



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

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DATE: 29 December 2022

To: Members of the
DEVELOPMENT CONTROL COMMITTEE

Councillor Alexa Michael (Chairman)
Councillor Keith Onslow (Vice-Chairman)
Councillors Jonathan Andrews, Mark Brock, Peter Dean, Simon Fawthrop,
Christine Harris, Alisa Igoe, Charles Joel, Kevin Kennedy-Brooks, Josh King,
Tony McPartlan, Tony Owen, Chloe-Jane Ross, Shaun Slator, Alison Stammers and
Melanie Stevens

A meeting of the Development Control Committee will be held at Bromley Civic
Centre on **TUESDAY 10 JANUARY 2023 AT 7.30 PM**

PLEASE NOTE: This meeting will be held in the Council Chamber at the Civic Centre,
Stockwell Close, Bromley, BR1 3UH. Members of the public can attend the meeting to speak
on a planning application (see the box on public speaking below). There will be limited
additional space for other members of the public to observe the meeting – if you wish to
attend, please contact us before the day of the meeting if possible, using our web-form:-

<https://www.bromley.gov.uk/CouncilMeetingNoticeOfAttendanceForm>

Please be prepared to follow the identified social distancing guidance at the meeting, including
wearing a face covering

TASNIM SHAWKAT
Director of Corporate Services & Governance

Public speaking on planning application reports is a feature at meetings of the
Development Control Committee and Plans Sub-Committees. It is also possible for the
public to speak on Contravention Reports and Tree Preservation Orders at Plans Sub-
Committees. Members of the public wishing to speak will need to have already written to
the Council expressing their view on the particular matter and have indicated their wish to
do so to Democratic Services **by no later than 10.00 a.m.** on the working day before the
date of the meeting.

The inclusion of public contributions, and their conduct, will be at the discretion of the
Chairman. Such contributions will normally be limited to two speakers per proposal, one
for and one against, each with three minutes to put their point across.

For further details, please telephone **020 8461 7840**.

A G E N D A

1 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS

2 DECLARATIONS OF INTEREST

3 QUESTIONS BY MEMBERS OF THE PUBLIC ATTENDING THE MEETING

In accordance with the Council's Constitution, questions that are not specific to reports on the agenda must have been received in writing 10 working days before the date of the meeting.

Questions specifically relating to reports on the agenda should be received within two working days of the normal publication date of the agenda. Please ensure that questions specifically relating to reports on the agenda are received by the Democratic Services Team by **5.00pm on Wednesday 4 January 2023**.

4 CONFIRMATION OF THE MINUTES OF THE MEETING HELD ON 8 NOVEMBER 2022 (Pages 1 - 4)

5 (22/00740/FULL1) - THE PRINCESS ROYAL UNIVERSITY HOSPITAL, FARNBOROUGH COMMON, ORPINGTON, BR6 8ND (FARNBOROUGH AND CROFTON WARD) (Pages 5 - 52)

6 (22/03013/FULL1) - CLIFFORD HOUSE, 1 CALVERLEY CLOSE, BECKENHAM, BR3 1UH (BECKENHAM TOWN AND COPERS COPE WARD) (Pages 53 - 164)

7 LOCAL PLAN REVIEW: ISSUES AND OPTIONS CONSULTATION (Pages 165 - 176)

8 COUNCILLOR PLANNING APPLICATION 'CALL INS' (Pages 177 - 180)

The Council's [Local Planning Protocol and Code of Conduct](#) sets out how planning applications are dealt with in Bromley.

DEVELOPMENT CONTROL COMMITTEE

Minutes of the meeting held at 7.30 pm on 8 November 2022

Present:

Councillor Alexa Michael (Chairman)
Councillors Jonathan Andrews, Mark Brock, Simon Fawthrop,
Christine Harris, Alisa Igoe, Charles Joel, Kevin Kennedy-Brooks,
Josh King, Tony McPartlan, Tony Owen, Will Rowlands,
Shaun Slator, Mark Smith and Melanie Stevens

Also Present:

Councillor Yvonne Bear

34 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS

Apologies for absence were received from Councillor Keith Onslow and Councillor Alison Stammers, and Councillor Will Rowlands and Councillor Mark Smith attended as their respective substitutes. Apologies for absence were also received from Councillor Peter Dean and Councillor Chloe-Jane Ross. There were no alternates.

35 DECLARATIONS OF INTEREST

In relation to Minute 39, Councillor Will Rowlands declared that he was a Ward Member for Mottingham and had attended Hadlow College, which had previously been based at the Chapel Manor College site.

36 QUESTIONS BY MEMBERS OF THE PUBLIC ATTENDING THE MEETING

No questions were received.

37 CONFIRMATION OF THE MINUTES OF THE MEETING HELD ON 27 SEPTEMBER 2022

RESOLVED: That the minutes of the meeting held on 27 September 2022 be agreed and signed as a correct record.

38 MATTERS OUTSTANDING FROM PREVIOUS MEETINGS Report CSD22118

The Committee considered a report outlining an outstanding matter from a previous meeting and noted that this action had now been completed.

RESOLVED: That progress on matters arising from previous meetings be noted.

39 (21/05812/FULL1) - CAPEL MANOR COLLEGE, MOTTINGHAM LANE, MOTTINGHAM, LONDON, SE12 9AW

Description of Application: Partial redevelopment of site including the demolition of seven existing buildings; erection of two new College buildings; landscaping and associated works.

The Planning Officer gave a brief presentation, providing an overview of the application and update on the report.

Oral representations in support of the application were received from the Interim Principal of the College who gave the following responses to Members' questions:

- It was anticipated that the proposed development would increase the college cohort by an additional 70 students. While it was not planned to make the college buildings available for community use outside of operational hours, a wide range of community outreach activities were undertaken during the day, including school visits. College students also participated in community projects off-site.
- Flood risk and drainage arrangements for the site had been assessed by the Local Authority and the Greater London Authority and had been deemed acceptable, subject to planning conditions.
- Transport for London had confirmed that it was now comfortable with the amount of car parking proposed for the site, most of which would be for use by staff, and this would be reported back to the Greater London Authority.
- The College would be amenable to the conditions in the planning application being amended to address light pollution concerns and to increase the proportion of on-site parking spaces with active electric vehicle charging facilities to 25% (equating to eight parking spaces). Members queried whether additional bird boxes or an apiary could be established on site to support further biodiversity and these suggestions would be given due consideration by the College.
- The College was supportive of a proposal to remove Permitted Development Rights for the site. This would require planning applications to be submitted for any further development of the site which was designated Metropolitan Open Land.

In opening the discussion, the Chairman advised that Councillor David Cartwright, a Ward Member for Mottingham, and Councillor Kate Lymer, Portfolio Holder for Children, Education and Families had provided written expressions of support for this planning application.

The Chairman voiced her support for the planning application which was primarily within the existing building footprint, had been identified as having no impact on a residential amenity and was anticipated to improve significantly the teaching and learning facilities of the College, including an expanded curriculum. The Chairman further observed that the applicants had worked hard to demonstrate the very special circumstances required to outweigh the harm to the Metropolitan Open Land, including seeking alternate sites. Councillor and Ward Member Will Rowlands similarly voiced support for the planning application, underlining that the College was both an educational and community asset and had a strong commitment to supporting biodiversity and environmental sustainability.

In response to a question from Councillor Alisa Igoe, the Planning Officer confirmed that there had been some concerns raised by Transport for London around road safety for pedestrians accessing the site and that Transport for London had requested that a contribution of £35k be made towards an improved pedestrian crossing. The Local Authority had considered this carefully as the Highways Authority but had concluded that this request was not necessary given the low number of students anticipated to be accessing the site from the east on Mottingham Lane. Furthermore, the College had already agreed a contribution of £30k to undertake improvements to two bus stops in the area.

In considering the planning application, Councillor Simon Fawthrop proposed that the conditions be updated to require 25% of on-site parking spaces to have active electric vehicle charging facilities (equating to eight parking spaces), and to address light pollution concerns between 11.30pm-6.00am. Councillor Simon Fawthrop also proposed that Permitted Development Rights for the site be removed to require planning applications to be submitted for any further development of the site, which was designated as Metropolitan Open Land.

Councillor Will Rowlands moved that the planning application be approved as recommended, subject to the amendments proposed by Councillor Simon Fawthrop. The motion was seconded by Councillor Mark Brock, put to the vote and CARRIED unanimously.

RESOLVED: That PERMISSION BE GRANTED as recommended, subject to a S106 agreement and any direction by the Mayor of London, as well as the amendments agreed by Members for the reasons set out in the report of the Assistant Director: Planning.

**40 DELEGATED ENFORCEMENT ACTION (JULY TO SEPTEMBER 2022)
Report HPR2022/058**

The Committee considered a report outlining enforcement action authorised under Delegated Authority for the period 1 July to 30 September 2022 in respect of development undertaken without the benefit of planning permission.

In considering the update, a Member queried the timescale for enforcement on an untidy site complaint relating to Whitmore Road. The Legal Representative would provide further details to the Member following the meeting.

RESOLVED: That the report be noted.

The Meeting ended at 8.07 pm

Chairman

Agenda Item 5

Committee Date	10/01/2023	
Address Tree	The Princess Royal University Hospital Farnborough Common Orpington BR6 8ND	
Application number	22/00740/FULL1	Officer Jessica Lai
Ward	Farnborough and Crofton	
Proposal	Erection of an endoscopy unit and a sub-station (REVISED/ADDITIONAL INFO)	
Applicant	Agent	
Kings College Hospital NHS Foundation Trust	Mr Jonathan Dunbavin ID Planning 9 York Place Leeds LS1 2DS	
Reason for referral to committee	Major Application	Councillor call in No

RECOMMENDATION	<u>REFUSE</u>
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<p>KEY DESIGNATIONS</p> <ul style="list-style-type: none"> • Biggin Hill Safeguarding Area • London City Airport Safeguarding Area • Smoke control
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Vehicle parking	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Standard car spaces	51	0	-51 (re-provided in the main car park with additional 36 spaces)

Representation summary	The 21 days neighbour and planning consultee consultation letters were sent on the 25 th May 2022. The subsequent 14 days re-consultation were sent on the 22 nd June 2022, 30 th August 2022 and 27 th September 2022. Six notices were placed on the 25 th May 2022. Press notice was published in the News Shopper on the 18 th May 2022.		
Total number of responses	70		
Number in support	0		
Number of objections	70		
Number of comment	0		

1. SUMMARY OF KEY REASONS FOR RECOMMENDATION

The principle of development to provide a new endoscopy unit to meet the current and future need is generally supported and this element would carry weight in the planning balance.

With the increasing population, the direction of travel for more health facilities and services is clear. However, the environmental impacts including protected species, biodiversity and other planning issues arising from this proposal indicate that it would have adverse effects on the natural environment, and other planning issues that are detailed in the report below.

The environmental issues relate to the protected species and biodiversity loss was raised following the site visits carried out by Officers and this element did not appear to form any part of any earlier site selection process.

Insufficient and inadequate information including mitigation measures been submitted to demonstrate the proposal would be acceptable in environmental terms. As such, the proposal would not comply with the Development plan and relevant legislation.

The application site comprises of a car park and a walled garden which is considered to be relatively sensitive in environmental terms with an active badger sett and covered by mature / semi-mature trees with significant canopies and crown heights.

The site is elevated against the houses on Starts Close. The siting, layout, topography, scale and massing of the proposed development is considered to be excessive and would have an adverse impact on the residential amenities. Based on the information submitted to date, it is considered that that the proposal would have an adverse impact on protect species and biodiversity. Insufficient, inconsistent and inadequate information has been submitted to fully address the planning issues which arise as outlined in this report.

1. LOCATION

- 1.1 The application site is located within an established hospital complex at The Princess Royal University Hospital on Farnborough Common (A21). The application site measures approximately 0.46 hectare in area near to the northern corner of the hospital complex, near to the Starts Hill Road entrance.



