churchill Theatre then along the southern perimeter at Ethelbert Road. The proposed landscape strategy in the northern perimeter including planters and screens, means that this area will be suitable for outdoor seating. The proposed buildings will provide shelter from the winds in the promenade and at Churchill Way. It is concluded that the proposals will have no significant adverse effect on the wind climate of the surrounding area.

Transport

- 7.118 A Transport Statement prepared by Mayor Brown is submitted as part of this application in order to assess the impact upon highways, sustainable transport modes and address issues of access, in line with Paragraph 32 of the NPPF.
- 7.119 Chapter 6 of the London Plan provides the regional guidance for transport. Policy 6.1 (Strategic Approach) seeks to encourage the “closer integration of transport and development”, while supporting “*development that generates high levels of trips at locations with high public transport accessibility and/or capacity*”.
- 7.120 London Plan Policy 6.3 (Assessing effects of development on transport capacity) states development proposals should ensure that impacts on transport capacity and the transport network are fully assessed. This Policy outlines development should not adversely affect safety on the transport network.
- 7.121 Saved Policy T1 (Transport Demand) of the UDP illustrates a matrix for assessing the acceptability of development proposals in transport terms. Given the high PTAL level of the Site, the proposed uses on this Site are all deemed appropriate.
- 7.122 The emerging Local Plan seeks to “reduce road congestion at peak times through better management of the network and encouraging patterns of development that reduce the need to travel”, and “locate major developments where they can maximise the use of public transport”.

7.123 Emerging Policy 33 (Access for All) of the LBB Draft Local Plan indicates that the Council will require that proposals consider the potential impact on public transport services and their users.

7.124 The site is located within a highly accessible town centre location (PTAL 6a/6b). The Transport Statement assesses the trip generation and demonstrates that the development will generate less than 0.5 vehicles per minute in both peak periods and will not have any significant impacts on the local highway network. There will also be minimum impact to pedestrian, cyclist and public transport trips.

Car Parking

7.125 The NPPF requires Local Authorities to consider parking provision within new developments based upon the accessibility of the development and the opportunities for public transport, whilst recognising that there is a need to reduce the use of high-emissions vehicles.

7.126 Policy 6.13 (Parking) of the London Plan aims to achieve an appropriate balance between promoting new development and preventing excessive car parking provision. For residential development, this policy seeks for all residential developments in good areas of public transport accessibility should aim for significantly less than 1 space per unit. For new retail development, the starting point is for developments to utilise existing public off-street provision. For B1 floorspace, a maximum of 1 space per 100-600 sqm is detailed for outer London locations. There are no standards outlined for community uses.

7.127 Saved Policy T3 (Parking) of the UDP “off street parking for new development to be provided at levels no higher than the parking standards set out in Appendix II”. Appendix II to be UDP sets out car parking standards for open market residential units and notes that the normal requirement is for a maximum provision of 1 per space per flatted accommodation unit. The policy further states that for retail and leisure developments within town centres, parking additional to the relevant maximum standards will be acceptable. For D1 uses, a transport assessment is required to justify any provision.

7.128 Emerging Policy 30 (Parking) of the LBB Draft Local Plan outlines that the Council will normally require off-street parking spaces to be provided in new residential development in accordance with Table 1 Residential Parking, which requires the following:

- 1-2 bed: 0.7 (min) – 1 (max)
- 3 bed: 1 (min) – 1.5 (max).

7.129 For all other types of development, the emerging Local Plan refers to Table 6.2 of the London Plan.

7.130 The development proposal provides a total of 94 residential parking spaces located in the basement. This includes 12 wheelchair spaces. In addition to the basement, Churchill Way will provide:

- 5 x car parking spaces (1 accessible) for the Church;
- 2 x car club spaces;
- 1 x accessible bay for commercial units;
- 1 x drop off/ loading bay adjacent to the concierge for residential units; and
- 4 x loading bays marked out in the turning head.