Fig 1 and 2 . Site Location Map (Left) and Aerial view (Right)

- 1.2 The site comprises of a surface level car park and a gated area with garden shed being used by the gardener for storing gardening tools and recycling garden waste as part of the hospital ground maintenance programme for the hospital estate.
- 1.3 The gated area is covered by mature/semi-mature trees with a 2.4 metres high brick wall which separates the gardener storage area from the car park. This gated area is also known as “walled garden” by local residents. There is an active Badger sett in the walled garden.
- 1.4 The ground levels of the gated area which adjoin the houses on Starts Close are elevated/higher than the ground level of the houses on Starts Close by approximately 2.4 metres from the ground level of No.5 Starts Close. There is a ditch near to the northern boundary of the site, where the ground level of the site is the lowest within the site.
- 1.5 The Summercroft Surgery (No. 1c Starts Hill Road) is located to the north/north-east of the site, off Starts Hill Road. The main hospital building is located to the south of the site. There is a beehive located adjacent to the Summercroft Surgery.

- 1.6 Farnborough Recreation Ground and Tugmutton Common are located approximately 60 metres east from the site, along the eastern side of Starts Hill Road.
- 1.7 Farnborough Park Conservation Area is located approximately 170 metres north from the application site. There are no listed buildings readily visible from the application site. The nearest Grade II Statutory Listed Building is a terrace of cottages at No.327 to No.331 Crofton Road (List Entry Number 1472240), located at the junction between Crofton Road and Starts Hill Road.
- 1.8 The Environment Agency's flood risk and surface water flood risk mapping records indicate that the site is located within Flood Zone 1. This means it has a low probability of flooding from rivers and the sea. The site is subject to low risk of service water flooding.

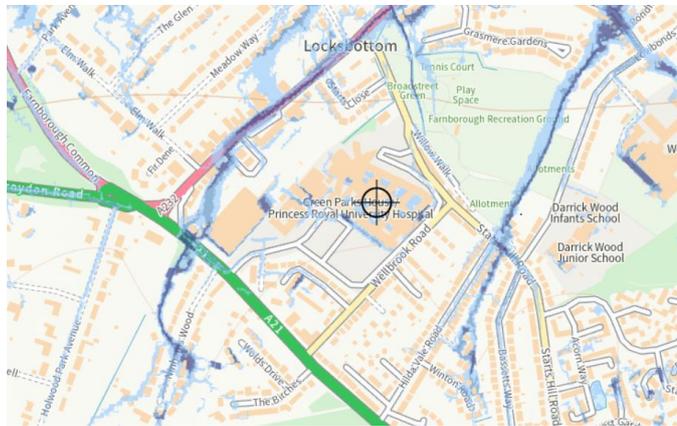


Fig 3. Environment Agency surface water flood map

- 1.9 The main vehicular access to the PRUH is via Farnborough Common (A21). The A21 forms part of the Transport for London Road Network (TLRN) where Transport for London (TfL) is the highway authority. The PRUH is also accessible via Starts Hill Road. There is a pedestrian access route via the adjacent Sainsbury car park, off Crofton Road. The public transport accessibility of the site is rate at 2 on Starts Hill Road and 3 on Farnborough Common entrance, on a scale between 0 to 6b where 0 is worst and 6b is excellent. There are two bus stands within the hospital complex and served by 3 bus routes (Route 261, R3 and R4).

2 PROPOSAL

- 2.1 Planning permission is sought for a part single and part two storey new Endoscopy Unit and a single storey substation. The footprint of the proposed Endoscopy unit would be staggered in shape, measuring approximately 37.7m in width at its widest width, 62m in length at its maximum, approximately 6 metres high to the top of the single storey element and 10.5m to the top of the two-storey element.



Fig 4. Proposed ground floor layout plan

- 2.2 The external plant would be sited away from the residential property, located above the roof area of the single storey building and near to the main entrance. The external plant will be screened by an acoustic screen. Green roof and solar panels will be incorporated in the roof area.
- 2.3 The proposed substation would be single storey in height. The footprint of the substation would measure approximately 16.2 metres in width, 11.2 metres in length and 2.2 m in height.
- 2.4 Two areas of clinical waste would be located adjacent to the proposed substation. An area of gardening compound would be near to the north east corner of the site, near to the main entrance of the proposed endoscopy unit. The existing beehive will be relocated to the proposed gardening compound which is located at the north-east corner of the application site.
- 2.5 The external materials of the proposed endoscopy unit would comprise of red colour brick, cladding panels sandstorm in colour, aluminium windows and doors.
- 2.6 The design and access statement indicates that there are utilities under the existing car park. The utilities will have to be relocated/diverted.

- 2.7 As part of this application, the existing 51 space surface level car park will be removed and is being re-provided in the main car park. An earlier application for a 197 spaces car park deck in the main hospital car park was approved in March 2022.
- 2.8 A total of 49 trees and 9 groups located to the north of the surface level car park will be removed. A landscaping plan is provided to replace the loss of existing planting.
- 2.9 The ground level of the site is elevated against the neighbouring houses on Starts Close, approximately 2.4 metres higher than the neighbours. As part of this proposal, the active Badger sett is proposed to be closed.

3. RELEVANT PLANNING HISTORY

- 3.1 83/00570/OUT – granted on the 7th June 1983
Detached single storey building for general Medical Practice (Outline)
- 3.2 83/01059/OTH – raised no objection on the 20th July 1983
Single storey building for use as pharmacy (Details 81/2893)
- 3.3 83/01559/OTH – raised no objection on the 1st August 1983
Detached single storey building for ultra-sound unit
- 3.4 84/00126/OTH - raised no objection on the 27th February 1984
Single storey extension with link corridor and single storey extension with toilet annex.
- 3.5 84/02482/OTH – raised no objection on the 11th March 1985
Single storey building and formation of a new main entrance.
- 3.6 85/00123/OTH – raised no objection on the 25th February 1985
Single storey extension for toilets
- 3.7 85/00367/OTH – raised no objection on the 25th March 1985
Single storey detached building for use as laundry male toilet and locker room
- 3.8 85/00481/OTH – raised no objection on the 4th April 1985
Single storey extension to X-ray department comprising staff rest room and offices
- 3.9 85/01190/OTH – raised no objection on the 17th June 1985
Single storey extensions to mother and bay unit in Avon Ward
- 3.10 87/03194/OTH – raised no objection on the 7th December 1987
Sanitary Annex, Sidcup ward
- 3.11 88/00558/OUT - Refused on the 1st December 1988

- Outline planning permission for residential and retail development
- 3.12 88/00559/OUT – approved
Outline planning permission for residential development scheme B
- 3.13 88/01877/OTH – raised no objection on the 22nd June 1988
Erection of a single storey portable building.
- 3.14 88/04466/OTH – raised no objection on the 23rd January 1989
Detached portable single storey office unit
- 3.15 89/02244/OUT - granted on the 7th August 1992
Outline planning permission for a residential and retail development (scheme A)
- 3.16 89/03711/OTH – raised no objection on the 5th February 1990
Two single storey linked portable buildings for use as office
- 3.17 90/03015/FUL – refused on the 30th April 1991
Single storey detached building and 30m high aerial tower and associated antennae.
- 3.18 91/02136/FUL – granted on the 24th October 1991
Resitting of detached portable building together with change of use from storage to offices
- 3.19 92/00021/FUL – granted on the 26th February 1992
Resiting of portable building approved under 912136
- 3.20 92/01163/FUL – granted on the 23rd July 1992
Single storey portable building to blood transfusion department
- 3.21 92/01267/FUL – granted on the 30th July 1992
Demolition and rebuilding of generator housing and associated structures in new position
- 3.22 92/02440/FUL – granted on the 31st December 1992
External staircase
- 3.23 93/01407/OUTMAJ – granted (application registered 28th June 1993)
Outline planning permission for redevelopment of existing hospital to provide a 550 bed acute general hospital with associated buildings to include a 28 bed day surgery unit education centres, 60 bed psychiatric units creche staff residences and car parking
- 3.24 94/00693/FUL – granted on the 19th May 1994
Single storey front extension and canopy enclosure at side
- 3.25 94/01496/FULMAJ – granted on the 11th August 1994
Construction of three surface car parks within hospital complex

- 3.26 94/01500/FUL – granted on the 11th October 1994
Detached signal storey day treatment centre with associated car parking
- 3.27 94/02047/FUL – granted on the 13th October 1994
Single storey extension to enlarge Orpington ward reception and waiting room.
- 3.28 94/02762/DETMAJ – granted on the 5th January 1995
Landscaping scheme for new car parking areas – details pursuant to condition 2 of planning permission 941496
- 3.29 94/03013/FUL – application registered on the 5th January 1995
Detached single storey reception building, front boundary wall and alteration to access arrangements.
- 3.30 95/00299/FUL – granted on the 19th May 1995
Construction of day treatment centre without complying with condition 05 of 941500 which requires that the duration of building works construction traffic shall only access from and egress onto the A21 Farnborough Common.
- 3.31 95/01283/FUL - granted on the 27th July 1995
Fourth floor extensions to operating theatre department
- 3.32 95/01763/DET – granted on the the 5th October 1995
Landscaping details pursuant to Condition 02 of application 941500 granted for construction of a day treatment centre
- 3.33 95/02884/FUL – granted on the 18th March 1996
Single storey rear extension for eye clinic and alterations to tennis court to provide 18 spaces car park and bus lay-by
- 3.34 96/02241/FUL- granted on the 21st November 1996
Out Patients Department Two storey lift shaft
- 3.35 96/02831/OUTMAJ – granted on the 19th December 1997
Outline planning permission for a phased demolition of existing hospital buildings and phased construction of a general hospital, a private patient unit, a mental health unit, a residential development and nursery together with associated roads and parking.
- 3.36 97/00251/FUL – granted on the 20th March 1997
Resiting of portable office building renewal of application 920021
- 3.37 97/01629/OTH – refused on the 21st July 1997
Prior Approval for the installation of 75m stub tower, 6 antenna and 4 communication dishes with equipment cabin consultation by Mercury Personal Communications Ltd

- 3.38 97/01972/FUL – granted on the 23rd October 1997
Change of use from hospital gate lodge to mini cab office
- 3.39 97/03301/DETAJ – granted on the 1st April 1998
Part details pursuant to outline planning permission 962831 granted for phased demolition of existing hospital buildings and phased construction of a general hospital, a private patient unit, a mental health unit and nursery together with associated roads and parking.
- 3.40 97/03312/OTH – granted on the 16th January 1998
Prior approval for communication mast and antennas on roof.
- 3.41 98/00001/OTH - granted on the 16th January 1998
Prior approval for communication mast and antennas on roof.
- 3.42 98/00410/FUL – granted on the 9th April 1998
Change of use from hospital gate lodge to mini cab office (renewal of 971972)
- 3.43 98/00561/OTH – granted on the 26th March 1998
Prior approval for 6 antenna 4 communication dishes with associated equipment cabin on roof
- 3.44 98/02703/DET – granted on the 2nd August 1999
Part details concerning the erection of a new acute general hospital permitted under refs: 96/2831 and 97/3301 comprising external lighting, boundary enclosure to Wellbrook Road, retention of pedestrian areas to public/Sainsbury car park.
- 3.45 98/03202/OTH – granted on the 11th December 1998
Prior approval for the installation of aerials and equipment cabin on roof
- 3.46 99/01131/FULL1 – granted on the 9th July 1999
Temporary siting of detached single storey building for hot water plant until completion of new hospital
- 3.47 00/00561/CONDIT – granted on the 13th October 2000
Part revised details to Outline permission 96.2831; Revised appearance of boundary wall to Wellbrook Road; Revised elevations including number and height of flues; incorporation of a covered service yard.
- 3.48 00/01124/DET – granted on the 4th May 2001
Further details of hard and soft landscaping for new general hospital to include security wall 2.4 metres high to the rear of Starts Close.
- 3.49 00/01750/ADV – granted on the 7th September 2000
Installation of 2 externally illuminated free standing advertisement signs (deletion of sign to Starts Hill Road)
- 3.50 00/02216/TELCOM – granted on the 4th August 2000

Prior approval for the replacement of existing antennae and dishes with 6 antennae and 4 micro wave dishes. Upgrading 3 existing equipment cabinets together with additional equipment cabinets (28 days)

- 3.51 01/02780/DET – granted on the 25th October 2001
Elevational alterations to permissions 96/02831 and 97/03301 granted for construction of general hospital: substitution of render for rubble wall on lower part of west elevation (PART REVISED DETAILS)
- 3.52 01/03902/FULL1 – granted on the 27th May 2002
Single storey extensions comprising 2 operating theatres and recovery rooms - Day Treatment Centre
- 3.53 02/03735/TELCOM – granted on the 23rd December 2002
Prior Approval for a telecommunications antennae (within simulated chimney) and dishes and equipment cabins to roof of new hospital building
- 3.54 03/00175/FULL1 – granted on the 27th February 2003
Two storey portable building for offices and stores
- 3.55 03/03032/FULL5 – refused on the 14th October 2003
Installation of 24 telecommunication antennae with ancillary works including hand railing colour coded back boards and cable tray together with equipment cabins on roof of Farnborough Hospital
- 3.56 03/03320/FULL1 - granted on the 20th August 2004
Residential development comprising 46 detached, semi-detach and terraced dwelling houses, 2 three/four storey blocks of key worker flats (28 in total), 1 three storey block of 32 bedsits for hospital staff, landscaping, car park and access roads together with the use of the former chapel as a medical screening unit
- 3.57 03/03465/FULL5 - refused on the 20th November 2003
Retention of 33 metre temporary telecommunication tower, equipment cabins and development ancillary thereto for a period not exceeding 12 months
- 3.58 05/01816/FULL1 – granted on the 4th October 2005
Alteration to internal courtyard elevation with re-formed roof to north-west part of main hospital building for additional in-patients accommodation comprising 29 single bedrooms
- 3.59 05/02505/FULL1 – granted on the 1st September 2005
Detached two storey building for temporary kitchen and dining facilities, with link to main building
- 3.60 07/00339/FULL1 – refused on the 3rd April 2007 and subsequent appeal was allowed on the 13th February 2008

Retrospective application for 4 open composting bins/detached shed/mulch area and bunded area for washing equipment at land adjacent to Summercroft Surgery (Retrospective)

- 3.61 10/01255/FULL1 – granted on the 14th June 2010
Elevational alterations to include partial infill of existing balcony (south elevation) installation of plant equipment and louvre screens.
- 3.62 11/02647/FULL1 – refused on the 13th October 2011
Installation of 3 telecommunications antennae and ancillary equipment to roof.
- 3.63 12/01630/FULL5 – granted on the 11th July 2012
Installation of 2 telecommunications antennae to north western roof and replacement of 1 existing antenna with 1 shared antenna to south-eastern roof with ancillary development.
- 3.64 13/02716/ADV – granted on the 28th January 2014
Erection of 2 post-mounted externally illuminated signs to Farnborough Common, 1 post mounted non-illuminated sign to northern pedestrian entrance and 1 post-mounted non illuminated sign to Starts Hill Road.
- 3.65 15/00842/FULL1 – granted on the 21st July 2015
Erection of: a two storey office building to the north-western elevation of the main hospital for a temporary period of 3 years; a single storey Critical Care Unit to the south-eastern elevation; removal of two existing structures and erection of a two storey extension to the south-western elevation to provide an Urgent Care Centre; a two storey Medical Records Distribution building to the north-eastern boundary with Starts Hill Road; and a two storey extension to the northern elevation to provide a Medical Records Storage facility and provision of additional 93 car parking spaces with alterations to landscaping PART RETROSPECTIVE
- 3.66 20/03896/TELCOM – granted on the 16th December 2020
Prior approval for the upgrade of existing rooftop telecommunications equipment to include addition of 1no. EE and 1 no. H3G GPS modules installed on top of Aperture support poles, 2no. Apertures mounted on a tripod mounted on a new raised steel grillage, GRP panels/polycarbonate mesh screening, and associated ancillary works
- 3.67 20/05022/FULL1 – granted on the 31st March 2021
Construction of single storey extension plus undercroft to northwest elevation of Princess Royal University Hospital to provide bed store.
- 3.68 21/03190/FULL1 – granted on the 28th March 2022
Erection of a 197 space parking deck
- 3.69 21/04644/ADV – granted on the 22nd December 2021
Display of 3x 9m high non-illuminated NHS flagpole signs.

- 3.70 21/04639/FULL1 – granted on the 12th September 2022
Erection of 2 storey substation containing a Low Voltage Transformer and Switch Room.
- 3.71 21/05259/FULL1- granted on the 6th April 2022
Retention of 2 modular buildings (single storey Lung Function Unit and 2 storey Mental Health Assessment Unit). (Retrospective)
- 3.72 21/05401/FULL1- granted on the 2nd March 2022
Erection of part single storey/part two storey extension (north west corner) providing linking bridge/corridor to transfer patients.
- 3.73 21/03190/AMD- pending decision

Section 96a of the Town & Country Planning Act 1990 for a non- material amendment in connection with the planning permission dated 28th March 2022 (Reference: 21/03190/FULL1) to allow:

Minor adjustment to the parking deck size, layout, height, siting, staircase, ramp gradient and associated works.

4. CONSULATION SUMMARY

Statutory

4.1 Natural England- Comment

Natural England has no detailed comments to made on this proposal and should refer to the general advice published by Natural England.

4.2 Transport for London - Objection

Transport for London have raised objection to the absence of additional cycle storage. Additional cycle parking for staff should be provided. Any updated comment will be reported at planning committee.

4.3 Drainage - lead local flood authority – No objection

Should planning permission be recommended, a planning condition required the details design measures outlined in the "Flood Risk Assessment & Surface Water Drainage Strategy" Report carried out by RMA Environmental with Project No. RMA-C2289 dated 26/09/2022 should be secured by planning condition.

4.4 Environment Agency – No objection

Environment Agency have reviewed the information and have no objection to the proposed development. Informative relating to groundwater, piling method statement, contamination should be attached, if relevant.

Non- statutory

4.5 Environmental Health – No objection

A Phase 1 Contaminated land assessment has been reviewed by the Council's Environmental Health Division and is considered acceptable at planning application stage. Should planning permission be forthcoming, details of site investigation, including relevant soil, soil gas, surface water and groundwater sampling, the relevant required remediation strategy and closure report should be secured by a planning condition.

The background noise survey has been updated and reviewed by the Council's Environment Health and is considered acceptable. Should planning permission is recommend, a planning condition requiring the details of external plant/scheme should be provided and secured by planning condition. The following condition should be attached:

- (a) The combined noise level of all plant shall not exceed a level of *LAeq,15min* 37 dB during the day and *LAeq,15min* 35 dB during the night at any residential habitable window;
- (b) Development shall not commence until details of a scheme complying with paragraph (a) of this condition have been submitted to and approved in writing by the local planning authority.
- (c) The development shall not be occupied until the scheme approved pursuant to paragraph (b) of this condition has been implemented in its entirety. Thereafter the scheme shall be maintained in perpetuity.

The impacts on air quality were considered in the earlier application for a 197 spaces car park deck. The operational face of this development is not considered to have an adverse impact on air quality. The potential air quality impacts associated with the existing hospital CHP unit is not considered to be of significant. Should planning permission be forthcoming, a planning condition requiring a construction management plan should be secured.

4.7 Secured by Design – No objection

No objection and consider the proposal can achieved secured by design.

4.8 Highways – Inadequate information

- Parking

It is unclear how many staff will be working at this new unit. The information indicates that the unit will have 125 staff and it is unclear whether there will be any new staff or a mixture of new and existing staff already working at the wider hospital. The number of patients is given as around 8,000 per year or 150 per week. It is noted that there was a

reduction in physical attendees to the site over the past 3 years. However, it is not clear whether this will increase post covid.

Planning permission was granted for a 197 space parking deck over the hospital's main car park. The number of spaces with and without the deck were given as follow:

	Existing	Proposed
Shared spaces	304	376
Blue Badge spaces	29	29
Staff spaces	203	260
Total on site	536	665
Sainsburys (staff)	108	108
Total	644	773

In total, the approved car park deck provides an additional 129 spaces over the existing/previous layout and, taking into account of the 93 spaces permitted, gives a net increase of 36 spaces.

The car park deck would provide a net increase of 36 spaces to accommodate the proposed endoscopy unit. It is noted that the Transport for London preference is to not have the increase in parking. Whilst there is a lack of information regarding the number staff for assessment, this would not be a strong ground for refusal and on balance no objection can be raised.

The provision of cycle storage should be for staff as patients would be less likely to cycle. Should planning permission be forthcoming, a condition requiring a construction management plan should be attached.

4.9 Thames Water

No comment was received, and any comment received will be reported at planning committee.

b) Other Local Groups

4.8 West Kent Badger Group - Objection

West Kent Badger Group recommend the application is not approved without the opportunity to consider additional information for both badger protection and biodiversity, in line with BLP Policy 72 and NPPF Para.174(d). The submitted report states that badger(s) are living immediately adjacent to the site. There is an active badger sett only five metres from the site of the proposed development. The site itself will be part of the badger foraging habitat. The report states: "*to minimise the impact of the loss of foraging habitat during construction, topsoil should be stripped and piled during dry conditions to avoid compaction*". This is not adequate.

The report states that a single badger was seen entering the sett and there were low levels of activity. It should be noted that we had an exceptionally hot, dry summer and this may have impacted on badger activity. The heat and lack of water and available food may have meant badgers were less active than normal. It would be useful to have a further survey in a cooler wetter weather to confirm the data collected is representative. A recommendation has been made to obtain a licence to close the sett to facilitate the works. This is a concern as it is difficult to see where the badger(s) would go. The habitat in this area is so limited. We would like further information on what the exact intention would be, i.e. would it be to close the sett and leave the badger(s) to find a new sett elsewhere? How is it envisaged that would work in such an environment lacking in green spaces? Would an artificial sett be built to compensate for the loss? If so, where, it is very difficult to see a satisfactory solution.

The development will lead to a significant loss of biodiversity for the local area. The biodiversity report reference TRI029 states that the scheme is unlikely to achieve at least a 10% net gain, as required by the Environment Act 2021. The proposal is in clear contravention of the Bromley Biodiversity Action Plan which states that:

Development should not lead to a loss of biodiversity and ideally should enhance it. Biodiversity net gain is where development leaves biodiversity in a better state than it was before. Important habitats and species should be protected from harmful development. Any adverse effects should be avoided, minimised and/or compensated for, and every opportunity should also be taken to create improvements for biodiversity (see NERC Act 2006 Section 40 (3)).

4.9 Bromley Biodiversity Sub-Group and Orpington Field Club - Objections

Whilst the preliminary ecological appraisal has now been updated taking into account the whole site and that a Net Biodiversity Gain Assessment has been undertaken. The PEA demonstrates that the area of the that was not initially surveyed, mainly young woodland, is of moderate ecological value. Badgers foraging/commuting bats and nesting birds were all observed on the site, together with habitats that may be suitable for stage beetles, other invertebrates and reptiles. The Bat Conservation Trust guidance recommends that "If a bat survey demonstrates that development is likely to affect bat foraging and/or commuting habitat *Linear features such as tree lines should be retained, and compensatory planting should be considered wherever possible. (link to BCT website Planning and the law - Advice for Developers - Bat Conservation Trust (bats.org.uk))* Therefore, as stated previously the Group considers it is important that the young woodland and walled garden should be retained, allowing the maintenance of the green corridor between the PRU site, and the neighbouring Sainsburys and Starts Close residents.

Given the presence of badger setts on the site, and badger activity recorded during the survey it is essential that if planning permission is given, that the provisions of the Protection of Badgers Act 1992 are complied with. It is an offence to disturb a badger in its sett or damage, destroy or obstruct access to a badger sett. If the proposed work will involve works coming within 30m of an active badger sett Natural England's standing advice will need to be consulted and a mitigation plan drawn up. A licence will need to be applied for from Natural England to undertake any works. The PEA also highlights that "*such a class licence will be needed to for closure of the sett (classed as low- impact activity) in order to facilitate the works. A 'registered consultant' to use the class licence will submit a site registration to Natural England prior to sett closure and complete the closure works under licence when sign off has been agreed by Natural England*".

The PEA includes a variety of suggestions to improve the site and if planning permission is given these should be implemented, such as the inclusion of bird boxes and the addition of invertebrate houses at ground level and on the green roof. Additionally appropriate measures must be taken during any construction to protect the wildlife on the site.

The Net Biodiversity Gain Assessment shows that there will be at least a 10.39% biodiversity net loss if the development is permitted to go ahead. The report states that "The Proposed Development does not meet the biodiversity net gain requirements of the NPPF and the London Plan 2021." The NPPF states "174. Planning policies and decisions should contribute to and enhance the natural and local environment by: ... (d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;" Under Policy G6 of the London Plan 2021 "development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best available ecological information and addressed from the start of the development process."