7.131 The proposed provision is considered acceptable given the Site's highly accessible location, with a PTAL of 6a/6b which mean it is suitable to propose a low parking provision. The Site provides some residential car parking spaces which are proposed to be allocated in line with a car parking management plan. A draft plan has been prepared by Mayer Brown and is included in the Transport Statement. This proposes to ensure that all 3 bed units are allocated with a car parking space. The parking for other uses, proposed car club spaces and servicing arrangements have been carefully considered to take into account the specific requirements of the uses on site and in the context of the surrounding uses.

Cycle Parking

7.132 The NPPF promotes cycling in locations which can be made sustainable.

7.133 London Plan Policy 6.13 requires (Parking) 1 cycle space per 1 bedroom dwelling for residents and 1 per 40 units for visitors. For 2 and 3+ bedroom units 2 spaces should be provided for residents and 1 per 40 units for visitors. For non-food retail uses, 1 space per 1000 sqm is required long and short stay. For restaurants and cafes, 1 space per 175 sqm is required for long stay and 1 space per 40 sqm for short stay. Then for B1 use, 1 space per 150 sqm for long stay and 1 space per 500 sqm for short stay is required. Community uses such as a church should provide 1 space per 8 staff for long stay and 1 space per 100 sqm for short stay.

7.134 Saved Policy T7 (Cyclists) of the UDP outlines that in determining planning applications, the Council will consider as appropriate the potential impact on cyclist and their safety and will seek provision of suitable facilities, including cycle parking/ storage to standards set within Appendix II. Appendix II requires residential developments to provide 1 cycle space for each unit. For retail uses, 1 space per 250 sqm of floorspace is required. The for D1 uses, 1 space per 200 sqm is to be provided.

7.135 The emerging Local Plan refers to the minimum standards set out in the London Plan.

7.136 A total of 807 cycle parking spaces are provided within the scheme to serve the various uses. This is proposed to be located as follows:

Residential

- 709 long stay cycle parking spaces to serve residential units located in basement and at ground floor of Block G.
- 40 short stay cycle parking space located within landscaped areas along promenade, Churchill Way and at Ethelbert Road.

Commercial

- 24 Long stay cycle parking spaces proposed in Block E.
- 26 Short stay cycle parking spaces located within landscaped areas along promenade, Churchill Way and at Ethelbert Road.

Community

- 8 Cycle parking spaces located within landscaped areas along promenade, Churchill Way and at Ethelbert Road.

7.137 The above provision accords with the current London Plan standards.

Energy and Sustainability

7.138 The NPPF seeks to ensure the delivery of renewable or low carbon energy developments in order to address Climate Change and achieve environmental sustainability through improving biodiversity and minimising waste.

7.139 Policy 5.2 (Minimising Carbon Dioxide Emissions) of the London Plan states that development proposals should make the fullest contribution to minimising carbon dioxide emission in accordance with the 'be lean, be clean, be green' energy hierarchy. It seeks for a reduction in carbon emissions to meet building regulations requirements

for new non-domestic development from 2016 – 2019 and for residential buildings to be zero carbon.

7.140 Saved Policy ER4 (Sustainable and Energy Efficient Development) of the UDP expects all new developments to either include or be capable of accommodating the resource efficiency measures such:

- i) Siting, design, layout and building orientation to maximise sun lighting and day lighting;
- ii) Landscape or planting design to optimise screening or shading where necessary;
- iii) Sustainable urban drainage systems, including rainwater or wastewater collection and recycling; and
- iv) The installation and use of other devices that minimise energy and waste consumption.

7.141 In the case of non-residential development of 100sqm or more and residential development comprising 10 dwellings or more, applications will be required to include the use of on-site renewable power generation equipment to provide at least 10% of the projected energy requirements.

7.142 Emerging Policy 124 (Carbon Dioxide Reduction, Decentralised Energy Networks and Renewal Energy) of the LBB Draft Local Plan outlines that all major developments should aim to reduce their carbon dioxide emissions in accordance with the levels set out in the London Plan. Planning applications for major developments should include evidence of how the energy requirements and carbon dioxide emissions of proposed developments have been assessed.