The Net Biodiversity Gain Assessment may however be overstating the amount of grassland can be introduced. The size of the grassland is shown as being exactly the same as that for the green roof, which is to be only partially converted to grassland, due to the high density of solar panels to be incorporated onto the roof. As the green roof is fully accounted for the reference to grassland must be for a different part of the site. The map shows an area coloured yellow and labelled ONG (other natural grassland) which looks significantly smaller than the area of the green roof, perhaps it should be 198m² rather than 918m². The August Urban Greening Factor Calculation shows a similar area as being 295m² although it is described as Semi-natural vegetation on that map. If this were factored into the Post Construction Assessment in Table 3 it would suggest a net biodiversity loss in excess of 30%. The Net Biodiversity Gain Assessment considers habitats totalling 6385m² on a

site of 4485m² meaning 1900m² is counted as layered habitats, whilst the Urban Greening Factor Calculation only assumes layered habitats for 800m². This suggests that there may be grassland elsewhere on the site that is not evident in the Appendix B1 map, but in that case it must be entirely shaded by the trees on site, and therefore does not appear as valuable as suggested.

The young woodland and walled garden should be retained. New planting should consist of native plants only, with no non-native invasive species included. The comments of Orpington Field Club/Bromley Biodiversity Partnership Sub-group members are in line with the policies in the Bromley Local Plan (2019) including Policy 75 which states *“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”*, the London Plan including policy G7 which states *“Development proposals should ensure that, wherever possible, existing trees of value are retained”* and the NERC Act 2006 Section 40 which states, *‘Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity’*.

4.10 South East London Integrated Care Board - Support

South East London Integrated Care Board is in support of the plans as part of the wider ICS States Strategy

c) Adjoining Occupiers

4.11 Seventy (70) letter of objections have been received and the grounds are summarised as follow:

- 1 Location of the proposed facility (Addressed in section 6.1 and conclusion)
 - The proposed facility should be located in more accessible location such as Orpington hospital /Alan Cumming s day centre. The existing buildings school be reconfigures to made more efficient use of the land. This will have an impact on hospital operational. However, this can be plan and impact can be management.
 - The lack of land was used to introduce the garden compound and is repeated again to introduce a significantly large building at this limited site.
 - The location for this endoscopy unit in the PRUH has already been selected and confirmed by the applicant (PRUH, KCH and ICS for Southeast London) before the assessments are prepared. The new facility should be located at a more accessible hospital site.

- Other alternative sites outside of PRUH and within the PRUH should be considered. Alternative locations are all discounted due to cost, contractual problems without evidence.
 - Chartwell car park should be considered. The suggestion is limited by drains is not considered acceptable. As the proposed facility could be located in the car parks.
 - The selection of the proposed site is not well considered as there was no mentions of impact on protected species and part of the site was not surveyed with environmental issued not considered.
 - The proposed facilities is a separate entity from the hospital and is not joined in any way. The suggestion the proposal will improved patient accessibility and benefit from close proximity to acute medical care is untrue.
- 2 Need for this facility in Bromley (Addressed in section 6.1 and conclusion)
- The suggest 5 percent annual growth rate for endoscopy procedure does not match the population growth in Bromley. The population increased by 1.31 percent in 2013 and 0.37 percent per year since 2019.
 - The main hospital building is not owned by the Trust and forms part of a PFI with a 60 year agreement and the impact to the A&E considered?
- 3 Biodiversity loss (Addressed in section 6.5)
- The updated statement indicates that there is no spaces at the PRUH to replace the existing biodiversity being destroyed by the proposed development. The proposal would destroy the current buffer zone and security wall
 - The Net loss is between 20 to 30% and not 10 % as the calculations provided have made an overstated allowance for the proposed green roof and solar panel, maintenance walkway, fire escape facilities.
 - The suggested bug hotel, bird boxes and nectar rick plants are not achievable to the limited spaces and the scale of the proposed buildings would occupied almost the full site.
 - The latest latter states the site cannot accommodate net gain. The CEO of the PRUH have said large mature tress can be plated to shield the unit and contradict the assessments
 - Biodiversity net gain calculation and baseline calculation are inaccurate.
 - Orpington Field Club & Bromley Biodiversity Partnership have indicated there is a net loss of 30% , not 10 % net loss.
 - The site is of high environmental value and is link to two wildlife corridors, east to the Tugmutton common and beyond to Croton wood, Darrick Wood. And West towards the Sainsbury, Locksbottom village with 7 SINCS with 1km away.
 - Loss of wooded area and a significant number of large and good quality trees

- The proposal would reduce and decrease the biodiversity values of the application site. However, the calculations indicates that there will be an improvement. There are serious inaccurate reports and assessment submitted by the application. The basic labelling of the reports including the report date and checked by date are incorrect.
 - Provision of 4 bird boxes cannot the current value
 - The relocation of beehive to the new gardening compound is not acceptable as no responsible beekeeper would manage bee colonies near to a public right of way and public highway.
- 4 Loss of mature trees (Address in Section 6.6)
- A total of 67 trees will be removed which include mature trees. The condition of the existing trees took decades to development and replacement will not provide the same level of coverage, biodiversity and amenities.
 - Bromley council net zero caron 2029 includes planting of a significant number of trees. The proposal is contrary to this.
- 5 Protected species (Address in Section 6.5)
- The updated badger statements states the active sett is in infrequent use. The setts are active and in use. As the adjoining occupiers, the neighbouring gardens have not been inspected and this statement is based on an assumption. The sett is facing the neighbouring gardens, not south-west facing. The diagram and statement suggest that no setts exist in the PRUH grounds is untrue.
 - No information or evidence confirm the sett is an outlier and it is uncertain how the conclusion is reached by the consultant
 - Bat, Badger and Setts are protected by law (Protection of Badgers Act 1992)
 - Videos of bat were received in August in residents houses at 21:15 on 9th August, at 21:07 on the 10th August, 19:16 and 19:24 on the 27th September and 18:51 on the 2nd October. The walled garden environment is covered by trees and close to the quiet Chartwell Cancer unit and residential gardens.
 - Bat Videos have not been uploaded.
- 6 Energy Assessment (Address in Section 9)
- The proposal does not comply with the Be lean and Be clean measures
 - Circular economy assessment should be provided
- 7 Residential amenities /neighbouring properties (Address in Section 6.3)
- Impact on outlook, enclosure, air quality, light and noise.
 - The new will be operated 24 hours and 7 days per week

- The proposed building is located close its rear boundary
- The development is close to a cancer ward and would affect the patients healing process
- A substation was installed which emitted low frequency noise and this has taken some time for the hospital to resolved
- Impact during construction
- Outdoor clinical waste storage area behind the proposed substation is unsightly and causes hazards
- Section drawing including No,4 Start close should be included
- The Aldi on Farmborough Way was refused based on Policy 37. Same judgement should be applied.
- The nearest pathway will be located 3 metres from N0.4 Starts Close
- Appears no security or crime prevention measures

8 Scale and massing (Address in Section 6.1)

- The height data was not initially provided.
- The building is located on the top of a slope. The clinical requirement means the building height is not an ordinally two storey building and is 3 to 4 storey in height on an elevated slope.
- The proposed building is out of scale, out of character and appearance, unneighbourly and overbearing
- Discordant features and not compatible or intragap with the established townscape

9 Contrary to development plan, law and case law

- Does not comply with BLP Policy 37, D3 and NPPF, Article 1 and 8 of the Human rights act, Section 40 the Natural Environment and Rural Communities Act 2006
- The language used by planning is concerning which refers to “desperately keen to deliver a much need health facility”
- House of Lords in Berkeley v SSE [2001] 2 AC 603 relates to the failure of a planning authority to discharge its duty

10 Flooding (Address in Section 8)

- The Flood assessment has not taken into account the flow direction. The design strategy is for a new attenuation tank under the unit prior to the discharge to the ditch to the north of the site. It is unclear how much and how they would discharge without causing flooding.
- The houses share the riparian responsible of the ditch with the hospital and this was not mention in the report. No mention regarding to the erosion of the bank . The ditch is also owned by other houses on Starts Close. The Summercroft surgery and No.2 Starts close were flooded.
- The green roof will be covered by solar panel and would not be as effective.

- Structural survey and condition of the attenuation of surface tank should be include and a health an safety risk assessment to maintain and report the system. It is not clear how the existing attenuation tank will be connected to the new system
 - There is a Riparian responsibility to maintain the bank by the applicant and the residents. This is not stated in the assessments
 - There is an existing ditch where surface water are discharge. The additional information submitted does not explain the meaning and purpose. The numbers and different colour of numbers will require a qualified drainage engineer to read.
 - No,2 Start Close and the Summercroft Surgery were flooded
- 11 Walled Garden (Address in Section 6.5)
- The walled garden should be retained.
 - The existing 2.4 metres high wall and planting for security and screening the existing hospital buildings from the neighbouring houses on a lower ground. All the existing mature trees will be removed as a result of this development and replaced with a much close and large building without adequate space for meaningful screening or at least maintaining the existing conditions.
 - The 2.4 metres wall was constructed as there was a psychiatric patient escaped from the hospital to NO.7 Starts Close re:96/02831
- 12 Highway (Address in Section 7)
- Increase traffic, parking demand and congestion and accident as there are 3 schools in the area.
 - The proposal would not promote a sustainable economic and social communicates. The patents will be travelling by private transport due to the poor public transport accessibility of the PRUH
 - There are no cycle provide or cycle link to accommodate the users
 - Zebra crossing should be introduced on Starts Hill Road
- 13 Report and Assessments
- The revised assessments and multiple updates submitted to the Council did not address the concerns raised by local resident
 - The business case, site location information and access routes are inaccurate and misleading. No information relates to the buffer zone behind the wall. The assessments are being put together showing a development in a car park only. The proposed substation will be above the fence line and this is not shown.
 - The submitted assessments are inaccurate, misleading and unprofessional
- 14 Community engagement

- The Trust has failed to achieve any meaningful consultation or dialogue with the local residents. A public exhibition should be arranged.
- There is a total lack of transparency and management with the neighbouring residents including the Summercroft Surgery.
- Planning consultation states 14 or 21 days for comment. The planning portal states is open for further comments right up to decision time.
- The revised documents received 7th Oct only appeared on the website on the 12th and 13th Oct and is backdated.
- Lack of planning consultations
- Residents on Starts Close are not considered regarding to this planning application.
- The applicant has meet with Bromley Planning to discuss the application. Local residents were not informed
- Summercroft surgery was not informed regarding to this potential development
- The Trust have advised that the new unit will not encroach into the walled area prior to the submission of the application. This is not the case as the wall garden will be removed.

15: Summercroft surgery (Address in Section 8)

- The hospital was initially built in 2000/2001, a dividing wall 2.4m high was negotiated in order to protect the residents of Starts Close from noise and pollution and security of the surgery. The nose and potential disruption, he proximity and height of the building will reduce the light reaching the surgery is not considered acceptable. A large area of land current covered by trees absorbing most of the rainfall will be removed and it should be noted that the hospital ground is subject to surface water flooding risk where area are covered by concrete.
- The surgery was flooded 5 years ago. No.1 and 2 Starts close have already experience flooding this year. A major concern relating to increased water in the ditch is that the wall on the Summercroft side is up to 3.5m high, and any erosion of the soil and foundations would jeopardise the integrity of the wall. The wall is inspected regularly and has not shown any movement in the 30 years that the surgery has been there. If this proposal goes ahead, the increased flooding risk to Starts Close and damage to the afore mentioned ditch boundary with Summercroft must be mitigated with substantial alternative drainage as well as addressing the above concerns.

5. POLICIES AND GUIDANCE

5.1 National Planning Policy Framework 2021

5.2 National Planning Practice Guidance

5.3 The London Plan

Policy D4	Delivery good design
Policy D5	Inclusive design
Policy D11	Safety, security and resilience to emergency
Policy D12	Fire safety
Policy D14	Noise
Policy S2	Health and social care facilities
Policy G5	Urban Greening
Policy G6	Biodiversity and access to nature
Policy G7	Trees and woodlands
Policy SI-1	Improving air quality
Policy SI-2	Minimising greenhouse gas emissions
Policy SI-8	Waste capacity and net waste self-sufficiency
Policy SI-12	Flood Risk management
Policy SI-13	Sustainable drainage
Policy T4	Assessing and mitigating transport impacts
Policy T5	Cycling
Policy T6	Car parking
Policy T7	Deliveries, servicing and construction
Policy DF1	Delivery of the Plan and Planning Obligations

5.4 Mayor Supplementary Guidance

- Energy Assessment Guidance June 2022
- The control of dust and emissions in construction SPG

5.5 Bromley Local Plan 2019

Policy 20	Community facilities
Policy 26	Health and wellbeing
Policy 30	Parking
Policy 31	Relieving congestion
Policy 32	Road Safety
Policy 33	Access for all
Policy 37	General design of development
Policy 70	Wildlife Features
Policy 72	Protected Species
Policy 73	Development and trees
Policy 79	Biodiversity and access to nature
Policy 113	Waste Management in New Development
Policy 115	Reducing flood risk
Policy 116	Sustainable Urban Drainage systems
Policy 118	Contaminated Land
Policy 119	Noise Pollution
Policy 120	Air Quality
Policy 122	Light pollution
Policy 123	Sustainable design and construction
Policy 124	Carbon dioxide reduction, decentralised energy networks and renewable energy
Policy 125	Delivery and implementation of the Local Plan

5.6 Bromley Supplementary planning guidance

- General Design Principles
- Planning obligations SPD – June 2022
- Bromley Biodiversity Action Plan (2021-2026)

5.7 Relevant Legislation

- Protection of Badger Act 1992
- Public Sector Equality Act and Human Right
- Section 40 the Natural Environment and Rural Communities Act 2006
- Environment Act
- Conservation of Habitats and species Regulations
- Wildlife and Countryside Act 1981

6. Assessment

6.1 Principle of development – Unacceptable

6.1.1 London Plan Policy S2 (Health and Social care facilities) states development proposals that support the provision of high-quality new and enhanced health and social care facilities to meet identified need and new models of care should be supported.

6.1.2 BLP Policy 20 states the Council will promote the quality of life and the health and wellbeing of those living and working in the Borough and engage with providers and agencies to ensure the provision, enhancement and retention of a wide range of appropriate social infrastructure, including facilities for health. Development which meets an identified need for such facilities will be encouraged to locate to maximise accessibility and will normally be permitted provided that it is accessible to the members of the community it is intended to serve by a full range of transport modes.

6.1.3 BLP Policy 26 states the Council will work proactively with health professionals and relevant bodies to improve the physical and mental health of the Borough's residents and reduce health inequalities.

6.1.4 The principle of development to provide a new endoscopy unit within the established hospital complex in the Princess Royal University Hospital is supported. The proposed new unit would provide a new and modern facility in Bromley to meet the growing demand, ageing population for health services in both the Borough and London. The social and public benefits which derive from this new facility are considered to be of significant weight. However, the impact of this proposed development upon the protected species, highways, residential amenities and other planning issues including the planning balance in arriving at the officers' recommendation at this stage are outlined and assessed in the following sections of this report.

- Need of this proposal

6.1.5 The Princess Royal University Hospital (PRUH) is part of the Kings College Hospital NHS Foundation Trust (KCH) that also incorporates Orpington Hospital. The KCH also forms part of the South East London Integrated Care Systems (ICSs) that bring together providers and commissioner of NHS services across a geographical area within local authorities and other local partners to collectively plan health and care services to meet the needs of their population.

6.1.6 The applicant has advised that:

- The proposal will provide a modern facility in response to recent Care Quality Commission findings that the existing service cannot meet cancer assessment targets as there are capacity constraints within the existing department infrastructure.
- The proposed unit will ensure the endoscopy services across the South East London region are significantly improved to benefit patient experiences, reduce waiting lists and improve staff morale.
- KCH is achieving its current targets for Endoscopy at present. However, this is at considerable expense to the Trust. The service is being undertaken by external providers due to the lack of capacity within the Trust. This has a further impact on patients within the borough as they need to travel further to receive their procedures.

6.1.7 The applicant has also advised that the decision to locate the endoscopy unit at the PRUH was a decision agreed between the KCH board and the ICS for East London based on the following factors:

- Demand

6.1.8 The demand for endoscopy services for the next 20 years will be increased from 13,609 procedures to 33,260.

- Population and age

6.1.9 Older age is considered to be a significant driver of demand. The KCH endoscopy services provide vital diagnosis results and therapeutic care to more than 1 in 25 Bromley residents aged 65 and over. The latest census record shows 1 in 20 residents in Bromley are aged 80 or over.

- Accessibility

6.1.10 At present, the waiting times for endoscopy procedures remains compliant with national standards at a premium cost, as 1 in 3 patients received treatment outside of the PRUH. The PRUH spent £2.1m on off-site provision in 2019/20 and a further £5m in 2020/21 addressing the waiting list built over cover and £1.5m in 2021/22. A further financial penalty each year of 5% on tariff prices (estimated at £ 0.9million) for undertaking procedures in locations not deemed accredited with national standards.

- Alternative locations - other hospitals

6.1.11 With regards to alternative locations, Darent Valley and Erith Hospitals were discounted as these hospitals are either not owned or operated by the PRUH, KCH and SE London ICS. Orpington hospital has recently expanded, with an increased theatre capacity. The Trust continues to look at its requirements for the future and the site is currently being considered as a centre for excellence for Orthopaedic surgery with plans being considered to increase the Orpington surgery units further.

- Alternative location – conversion of the main hospital building.

6.1.12 The applicant has advised that the main hospital building is not owned by the Trust and forms part of a Public Finance Initiative (PFI) under a 60 year agreement with United Healthcare Limited and Taylor Woodrow. As such, the Trust is not in full and free control of a major development of this size within the main hospital building. Furthermore, there is no additional space for further expansion within the hospital as over 130 existing administrative staff, not directly employed on clinical activities, are relocated off site to an external location in Orpington High Street. Out-patients are moved to Orpington Wellbeing centre, spaces have been taken within the Glades shopping centre for a vaccination centre. The proposal, if located in the main building would have a catastrophic impact upon the hospital operation and function due to the size of the proposed facilities and limited space of the main hospital building.

- Four other alternative locations within the PRUH

6.1.13 The main car park was considered. However, this would result in the loss of 120 parking spaces and longer walking distances for the patients from the parking spaces to the main hospital. The car park adjacent to the Chartwell building was discounted as it would result in the removal of an ambulance route and would not be able to comply with the endoscopy design requirements (JAG) and meeting the funding requirements. The Lower Chartwell car park was discounted due to the existing underground utilities and would make the development financially unviable. The Day Surgery Unit (DSU) was also discounted due to the impact on the DSU unit and insufficient available spaces.

6.1.14 Officers note that the above information was only provided following the public planning consultation responses. Officers also note that the proposal would provide significant health and public benefits for the existing and future endoscopy service users. This includes much more efficient service management, patient experience and balancing the long-term public financial burden against the maintenance of good health services.

6.1.15 There is no dispute each alternative location does have its own different level of challenges and merits. Officers support the provision of a new and modern endoscopy unit in the Borough. However, officers consider that the possibility to locate the proposed development within the wider hospital site should be further explored or re-considered. For example, the loss of 120 spaces in the main car park could be off set by an

additional level of car park deck. A new emergency vehicle vehicular access could be introduced to avoid the Chartwell car park. Alternative building footprints, foundation design options in the Chartwell and Lower Chartwell car park, including measures to mitigate the underground utilities issues, could be explored.

6.1.16 The Design and Access Statement indicates that the application site itself is not free from any underground utility diversion works. Alternative building footprints and building mass at the application site to mitigate the impact and harm on biodiversity and relevant issues should be investigated and opportunities to retain the existing wall garden to maintain and protect the existing biodiversity of the site should be considered. This could potentially be achieved by limiting the building footprint to existing surface car park and increasing the massing of the building.

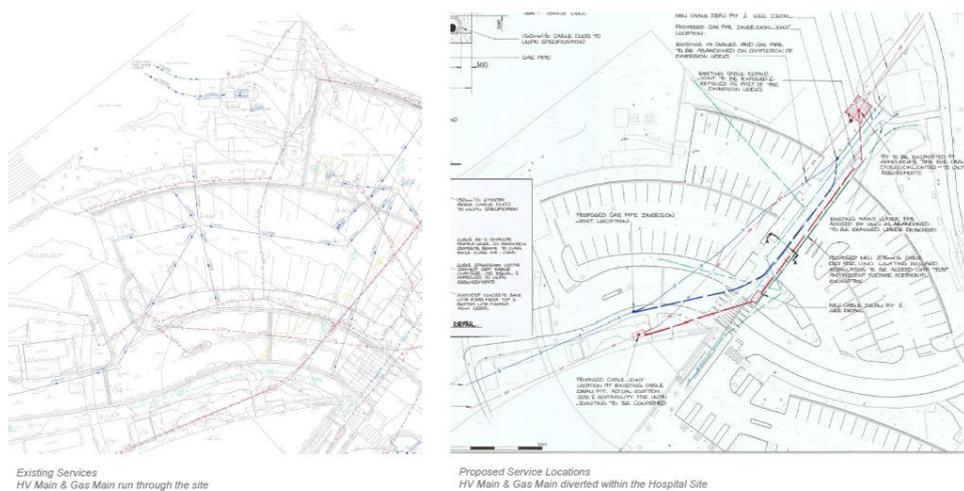


Fig 5. Existing utilities (Left) and diversion plan (Right)

6.1 Design – Unacceptable

- Layout and footprint

6.2.1 BLP Policy 37 states development will be expected to be of a high standard of design and layout. The layout of the proposal seeks to occupy most of the application site with built form with very little space provided between the main hospital building to the west and the Summercroft surgery on the east.

6.2.2 The proposed layout shows that there is a strong focus on delivering the internal spatial and circulation requirements with the available space within the application site. However, the extent of built form being proposed, its proximity to the adjacent buildings, site boundaries, and the lack of meaningful spaces that can be maintained to provide adequate replacement planting of sufficient quality and value all suggest the footprint of the proposed development would appear to be excessive. The footprint of the

proposed building should be reduced to echo the size, shape and topography of the application site.



Fig 6 Section drawing



Fig 7 South elevation plan

- Scale and massing
- 6.2.3 It is acknowledged that the overall height of the endoscopy unit has been reduced by approximately 1 metre including changes to the window arrangements, integrating the finished floor levels with the existing topography to couple with a more sympathetic material palette and the architectural finishes. These elements are welcoming and will assist the building fit into its surroundings.
- 6.2.4 However, the ground level of the application site is elevated against the neighbouring property at No.5 Starts Close by approximately 2.4 metres. The proposed part single part two storey building would be up to 11 metres in height with the single storey element located approximately 5 metres from its rear boundary and the two storey element located approximately 7 metres at its closest points. Due to the difference in ground level and the size and shape of the overall application site, together with the footprint, scale and massing of the proposed building, it is considered that the proposed development, would not sit comfortably at this site.
- 6.2.5 Furthermore, the existing trees will all be removed and replaced by new planting. The potential to provide any meaningful replacement planting or landscaping of sufficient quality and quantity is considered to be very low. This is due to the scale, height and massing of the building, the limited spaces between the proposed buildings and its boundaries and the limited spaces for replacement planting and this would be contrary to BLP Policy 37c which requires spaces around the buildings to provide opportunities to create attractive settings with hard or soft landscaping.
- 6.2.6 Overall, it is considered that the siting, layout, scale, height and massing of the proposed building would appear to be excessive due to its

relationship between the proposed and adjacent residential houses. Having regard to the topography of the site and relationship to its surroundings, the footprint, scale and massing of the proposed building is unacceptable.

- Secured by design and Fire Safety

6.2.7 Design out crime and the Council's building control have been consulted and no objection is raised to this proposal. The application is accompanied by a Fire Statement providing details of the proposed emergency routes and how the building has been designed to comply with fire requirements. Fire safety and security measures should be considered in conjunction with one another, in particular to avoid potential conflicts between security measures and means of escape or access of the fire and rescue service. Should planning permission be forthcoming, relevant Secured by Design conditions and informatives to achieve Building Regulations should be attached.

6.3 Residential amenities – Unacceptable

6.3.1 BLP Policy 37 states all development proposals will be expected to be of a high standard design and layout. Development will be expected to respect the amenity of the occupiers of neighbouring buildings and those of future occupants, providing healthy environments and ensuring they are not harmed by noise and disturbance, inadequate daylight, sunlight, privacy or by overshadowing.

6.3.2 Objections have been received from adjoining residents with regards to the impact of the proposal on the houses located in Starts Close, in respect of the loss of trees, protected species and biodiversity, flooding, impact on highway, loss of outlook/ increase sense of enclosure, loss of sunlight, loss of daylight, privacy, noise and impact on human rights. The impact on loss of trees, protected species, biodiversity, noise and flooding is outlined in the other sections of this report.