7.143 An Energy Statement and Sustainability Statement, prepared by RPS are submitted in support of the Application. This report details that to maximise the energy efficiency of the proposed scheme, the following design principles have been incorporated:

- Building fabric elements and glazing specifications significantly improved to the Building Regulation requirements.
- Reduced air permeability compared to maximum required standards.
- Specification of efficient heating services and control systems.
- Energy efficient lighting through the development.

7.144 A combined heat and power (CHP) system is proposed alongside the installation of photovoltaic panels for the residential units to be located on the roofs and air source

heat pumps (ASHP) in the commercial units. These measures achieve a site wide reduction of carbon dioxide emissions of 41% over Building Regulations 2013. The report outlines that it is not possible to meet zero carbon on site and so an offset payment of £587,502 is calculated.

- 7.145 The proposed energy strategy and sustainability measures detailed in the above reports demonstrate that the proposed scheme meets relevant planning policy requirements at a national, regional and local level.

Flood Risk

- 7.146 A Flood Risk Assessment (FRA) has been produced by Brand Consulting and accompanies this application. The Site lies within Flood Zone 1 and therefore has a low probability of flooding.

- 7.147 Policy 5.12 (Flood Risk management) of the London Plan notes development proposals must comply with national requirements and have regard to measures proposed in Thames Estuary 2100 and Catchment Flood Management Plans. A flood risk assessment should demonstrate the development will:

- Remain safe and operational under flood conditions;
- A strategy of either safe evacuation and/or safely remaining in the building is followed under flood conditions;
- Key services including electricity, water etc will continue to be provided under flood conditions; and
- Buildings are designed for quick recovery following a flood.

- 7.148 Saved Policy ER12 (Controlling Development in Flood Risk Areas) of the UDP considers development in Flood Risk Areas. Based on the Environmental Agency's Flood map, the Site is located within Flood Zone 1. The site is therefore considered to be at a low risk of fluvial flood from the nearest water course. With regards to this policy even though the Site is within a low risk area the development proposals should not increase the risk of flooding within this area or downstream, materially impede the flow of floodwater or reduce the capacity of floorplains to store water.

- 7.149 Sustainable drainage is considered in Policy 5.13 (Sustainable Drainage) of the London Plan. This policy states a drainage hierarchy in which drainage strategies outlined in development proposals should adhere to. This includes storing rainwater for later use, use infiltration techniques and discharge rainwater direct to a surface water sewer/drain discharge rainwater to the combined sewer.

- 7.150 Foul and surface water discharges are regarded in Policy ER13 (Foul and Surface Water Discharges from Development) of the UDP. The development proposals will not increase the risk of flooding with appropriate detailed in the drainage strategy.
- 7.151 Emerging Policy 115 (Reducing Flood Risk) of the LBB Draft Local Plan states that in order to address existing flood risk and reduce the impact of new development, the council will ensure all new development proposals reduce surface water run –off entering the sewage network reduce rainwater run – off through the use of suitable Sustainable Drainage Systems (SUDS) as far as possible.
- 7.152 The Flood Risk Assessment outlines that there is capacity in the existing network and the runoff from the proposed scheme will follow the same principles of catchment as the existing development area, but will control discharges from uncontrolled to greenfield runoff. There will be a significant reduction in discharge rates that will ease any existing burden on the Thames Water utilities network. The proposal maximise opportunities for brown roof and Permavoid storage which ensures there is no on-site surface water flooding for the 1:100 + 40% climate change event. The report concludes that the proposed scheme is suitable in this location and acceptable in terms of flood risk and drainage.

Archaeology

- 7.153 The Site is located within an Area of Archaeological Significance.
- 7.154 Policy 7.8 (Heritage Assets and archaeology) of the London Plan highlights development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.
- 7.155 At a local level, Emerging Policy 46 (Ancient Monuments and Archaeology) of the LBB Draft Local Plan requires developments within defined Areas of Archaeological Significance to submit a written statement, in the form of an archaeological assessment, identifying the likely impact this development may have.
- 7.156 An Archaeological Assessment has been produced by CgMs accompanies this application. The report details that no designated or non-designated archaeological assets, as defined in the NPPF are recorded on or in close proximity to the Site. It is The assessment concludes that the proposed scheme will not impact any known archaeological assets, however, it does have a generally low to moderate potential to impact any as yet to be discovered non-designated assets. It is recommended that any

further archaeological works, if required, could be secured by way of a planning condition attached to the planning permission.