- *Loss of outlook/ increase sense of enclosure*

6.3.3 The proposed Endoscopy building would be limited to two storeys in height. However, it should be noted that the internal floor to ceiling requirements for a hospital is higher than a residential building. The proposed building would be approximately 11 metres high and sited on elevated ground against the ground level of the neighbouring houses. The section drawings indicates that the proposed endoscopy building would be positioned close to its rear boundary and towering over the neighbouring houses.

6.3.4 The proposed single storage element would be located approximately 5m to its rear boundary at its closest point and would be higher than the ridge line of No. 5 and No.6 Starts Close. The proposed two storey element would be positioned approximately 7 metres from its rear

boundary at its closest point and would be approximate 11 metres high from the application site. It should be noted that the ground level of the application site is approximately 2.4 metres higher than those at the neighbouring houses on Starts Close. It is noted that the proposed building is designed with a staggered footprint. However, the proposed buildings would occupy almost the full width of the site when view from the neighbouring properties, across four residential houses (Between No.4 and No.7 Starts Close) including the proposed sub-station.

- 6.3.5 Given the elevated topography of the application site, proximity to its rear boundary, extensive width, scale and height of the proposed building, it is considered that the proposal would result in an unneighbourly increased sense of enclosure and loss of outlook.
- 6.3.6 The existing trees in the “walled garden” form part of the earlier landscaping details which were introduced as part of the redevelopment of the wider hospital site in excess of 20 years ago. As part of this proposal, all the existing mature/semi-mature trees with large canopy and high crown height will be removed. Whilst new landscaping will be introduced as part of the current proposal, the remaining area for new landscaping is considered to be too limited to mitigate the proposed building which is positioned closer to the neighbouring properties with even less space for any meaningful replacement planting/landscaping.
- 6.3.7 The current trees/planting provide a good degree of screening between the hospital site and the neighbouring houses, it is considered that the scope for sufficient landscaping replacement is very limited. For the reasons set out above, it is considered that the proposal would have a significantly detrimental impact on the residential amenities of the adjacent sites in terms of outlook and increase sense of enclosure.



Picture 1 View from rear of No. 6 Starts Close

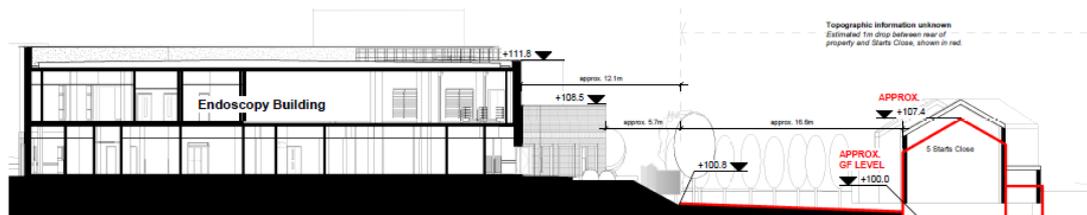


Fig 8 Section drawing across the site and No.5 Starts Close

- *.Loss of sunlight and loss of daylight*

6.3.8 The application site is located to the south of the neighbouring houses on Starts Close. The proposal would have an impact on the availability of lights and overshadowing part of the rear garden. The location of the ground floor and first floor rear habitable rooms associated to No4 to N0.7 Start Close have not been identified by the applicant and in the absence of a sunlight and daylight report, this element cannot be fully assessed in this instance.

- *Privacy*

6.3.9 The proposed first floor windows that would be facing the rear walls of the neighbouring properties have now been removed. The ground floor windows on the north and east elevations would be facing the rear walls of the neighbouring properties. However, these windows are sited at an angle and given the proposed use of the building it is not considered that this element would result in undue overlooking or result in significant harm upon the privacy of adjoining residents.

- *Human rights and Public Sector Equality Duty (PSED)*

6.3.10 Under the Equalities Act 2010, the Council must have due regard to the need to eliminate discrimination, harassment or victimisation of persons by reason of age, disability, pregnancy, race, religion, sex and sexual orientation. This planning application has been processed and assessed with due regard to the PSED. The application proposals are not considered to conflict with the Duty.

6.3.11 The application has also been considered in the light of the Human Rights Act 1998 and it is considered that the analysis of the issues in this case, as set out in this report and recommendation, is compatible with the Act.

6.3.12 Objection is raised concerns over the impacts during construction, including traffic and HGV vehicles. Should planning permission is recommended, planning conditions for construction and environmental management plan condition is recommended.

6.4 Trees – Unacceptable

6.4.1 London Plan Policy G7 (Trees and Woodlands) states development proposals should ensure that, wherever possible, existing trees of value are retained. If planning permission is granted that necessitates the removal of trees there should be adequate replacement based on the existing value of the benefits of the trees removed. The planting of additional trees should generally be included in new developments, particularly large canopy species which provide a wider range of benefits because of the larger surface area of their canopy.

6.4.2 Bromley Local Plan Policy 73 states 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. Trees are important features of the Borough's environment and are a valuable resource for wildlife. The Council place a high priority on their retention and protection.

6.4.3 The existing trees and planting were introduced after planning permission was granted for the redevelopment of the former Farnborough hospital in 1997 (Ref: 96/02831/OUTMAJ; dated Dec 1997). The planting and landscaping details were designed to maintain an adequate level of environmental value and residential amenities within the site and its surrounding area.

6.4.4 The revised tree report (Arboricultural impact assessment) indicates that a total of 72 tree and groups (entries) have been surveyed of which, 15 trees are considered to be moderate quality/value (Category B), 56 entries considered as low quality/value (Category C) and 1 is of poor

quality/value (Category U). There are no trees protected with a Tree Preservation Order.

- 6.4.5 A total of 49 trees and 9 groups located to the north of the surface level car park will be removed. It is noted that the majority of these trees are categorised as low quality/value (category C). However, it should be noted that these existing mature/semi-mature trees have a crown height ranging between 3 and 14 metres and provide a good collective local environmental, visual value and residential amenity value. In line with the polices requirement, trees and their environment are considered to be desirable to be retained or adequate replacements should be provided.
- 6.4.6 Among the 49 trees to be removed, a total of 9 trees with moderate quality (category B) which are located behind the surface car park will also be removed. These form the majority of trees of moderate quality (Category B) with a crown height which ranges between 4 metres to 16 metres.
- 6.4.7 Whilst the submitted landscaping plan indicates that replacement planting will be introduced, it is considered that the spaces for replacement planting/landscaping would be too limited to enable meaningful replacement of sufficient and adequate quality and quantities, especially when comparing with the existing condition and value. This is coupled with the topography of the site, proximity to the rear boundary and the height of the proposed building. As such, it is uncertain and unclear that the level of replacement planting would be of sufficient and adequate value to maintain the current environmental, visual value and amenities.
- 6.4.8 The Council's Tree officer has advised that *"All the existing trees are highly replaceable as there are no mature oak trees of over 100 years old. The same number of newly planted trees could provide the same degree of amenity in years, few years up to 10 to 20 years. The size of existing tree canopy and estimate of the immediately restored planting and estimate the time required for full restorations have not been provided. However, the spaces available for replacement planting on the boundary is smaller than the existing area of trees. It would not appear to be possible to fully restore canopy over this location"*.
- 6.4.9 The Council's Tree officer has also advised that *"the replacement planting does not run along the full length of its northern boundary and with gap in between. One must consider the height of the building and the extent to which it would not be screened by trees either immediately or in future. Furthermore, the difference in ground levels between neighbouring residences and the proposed building will reduce the effectiveness of the screening provided by newly planted trees"....."Officers should bear in mind the value of the trees is in the collective group and not specifically to individual trees, and that they are readily replaceable but that the current plans do not appear to*

demonstrate that full replacement of amenity value is achievable even in the long term. Should planning permission be forthcoming, tree protection measures and details should be secured by a planning condition”.

6.4.10 In summary, the existing trees were introduced following planning permission being approved for the redevelopment of the former Farnborough Hospital in 1997. The individual and collective value of the existing mature trees is considered to be high and does provide a good quality and level of screening to the neighbouring houses.

6.4.11 The existing trees are also of significant benefit to the natural wildlife and surrounding environment. Based on the information submitted and given the shape and area of land retained for replacement planting, it is considered that the proposal would fail to demonstrate adequate replacement planting and would be harmful to visual amenity and wildlife habitat, contrary to Policy G7 and BLP Policy 73.

6.5 Green Infrastructure and Natural Environment – – Unacceptable

6.5.1 NPPF Para 180 states when determining planning applications, if significant harm to diversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.

6.5.2 LP Policy G6.D states that development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best available ecological information and addressed from the start of the development process. Para. 8.6.6 Biodiversity net gain is an approach to development that leaves biodiversity in a better state than before. This means that where biodiversity is lost as a result of a development, the compensation provided should be of an overall greater biodiversity value than that which is lost. This approach does not change the fact that losses should be avoided, and biodiversity offsetting is the option of last resort. The Mayor will be producing guidance to set out how biodiversity net gain applies in London.

6.5.3 BLP Policy 70 (Wildlife Features) states where development proposals are otherwise acceptable but cannot avoid damage to and/or loss of wildlife features, the council will seek through planning obligations or conditions to inclusion of suitable mitigation measures; and seek creation, enhancement, and management of wildlife habitats and landscape features to contribute towards the Bromley Biodiversity Action Plan. BLP Policy 72 (Protected Species) states planning permission will not be granted for development or change of use of land that will have an adverse effect on protected species, unless mitigating measures can be secured to facilitate survival, reduce, or provide alternative habitats.

6.5.4 Crofton Woods is the nearest National statutory designation (SSSIs) located approximately 0.8km north from the site. High Elm County Park is the nearest Local Nature Reserve (LNR) located approximately 1.2km south from the site. Other non-statutory designated sites such as Farnborough Recreation Ground, Farnborough Common and Darrick Wood are located within 500m from the application site.

6.5.5 Bats, Badgers, and their setts are legally protected under The Conservation of Habitats and Species Regulations 2017, the Protection of Badgers Act 1992 and the Wildlife and Countryside Act 1981 (as amended). Section 40 of The Natural Environment and Rural Communities (NERC) Act 2006 places a duty upon local authorities to promote and enhance biodiversity and all its functions.

Protected Species – Bat

6.5.6 Videos of bats commuting over the trees at the application site and the neighbouring residential gardens have been received from the occupants of Starts Close.

6.5.7 The original ecological assessment indicates that one tree within the application site was assessed as having moderate potential to contain roosting bats due to potential roosting features and foraging habitat close-by. A Bat and Badger reports indicates that two bat surveys have been carried out on the 21st July 2022 (Survey 1) and 4th August 2022 (Survey 2). The surveys were conducted by bat surveyors equipped with full spectrum bat detectors.

6.5.8 Survey 1 results indicates that there is a low level of activities recorded during the survey. A bat (common pipistrelle) was detected commuting over the site. No roosting activities were observed. Survey 2 results also indicates that there is a low level of activities recorded during the survey. Two bats (common pipistrelle) were detected commuting over the site. No roosting activities were observed. The report indicates that no bat roosts have been identified within the site and the proposed development should not contravene legislation relating to bats and their roosts. The report recommends 2 tree mount bat boxes to be erected on suitable mature trees on the site boundary with a minimum of 4 to 5 metres above ground level and these should be sheltered from strong winds and exposure to the sun.

6.5.9 The result of the bat surveyors indicates there are no bat roostings within the application site with commuting bats only. The proposal will have a limited impact on bats and given that there is no bat roostings at the site, the level of harm would not be to an adverse level. However, all the existing mature/semi-mature trees in the walled gardens will be removed as part of this proposal. The suggested mitigation measures are not likely to be deliverable at the surveyed areas. Bat bricks should be considered near to the top of the building where light exposure is less/least.

6.5.10 The Council's ecologist has advised that the bat commuting and foraging interest has not been included. In line with good practice, the habitats within the site could reasonably be determined to be of moderate suitability: *'Continuous habitat connected to the wider landscape that could be used by bats for commuting such as lines of trees and scrub or linked back gardens.'* Measures to offset any impact should be included within the development. This can be the subject of a planning condition.