Biodiversity

7.157 With regards to conserving and enhancing the natural environment at a national level, paragraph 109 of the NPPF outlines how the planning system can achieve this by:

- Protecting and enhancing valued landscapes, geological conservation interests and soils;
- Recognising the wider benefits of ecosystem services;
- Minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- Preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and
- Remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

7.158 This is then replicated into Regional and Local guidance to ensure the planning system delivers the above objectives. Policy 7.19 (Biodiversity and access to nature) of the London Plan states development proposals should "*make a positive contribution to the protection, enhancement, creation and management of biodiversity*".

7.159 Emerging Policy 79 (Biodiversity and Access to Nature) of the LBB Draft Local Plan outlines that the Council will enhance biodiversity across the Borough through assisting ecological restoration and address spatial deficiencies in access to nature.

7.160 A Phase 1 Ecological Appraisal prepared by RPS identifies that ten of the existing buildings on site has high potential to support roosting bats. Dawn and dusk Bat Surveys are currently being undertaken and will be submitted as part of the application when available. In addition, scattered trees, vegetation and some existing buildings on site provide suitable habitat to support nesting birds. Therefore, it is recommended that any vegetation clearance is carried out outside of the breeding bird season.

Trees

- 7.161 Policy 7.21 (Trees and Woodlands) of the London Plan emphasises the need for trees and woodlands to be protected, maintained and enhanced. In terms of development proposals the policy states “*existing trees of value should be retained*”.
- 7.162 Saved Policy NE7 (Development and Trees) states that proposals for new development will be required to take particular account of existing trees on the site and on adjoining land, which in the interests of visual amenity and/or wildlife habitat, are considered desirable to be retained. Tree preservation orders will be used to protect trees of environmental importance and visual amenity.
- 7.163 Emerging Policy 73 (Development and Trees) of the LBB Draft Local Plan outlines that proposals for new developments will be required to take particular account of existing trees on the site and on adjoining land.
- 7.164 Further to this, Emerging Policy 43 (Trees In Conservation Areas) of the LBB Draft Local Plan states that development will not be permitted if it will damage or lead to the loss of one or more significant and/or important trees in the Conservation Area, unless the removal of the tree is necessary in the interest of good Arboricultural practice or the benefit of the development outweighs the amenity value of the trees. The policy further states that in granting permission for the development, one or more appropriate replacement trees of a native species will be sought on site through the use of conditions or planning obligations.
- 7.165 An Arboricultural Impact Assessment and Tree Survey has been prepared by Ruskin and accompanies this application. This divides the existing trees on site as those located in public and private owned areas. All trees in the private realm will be removed to facilitate the proposed scheme. These are a mix of Category U and C trees. Trees in the northern and western part of the site are within Library and Church House Gardens and are therefore public. A total of 37 trees within this area are proposed to be removed to facilitate the new public realm works and the construction of the proposed scheme. The report notes that it may be possible to transplant some of the ornamental trees which are to be removed from within Library Gardens. It is then recommended that these saved trees could then be moved to off-site locations.
- 7.166 The landscaping scheme seek to retain 4 trees located on site including a valued Category B cedar tree within Library Garden. The report also recommends tree protection measures during the construction phase to ensure the retained trees can sustain growth post development.

7.167 The Assessment concludes that taking into account the size, quality and limited amenity value of the trees to be removed when considering the overall planning benefits of the proposed scheme, the level of tree removal is deemed justifiable.

Waste and Refuse

7.168 Policy 5.16 (Waste net self- sufficiency) of the London Plan outlines waste policies and targets for waste treatment and disposal in addition to setting targets for the recycling and composting of household municipal waste. Targets for recycling or composting levels in municipal waste are set at 70% by 2020 and for the recycling and reuse of construction, evacuation and demolition, waste a target of 95% by 2020 is set.

7.169 The Mayor's SPG on Sustainable Design and Construction also identifies a set of essential standards in relation to waste. These include:

- Minimise, reuse and recycle demolition waste;
- Specify use of reused or recycled construction materials; and
- Recycling facilities should be as easy to access as waste facilities.

7.170 Policy ER1 (Water Management Principle) of the UDP highlights waste management principles. This sets out a waste hierarchy of waste avoidance, reuse, recycling, composting, energy recovery and landfill.

7.171 In order to encourage recycling and minimise the amount of waste going to landfill, dedicated space is provided for refuse and recycling bins for each of the houses and a shared refuse and recycling area for the apartments. In accordance with LBB guidance ('Waste Services: Notes for Developers and Architects 2014'), capacity is provided for general waste bins and recyclables.

7.172 Emerging Policy 112 (Planning for Sustainable Waste Management) of the LBB Draft Local Plan indicates that the Council will support sustainable waste management by implementing the waste hierarchy in its approach to future waste management and meeting the London Plan waste appointment targets.

7.173 Dedicated waste and recycling bins for residential blocks A-F are located in the basement. Access to the basement is controlled by a secure fob system which has been agreed with LBB highways are acceptable in terms of servicing from refuse vehicles. Waste and recycling bins for apartments in Block G and for all commercial units is in Blocks E, F and G are at podium level and accessed from Churchill Way. In

accordance with the above policy and guidance, the following provision has been incorporated:

- Refuse - 1 x 1100lt per 6 flats;
- Paper - 1x 240l bin per 6 flats;
- Glass / plastic / cans 1x 240l per 6 flats; and
- Food 1x 240l per 20 flats.

7.174 The waste and recycling storage provision is in accordance with the above policy and guidance.

8.0 COMMUNITY INFRASTRUCTURE LEVY AND PLANNING OBLIGATIONS

Community Infrastructure Levy

8.1 The Mayoral Community Infrastructure Levy (CIL) applies to developments across all London Boroughs which propose new build floorspace above 100 sqm. This formally came into effect on 1st April 2012. For LB Bromley, this is applied at a rate of £35 per sqm.

8.2 LB Bromley has yet to adopt its CIL, however, consultation took place on a preliminary draft charging schedule between January and March 2018. The preliminary drafting schedule sets out a charging schedule of:

- Residential C3 - £100 per sq m
- Retail Warehousing over 1000m² - £100 per sq m
- Supermarkets / food store over 280m² - £100 per sq m
- Other forms of development - £0 per sq m

8.3 For the purposes of this application, only Mayoral CIL applies. The estimated CIL liability is £1,399,983. This includes indexation and relief for the current proposed social housing floorspace. The existing buildings on site has been occupied in its lawful use for at least six months of the last three years, so this can be discounted from the CIL liability and is taken into account in the above figure.

Planning Obligations

8.4 Saved Policy IMP1 (Planning Obligations) of the UDP states that the Council will, where appropriate, enter into legal agreements with developers, and seek the attainment of planning obligations, in accordance with Government Guidance.

8.5 In addition to CIL, planning obligations will be secured to mitigate impacts arising from the scheme in accordance with the CIL Regulations. The draft heads of terms potentially include:

- Health contributions;
- Education contributions;
- Public realm contributions;
- Carbon offsetting payment;
- Car Club Membership;
- Travel Plan; and

- Future Traffic scheme contribution.

8.6 This is ultimately for negotiation with the local planning authority as part of the wider viability negotiations.

Affordable Housing

8.7 Policy 3.12 (Negotiating Affordable Housing on Individual Private Residential and Mixed Use Schemes) of the London Plan requires borough councils to seek the maximum reasonable amount of affordable housing, having regard to its own overall target for the amount of affordable housing provision. It states that negotiations on sites should take account of their individual circumstances including development viability. Policy 3.11 requires that 60% of affordable housing should be for social rent and 40% for intermediate rent or sale.