Protected Species - Badger

6.5.11 The badger sett was discovered following site visits which were carried out both from the adjoining properties and at the application site in June 2022. West Kent Badger Group have confirmed the holes on the slope/ground are badger setts and the applicants were informed in June 2022.

6.5.12 An updated Preliminary Ecology Assessment and a Bat and Badger report have been submitted. A camera was placed at the site for a period of 21 days. The Bat and Badger Report indicates that the setts are active outlier/annex setts as only one badger was recorded using one out of the three monitored mammal holes during the 21 days monitoring period. The report also indicates that hairs were found by the entrance of two setts and tracks were seen leading from the setts into residential gardens. Multiple tracks were recorded traversing from the walled garden under a wooden fence into residential gardens on the north side. Badger faeces were found in the compost heap. Holes dug into a compost heap by the east entrance to the garden are thought to be a result of badger foraging.

6.5.13 The bat and badger report has been reviewed by a qualified ecologist employed by the Council and evidence to confirm the location of main sett and mapping of the badger setts in the surrounding area were requested. It was unclear whether the identified setts are outlier or annex setts.

6.5.14 No information supported by evidence was submitted to confirm there are no other setts within the application site and the location of the main sett, except a letter dated 22nd December 2022 informing that 'Bromley Badger Group' has confirmed there are no main setts within the application site or 30m from the site. The nearest main setts are located in Darrick Wood (over 600m from the site).

6.5.15 The existing active setts are located on a sandy bank of the application site and would be approximately 5 metres from the edge of the footprint of the proposed development. No information relating to badger mitigation measures have been provided, except indicating a licence from Natural England will be required to close the setts. There is no information to show the likelihood of obtaining licence from Natural England. Given the proximity to an existing active sett, the absence of

evidence to confirm the location of main setts and in the absence of adequate mitigation measures and relevant method statements, it is considered that the proposed would have an adverse effect on badgers and their setts, contrary to BLP Policy 72.

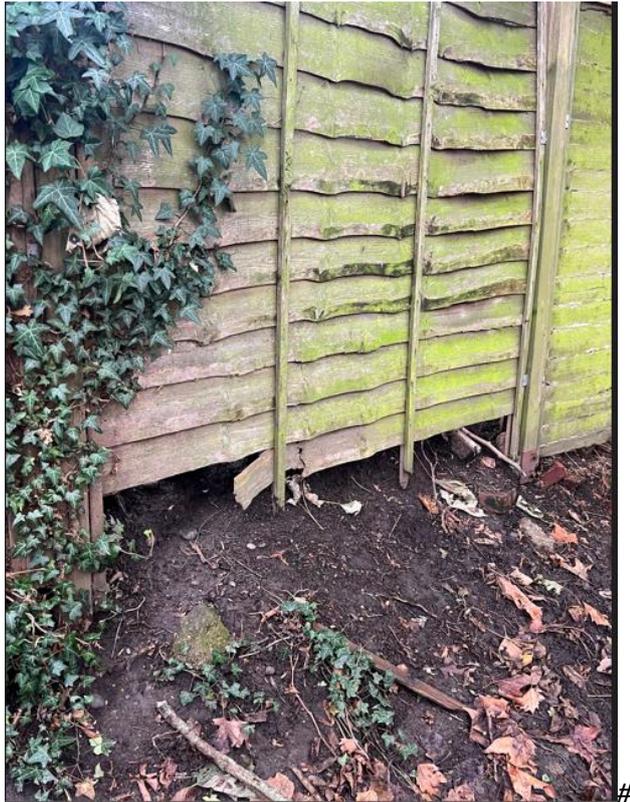
6.5.16 It is important to note that for sites supporting badgers, construction work within 30m of an active sett can only be carried out between July and November and an exclusion zone must be fenced off as approved by the LPA. Work closer than 30m to the sett must be agreed with the LPA in consultation with Natural England and only in cases where the impacts are considered acceptable or where acceptable mitigation is proposed. In this case, there is an absence of evidence to ascertain exactly what the impact on badgers would be and, subsequently, it is not possible to identify what mitigation measures would be needed.

6.5.17 It is also important to note that mitigation measures should be outlined, considered, and assessed at planning application stage and reviewed by a qualified ecologist before a formal decision can be reached by the Council. The Council's ecologist has advised the follow:

The PEA stated 'tracks were seen leading from the setts into residential gardens'. This leaves the possibility that additional setts may be present close to the Site. The Proposed Development will be within 20m of areas that have not been subject to survey, and the location of the aforementioned tracks has not been provided. The location of any main sett (or other setts for the badger(s) to use upon closure of the existing sett) has not been confirmed and an attempt to survey the wider area and estimate the territory boundary of badger(s) has not been provided. West Kent Badger Group have also stated that: "A recommendation has been made to obtain a licence to close the sett to facilitate the works. This is a concern as it is difficult to see where the badger(s) would go. The habitat in this area is so limited. We would like further information on what the exact intention would be, i.e. would it be to close the sett and leave the badger(s) to find a new sett elsewhere? How is it envisaged that that would work in such an environment lacking in green space? Would an artificial sett be built to compensate for the loss? If so, where? It's very difficult to see a satisfactory solution."

The applicant has referred to consultation with the Bromley Badger Group, and has stated "the Bromley Badger Group confirmed that there are no main setts within the hospital site, or within 30m of the Proposed Development site.". However, the extent of any associated survey is not provided. The question remains, as to which areas have not been surveyed and if there is any evidence suggesting badgers are present/not present in these areas.

Therefore, there remains the risk of accidental damage to a badger sett. As a result, there is also a risk that a badger licence would not be granted by Natural England. The London Borough of Bromley must be confident that Natural England would issue a licence.



Picture 2. Rear fence from Start Close

- Other protected species

6.5.18 The revised Preliminary Ecological Appraisal indicates that there are no protected birds observed at the site, except magpie and pigeon. Any vegetation clearance should be undertaken outside the bird nesting season (March to August) or inspected and undertaken by a qualified ecologist. Precautionary works methods should be employed during clearance of the brash/log piles.

Urban greening factor – unacceptable

6.5.19 LP Policy G5 (Urban Greening) states major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design, and incorporate measures such as high-quality landscaping, green roof, green walls and natural- based sustainable drainage. A recommended target score for non-residential/commercial is 0.3.

6.5.20 A calculation is provided which indicates the proposal would achieve a score of 0.45 Urban Greening Factor. The area of proposed green roof would cover approximately 915.6sq.m of the first floor roof area. However, this does not fully correspond to the proposed roof plan or energy statement which indicates that the proposed roof area would be covered by solar panels. The area for solar panels has not been considered in the calculation.

6.5.21 An area of garden compound is proposed to the north-east corner of the application site, adjacent to the Summercroft Surgery. However, this area would be counted towards the category under “amenity grassland” and also “standard trees” category. It is unclear how this area is calculated.

6.5.22 Overall, it is considered that the calculation provided does not fully correspond to the submitted drawings or assessment. Based on the information submitted, the proposal fails to demonstrate the development would achieve the target score and is not in line with LP Policy G5.

Biodiversity net gain – unacceptable

6.5.23 LP Policy G6 states development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This net gain is an approach to development that leaves biodiversity in a better state than before. This means that where biodiversity is lost as a result of the development, the compensation provided should be of an overall greater biodiversity value than that which is lost. This approach does not change the fact that losses should be avoided, and biodiversity offsetting is the option of last resort.

6.5.24 An update biodiversity net gain calculation is submitted which indicates the proposed development would result in a **net loss** of approximately 10.39 percent. It should be noted that the baseline habitat loss does not match the development footprint and the new area of habitat creation. The green roof calculation does not appear to account for the solar panels, walkways, and other structures. Updated calculations have been requested and this information has not been provided, except in a letter dated 22nd December stating the proposal would result in a net loss and cannot be off set within the wider hospital site. The Council’s ecologist has advised that:

There are still outstanding elements relating the method of the BNG assessment. The application will result in an overall net loss of 10.3% of habitats (equating to 0.17 habitat units lost). The applicant has acknowledged that this does not meet policy requirements. Whilst it is suggested by the applicant that the Proposed Development is at an early stage in planning, it is considered that if BNG cannot be demonstrated now, then it is unlikely to be possible to deliver it in the future.

6.5.25 Officers note that land and available spaces is at premium, and it would not be possible to fully compensate this within the wider hospital site. The available areas within the wider hospital site such as the Friend’s Garden and various parcels of green spaces are discounted due to CCTV and utilities. There is no biodiversity off-set within the wider hospital site among the considered 1,350sq.m potential spaces. The Biodiversity Net Gain Report highlights a 10.39% loss of habitat at the

site. This would constitute a non-compliant scheme in terms of biodiversity and would harm the existing ecological value.

6.5.26 As outlined in paragraph 8.6.6 of the London Plan where biodiversity is lost as a result of a development, the compensation provided should be of an overall greater biodiversity value than that which is lost. This approach does not change the fact that losses should be avoided, and biodiversity offsetting is the option of last resort. . Based on the information submitted, the proposal would result in a biodiversity net loss and inadequate information has been provided to demonstrate how this would be adequately compensated within the wider hospital site, contrary to LPG6.

7. Highway – Unacceptable

- Parking

7.1 LP Policy T6 states car parking should be restricted in line with the level of existing and future public transport accessibility and connectivity.

7.2 Planning permission was granted for a 197 space car park deck in March 2022. The approved car park deck will provide an additional / net increase of 36 parking spaces to accommodate the proposed endoscopy unit. These additional 36 spaces are over the previous required (93 spaces) and those would be lost as a result of the proposed endoscopy unit (51 spaces).

7.3 The Transport Statement states that “an additional 24 staff are predicted to be employed as a direct result of the proposed new unit. There is no information regarding to the number patients. There is also inconsistent information regarding the number of staff and patients that will be attending this new unit. As such, based on the inconsistent and incomplete information provided, the adequacy of the level of parking provided cannot be assessed in this instance.

- Cycle

7.4 London Plan requires a minimum of 1 space per every 5 full time staff and a minimum of 1 space for every 30 full time staff. An updated site plan is submitted which indicates additional cycle storage can be provided outside the red line boundary, near to the proposed unit within the complex. However, it is unclear how many existing cycle storage spaces would be removed to provide the additional cycle spaces and, as the number of staff is also unknown, the adequacy of the provision of cycle storage cannot be assessed in this instance.

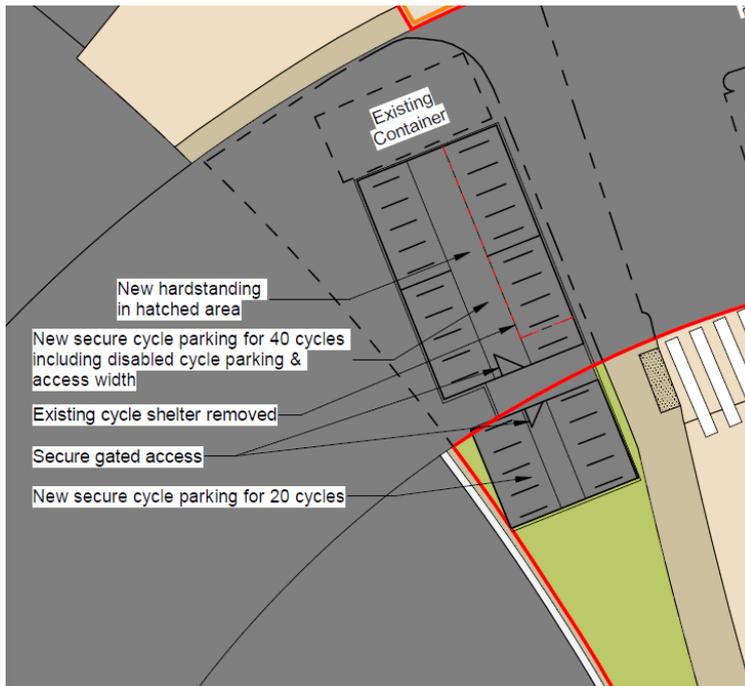


Fig 9 – Location of cycle storage

7.5 Transport for London have raised an objection to the initial proposal due to the absence of additional cycle storage. TfL was re-consulted, and any updated consultation responses will be verbally reported at the planning committee. The Council's highway division has advised that inconsistent and inadequate information is provided to confirm the adequate level of car parking and cycle provision to support this proposed development. It is noted that 36 parking spaces is provided in the main car park. Any grounds of refusal will need to relate to inadequate information at this stage.