8.8 The London Plan seeks for developments to provide the maximum reasonable amount of affordable housing.

8.9 The Mayor's Affordable Housing and Viability SPG seeks to deliver 35% affordable housing across all developments. Where schemes are able to provide this, a viability assessment will not be required as part of the planning application.

8.10 The LB Bromley Affordable Housing SPD (June 2015 as amended) states that an affordable housing contribution will be sought on all housing sites capable of providing 11 dwellings or more, or housing sites of 0.4ha or larger. The Council will seek 35% provision, with 70% social / affordable rented housing and 30% intermediate provision.

8.11 Emerging Policy 2 (Provision of Affordable Housing) of the LLB Draft Local Plan outlines the need to provide a 35% affordable housing provision on all developments capable of providing 11 residential units or more or where the residential floorspace is more than 1000sqm, irrespective of the number of dwellings. The draft policy requires however this at a split of 60% social-rented/affordable rented housing and 40% intermediate provision, unless it can be demonstrated otherwise.

8.12 Paragraph 3.17 of the London Plan 2016 makes specific reference to the provision of development appraisals to demonstrate that each scheme maximises affordable housing output.

- 8.13 The Viability Assessment submitted with the application demonstrates that there will be provision for on-site affordable housing. Currently, the provision proposed is 35% affordable housing with a tenure split of 44:56 towards affordable rent. This is subject to discussions during the determination of the Application and will be controlled through the Section 106 Agreement.

9.0 THE PLANNING BALANCE

9.1 This section of the Planning Statement provides a planning balance assessment as required under the policies and section 38(6) of the 2004 Act.

9.2 Having regard to the assessment undertaken within this Statement, we consider the planning benefits arising from this scheme can be summarised as follows:

- Has evolved through extensive pre-application discussions with officers at LBB, the GLA and Design Council CABE;
- Optimises a previously developed site in a town centre location with a mixed use scheme;
- Mix of uses align with the GLA and LBB objectives for Bromley Town Centre Opportunity Area and its Metropolitan Centre status as well as those of the adopted and emerging site allocations;
- Reprovides commercial floorspace which will enhance the viability and vitality of the town centre;
- Reprovides an increased quantum of community floorspace from that as existing on site;
- Provides new business floorspace which will meet the needs of small, new start-up and creative businesses, seeking a town centre location;
- Delivers high quality residential accommodation with a quantum which is both a strategic and local priority;
- Provides a mix of residential units which addresses an identified need;
- Includes on-site affordable housing units;
- Delivers high quality public realm including dedicated play space;
- Results in a net gain of Urban Open Space;
- Delivers a high quality design which responds to the character of the surrounding area whilst respecting Bromley Town Conservation Area;
- Provides a quantum of development in terms of bulk, scale and massing that respects the surrounding area; and
- Is in accordance with relevant planning policy at the national, regional and local level and delivers sustainable development.

9.3 The proposed development is compliant with the adopted and emerging Development Plan. The emerging Local Plan and the above benefits arising from the scheme represent significant and overriding material considerations in favour of the grant of planning permission.

9.4 It is considered that on the basis of the above, even in the event of any identified harm arising from the proposed development, the planning benefits brought about by and through the scheme represent significant material considerations which outweigh any such harm.

10.0 SUMMARY AND CONCLUSIONS

- 10.1 This Application for planning permission comprises:
- i. Demolition of existing buildings and structures, including 20 x residential maisonette properties (40 x 2 bedroom units) at Ethelbert Close, Bromley Town Church, three commercial units at Bromley High Street, Library Gardens toilet block and underpass;
 - ii. Redevelopment of site with a mixed use scheme comprising up to 410 residential units with a mix of Use Class A1, A2, A3, B1, D1, D2 uses at ground floor (part);
 - iii. Associated basement car and cycle parking;
 - iv. Car parking, access and servicing arrangements at Churchill Way; and
 - v. Public realm works including Library Gardens.
- 10.2 This Statement has provided an assessment of the proposals against the Statutory Development Plan, as required by Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 10.3 The proposals have been developed in the context of extensive pre-application consultation with officers at LBB, the GLA, Design Council CABE and other key stakeholders.
- 10.4 Redevelopment of the Site with a mixed scheme will ensure this brownfield site in a town centre location is being optimised in accordance with London Plan policy requirements. This also aligns with the GLA and LBB objectives for Bromley Town Centre Opportunity Area and its Metropolitan Centre status.
- 10.5 The proposals seek to replace the existing retail units on the north eastern corner and create a continuation into the Site. This will enhance the viability and vitality of the Town Centre and will provide for active frontages below the residential units. The proposed retail use will complement the High Street and work as a mechanism to encourage footfall into the public spaces within the Site.
- 10.6 An increased quantum of community floorspace from that existing (643 sqm) is proposed (672 sqm uplift). Although this space has been designed to accommodate the needs of Bromley Town Church, the facilities do, however, lend themselves to accommodating other community uses. This will ensure the longevity and continued occupation of this space and ensure use of this space is optimised.

- 10.7 The proposed development will provide new small business floorspace to be occupied as office / light industrial units. It is intended that these units are occupied by small, new start-up and creative businesses, seeking a town centre location. The relatively small delivery of office floor space will ensure the viability and viability of the town centre is not compromised.
- 10.8 As the site has been allocated for residential development, the redevelopment of the site to include residential uses is in line with the objectives of both the adopted and emerging local plans. In addition at a national level the introduction of additional residential units is in line with the objectives of the NPPF, which encourages the effective use of land, particularly previously developed land. It will also deliver housing within the opportunity area which is a strategic priority for the GLA in terms of where residential redevelopment is directed. The residential apartments will also sit within a mixed use scheme which aligns with LBB's objectives for this area.
- 10.9 The development has been carefully designed to optimise the density of the development. Although the density is above regional and local matrix, having regard to the tests of local context, design and the Site's high PTAL level, the proposed density is considered to be acceptable and consistent with the future optimisation of the wider Bromley Town Centre. The scheme will deliver a significant contribution to the Council's strategic housing targets for the town centre.
- 10.10 The scheme will be high quality exceeding all design standards and will deliver a mix of accommodation that the borough's housing need whilst complementing the Site's town centre location.
- 10.11 The development will include the provision of onsite affordable housing. This provision is subject to viability. Currently, the provision proposed is 35% affordable housing with a tenure split of 44:56 towards affordable rent.
- 10.12 The surrounding context has been fully considered. A red based brick will be used within the materials palate, which directly reflects the local heritage and character of Bromley Town Centre. In addition, the Scheme's design responds to the surrounding character including heights and massing.
- 10.13 The proposed scheme is considered to cause a degree of harm to the character and appearance of the Conservation Area. When giving weight to that harm, the town centre context for the Conservation Area, and the inevitability of some change must be considered. The proposals will provide a demonstrable improvement to the

appearance, character and function of the townscape whilst meeting the AAP vision for the Site.

- 10.14 The proposals seek to develop on areas which are part of the existing Urban Open Space. However, these areas are predominantly existing structures such as the toilet block and areas of hardstanding alongside soft landscaping within Library Gardens. It is then proposed that areas which are currently existing buildings outside of the designation will be included. This shows that 342 sqm will be taken from the designation but through the amended boundary, there will be a net gain of 341.5 sqm. The proposals have been designed to ensure that the existing boundary of Library Gardens is maintained so that no built form is located here.
- 10.5 In conclusion, the proposed development is considered to be in accordance with the relevant national planning policy guidance, the development plan and the emerging planning policy.

APPENDIX 1
LB BROMLEY EIA SCREENING OPINION APRIL 2018



Chloe Saunter
Montagu Evans LLP
5 Bolton Street
London
W1J 8BA

25th April 2018
18/01645/EIA

Dear Ms Saunter,

Re: 1 Ethelbert Close, Bromley, BR1 1JB

Screening Opinion pursuant to Regulation 5 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2017 in respect of an application for the redevelopment of the site comprising the demolition of the existing residential, commercial and church buildings and the construction of 410 residential dwellings, approx. 100 parking spaces, 1800sqm of commercial floor space (retail, café, restaurants and businesses), 1350sqm of community space and public realm improvements at a maximum height of 15 storeys.

I refer to the above application validated on the 10th April 2018.

The Council is required to make a screening opinion as to whether the proposal is “EIA development” within the meaning of the Regulations.

The relevant regulations are Directive 2014/52/EU of the European Parliament and the Town & Country Planning (Environmental Impact Assessment) Regulations 2017 (the Regulations). Guidance on procedures under the Regulations is set out within the Planning Practice Guidance (as amended July 2017).

The 2017 Regulations identify two types of development projects: Schedule 1 developments, for which an EIA is mandatory, and Schedule 2 developments, for which EIA may be required. The proposed development is not Schedule 1 development but is considered to be Schedule 2 development (under paragraph 10(b)), being an “urban development project” providing in excess of 150 dwellings (410 actual). Determination of whether an EIA is required is considered in relation to Schedule 3 of the Regulations, by virtue of factors such as its characteristics, location and the characteristics of the potential impact.

The PPG (2017) gives further advice on screening development proposals. The guidance states:

Environmental Impact Assessment is unlikely to be required for the redevelopment of land unless the new development is on a significantly greater scale than the previous use, or the types of impact are of a markedly different nature or there is a high level of contamination.

The provisions of the adopted development plan will clearly be material to the eventual determination of the planning application for the proposed development. However, they are not directly relevant to the decision on whether Environmental Impact Assessment should be required.

The development proposed involves a scheme of 410 units and therefore falls within the description of development under paragraph 10(b) of Schedule 2 to the Regulations and exceeds the threshold in column 2 of the table in Schedule 2 of the 2017 Regulations. However the site is not within a sensitive area as defined by The Regulations.

The proposed development is partially sited within Urban Open Space and the Bromley Town Conservation Area whilst being adjacent to a Site of Importance for Nature Conservation (SINC). The application site

encompasses a variety of buildings, including a church, commercial uses and residential properties within Ethelbert Close which are to be demolished to allow for the development.

The proposed development would result in an increase in built form across the site by way of an enlarged bulk, scale and massing. The impact it will have on the Conservation Area and the adjacent park, and in particular the close range views from the High Street are considered to be an issue of significant importance which will form an important part of the assessment of the planning application. Further to this, the Applicant should be mindful that there is potential for significant highways impact upon the surrounding highways network, in particular on the Masons Hill/Westmoreland Road junction, which is the only route in and out of the site. The impacts of the capacity of the highways network and junction at this point will need to be considered in light of the St Marks Square development, soon to be occupied, and any other extant planning permission/current development within the surrounding locale.

The increase in overall height and density along with traffic/congestion impacts will have an impact on the local environment and nearby residential properties, Conservation Area, Urban Open Space and SINC. However, it is considered that an appropriate assessment of these impacts on the townscape, highways matters, natural environs and the impact on residential properties in all regards can be made through the assessment of plans and technical reports submitted as part of the planning application without generating the need for an Environmental Impact Assessment (EIA). The junction capacity report within the TA will be of most importance with regard to the highways matters.

Furthermore, issues associated with arboricultural implications, ecology, biodiversity, air quality, pollution, flood risk, daylight/sunlight and wind impacts can also be adequately assessed through technical reports accompanying the planning application without generating the need for an EIA.

For the reasons set out in this letter, taking into account the selection criteria in Schedule 3 of the Regulations and the terms of the European Directive, the development would not be likely to have significant effects on the environment generating a need for an EIA by virtue of factors such as its nature, size, location or the characteristics of the potential impact.

Accordingly, in exercise of the powers conferred on the Local Planning Authority by Regulation 5 of the Regulations and the powers delegated to me by the Council, I hereby confirm that the proposed development described is not "EIA development" within the meaning of the 2017 Regulations.

A copy of this Screening Opinion has been placed on the Planning Register.

Yours sincerely,

T Horsman

Tim Horsman
Development Control Manager