8.0 Flooding and Surface Water Flooding – Acceptable

8.1 LP Policy SI-12 states development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. LP Policy SI-13 states development proposal should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible and follows the drainage hierarchy. Development proposals for impermeable surfaces should normally be resisted unless it is unavoidable.

8.2 BLP Policy 115 (Reducing Flood Risk) states in order to address existing flood risk and to reduce the impact of new development, the Council will work with the stakeholders to manage and reduce flood risk from all sources of flooding, implement sustainable drainage systems across the borough and work towards effective management of surface water flooding. BLP Policy 116 (Sustainable urban Drainage System - SUDS) states all developments should seek to incorporate SUDS or demonstrate alternative sustainable approaches to the management of surface water as far as possible.

- 8.3 The submitted flood risk assessment and surface water drainage strategy indicates that the application site falls within flood zone 1, with Flood zone 2 located over approximately 145 metres towards the north / north-east of the site. The Environment Agency mapping record indicates the site is subject to low risk of surface water flooding.
- 8.4 At present, there is an existing surface water attenuation tank located within the application site which is connected to the existing drainage arrangement for the hospital. The existing attenuation tank is located within the application site and is discharged to the ditch along the northern boundary of the site. The existing arrangement will not be changed and will be retained.
- 8.5 The proposed development would increase the risk of surface water flooding without mitigation measures. As part of the flood risk assessment and surface water drainage assessment, a further attenuation tank of a volume of 154 cubic metres will be installed to manage the risk of flooding associated to this proposed development. The point of surface water discharge will also be the same as the existing arrangement.
- 8.6 The discharge rate of the new attenuation tank is designed to limit the flow rate at 1 litre per second for all events up to the 100 year including a 25 percent allowance for climate change. The Council's drainage officer has requested for the MicroDrainage modelling to include a 100 year, including a 40 percent allowance of climate change. The modelling result indicates that the proposal would be acceptable. Should planning permission be forthcoming, a planning condition requiring the detailed design measures as outlined in the submitted Flood Risk Assessment and Surface Water Drainage Strategy should be secured, prior to any work commencing on site.
- 8.7 The additional drainage modelling calculations (1 in 100 year plus 40% climate change) was initially submitted without additional supporting text. The modelling result has been reviewed by the Council's drainage officer and no objection is raised regarding to this proposed development.
- 8.8 The Environment Agency have also reviewed the submitted assessments and have confirmed no objection to the proposed development. Should planning permission be forthcoming and if relevant, it is recommended that relevant conditions and informatives relating to the piling method statement, land contamination and surface water should be attached.

9 Energy – Acceptable subject to a S106 legal agreement

- 9.1 BLP Policy 124 and London Plan Policy SI-2 requires major development to be net zero- carbon and to achieve a minimum of 35 percent on-site reduction beyond Part L 2013 of the Building

Regulations. The energy assessment is required to follow the GLA energy hierarchy which comprises of Be Lean; Be Clean; Be Green and Be Seen measures. Any short fall should be secured by a legal agreement though a cash in lieu contribution to the borough's carbon offset fund. Amongst the 35 percent, non-residential development should achieve 10 per cent through energy efficiency measures under the Be Lean category.

- 9.2 The target (Building Regulations compliant) carbon emissions for the proposed development are calculated to be 128.8 tonnes of CO₂ per annum. An Energy Assessment following the GLA's energy hierarchy has been received and this has been reviewed by the Council's Energy officer.
- 9.3 Under the "Be Lean" category, a range of passive design features would be employed to reduce the heat loss and demand for energy. This would achieve a 13 percent (16.8 tonnes) CO₂ carbon reduction. This is above the minimum 10 percent.
- 9.4 Under the "Be Clean" category, it is proposed to connect the development to the existing Hospital East Energy Centre district scheme and combine heat and power plant. This would achieve a 6 percent (7.2) tonnes carbon reduction.
- 9.5 Under the "Be Green" category, the proposal would incorporate solar panel and air source heat pumps. This will achieve a 51 percent (65.4) tonnes carbon reduction.
- 9.6 Overall, there is a on-site shortfall of 39.4 tCO₂ per annum and this requires an offset payment which should be secured by a legal agreement. In line with the GLA Energy guidance and the Council's planning obligation SPG, the amount of payment in lieu is calculated as follows:

- **Payment-in-lieu** amount calculated as 39.4 (tCO₂) x £95 (per tCO₂) x 30 (years) = **£112,290**

10 Contaminated Land – Acceptable

- 10.1 Policy 118 (Contaminated Land) states where the development of contaminated land or land suspected of being contaminated is proposed, details of site investigation and remediation action should be submitted.
- 10.2 A Phase 1 Contaminated land assessment has been reviewed by the Council's Environmental Health Division and is considered acceptable at planning application stage. Should planning permission be forthcoming, details of site investigation, including relevant soil, soil gas, surface water and groundwater sampling, the relevant required remediation strategy and closure report should be secured by a planning condition.

11 Noise and light – Acceptable

- 11.1 BLP Policy 119 states in order to minimise adverse impacts on noise sensitive receptors, proposed developments likely to generate noise and or vibration will require a full noise/ vibration assessment to identify issues and appropriate mitigation measures.
- 11.2 The Council's Environmental Health Division have requested to review the updated noise report which indicates that the background noise levels measured at ground floor was found to be approximately 6 dB lower than those measured on the roof of the hospital. The Plant noise limit levels have now therefore been changed to *LAeq,15min* 37 dB during the day and *LAeq,15min* 35 dB during the night. Should planning permission be forthcoming, a planning condition associated to the fixed plant should be attached. The condition should specify (a) The combined noise level of all plant shall not exceed a level of *LAeq,15min* 37 dB during the day and *LAeq,15min* 35 dB during the night at any residential habitable window; (b) Development shall not commence until details of a scheme complying with paragraph (a) of this condition have been submitted to and approved in writing by the local planning authority. (c) The development shall not be occupied until the scheme approved pursuant to paragraph (b) of this condition has been implemented in its entirety. Thereafter the scheme shall be maintained in perpetuity.
- 11.3 Objections are raised regarding to the lighting and noise associated to the development. There is no floodlight proposed and external lighting would be limited due to its use. The activities of the new unit would be mainly within the building. Notwithstanding this, the provision of any external lighting at the site would have the potential to impact on nearby residential amenities and ecology. Details of external plants and external lighting will therefore need to be secured by planning condition in the event that permission is granted.

12. Air quality – Acceptable

- 12.1 The NPPF at para 170 states decisions should among other things prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of air pollution. Development should, wherever possible, help to improve local environmental conditions such as air quality. Proposals should be designed and built to improve local air quality and reduce the extent to which the public are exposed to poor air quality.
- 12.2 BLP Policy 120 states 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" benchmarks in the GLA's Air

Quality Neutral report. London Plan Policy SI-1 also echoes this requirement.

- 12.3 The proposal would result in the loss of 51 parking spaces at the application site. The impact on air quality has been assessed in the earlier application for a new car park deck. The Council's Environmental Health Division considered that impacts associated with the car park deck were considered in the earlier application. The operational face of this development is not considered to have an adverse impact on air quality. The potential air quality impacts associated with the existing hospital CHP unit is not considered to be of significant. Should planning permission be forthcoming, a planning condition requiring a construction management plan should be secured.

Other matters

- London and Local CIL

This development is liable to the Mayor of London's CIL and Local CIL.

The identified Head of Terms: -

- Carbon off-set £112,290
- Legal fee
- Monitoring fee

13.0 Conclusion

- 13.1 NPPF Paragraph 8 states achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the identified objective which is economic, social and environment.
- 13.2 The principle of development to provide a new endoscopy unit to meet the current and future need is generally supported and this element would carry weight in the planning balance. However, the merits of this proposal will need to be balanced against the environmental impact on protected species, biodiversity, design and layout, residential amenities, highways and relevant issues.
- 13.3 The application site comprises of a car park and a walled garden and the walled garden and is considered to be a relatively environmental sensitive area within the whole of the established hospital complex. The proposal would result in a complete loss of existing mature/semi-mature trees in the walled garden and woodland habitat. The area and available spaces between the proposed building and its rear boundary is very limited to enable any meaningful replacement planting that could be considered to be of any level of sufficient quantity and quality.

- 13.4 The environmental issues relate to the protected species and biodiversity loss have arisen following the site visits carried out by officers and this element did not appear to form any part of any earlier site selection process. The location and/or the footprint of the new facility should be reviewed, taking into account the comment from the local amenity groups such as the Orpington Field Club and Bromley Biodiversity Group. It is noted that each of the considered options/locations have their site constraints and challenges, adequate design measures could be incorporated, where possible.
- 13.5 With the increasing population, the direction of travel for more health facilities and services is clear. However, the environmental impact, protected species and planning issues arising from this site indicate that the proposal would have an adverse impact on protected species, and biodiversity which, without adequate mitigation measures, would be contrary to the Development plan and relevant legislation.
- 13.6 The siting, layout, topography, scale and massing of the proposed development is considered to be excessive and would have an adverse impact on the residential amenities.
- 13.7 Furthermore, insufficient, inconsistent and inadequate information have been submitted to fully address the planning issues arise as outline in this report.
- 13.8 The planning merits derives from this proposal, in its current form, do not outweigh the adverse impacts and harm which arises from this development. In line with the development plan, it is therefore recommended planning permission be refused.

RECOMMENDATION

Planning permission be refused with the following reasons.

REASON OF REFUSAL

1. Protected species

Insufficient and inadequate information has been submitted to confirm the identified type of active badger setts, location and type of any linked setts including the required mitigation and protection measures. As such, the proposal would have an adverse impact on protected species, contrary to Bromley Local Plan Policies 37, 72 and London Plan G6.

2. Biodiversity

Insufficient, inadequate, inconsistent information and calculations have been submitted to confirm the level of biodiversity net loss and urban greening factor. The proposal also fails to fully demonstrate any ecological on-site enhancement

measures can be introduced within the wider hospital site. The proposal would result in significant loss of trees of good individual or collective values and a net biodiversity loss. As such, the proposal would fail to adequately manage impacts on biodiversity and secure a net biodiversity gain, contrary to Bromley Local Plan Policies 37, 73 London Plan Policies G5, G6 and G7.

3. Design scale massing and impact on residential amenities

The proposed development, by reasons of its siting, layout, proximity to its rear boundary, scale and massing, together with the topography of the site and its relationship with its surroundings would result in an excessive form of development, out of scale with surrounding buildings and resulting in an adverse impact on the neighbouring residential amenities in terms of loss of outlook and unneighbourly increase sense of enclosure. In the absence of a sunlight and daylight report, the application fails to demonstrate that the amenities of occupiers of neighbouring buildings would not be harmed by inadequate daylight, sunlight or by overshadowing, contrary to Bromley Local Plan Policy 37 and London plan Policy D3.

4. Highway

Inadequate and inconsistent information have been submitted to confirm that an adequate level of cycle storage and parking spaces can be provided to accommodate the proposed development, contrary to London Plan Policies T5 and T6.

5. Planning obligation

Insufficient information is provided to confirm the required planning obligation for necessary to mitigate the impacts of the development. As such, the proposal would be contrary to, London Plan Policies DF1 and M1, Bromley Local Plan Policies 125 and Planning Obligations (2022) and subsequent addendums.

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Agenda Item 6

Committee Date	10 th January 2023	
Address	Clifford House 1 Calverley Close Beckenham BR3 1UH	
Application number	22/03013/FULL1	Officer: Claire Brew
Ward	Beckenham Town and Copers Cope	
Proposal (Summary)	Demolition of existing buildings and phased redevelopment comprising of 275 residential homes in buildings ranging from 3 to 7 storeys. Associated landscaping, car and cycle parking and ancillary development.	
Applicant	Agent	
Bromley Regeneration (Calverley Close) LLP	Miss Nadine James Montagu Evans	
Reason for referral to committee	Major Development 20+ new dwellings, outside of delegated authority	Councillor call in No

RECOMMENDATION	PERMISSION
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Summary

<p> Adjacent Archaeological Priority Area (LB Lewisham) Adjacent Beckenham Place Park Conservation Area (LB Lewisham) Adjacent Grade II* listed Beckenham Place (LB Lewisham) Adjacent Metropolitan Open Land (Beckenham Place Park, LB Lewisham) Adjacent Site of Importance for Nature Conservation (SINC) (Beckenham Place Park, LB Lewisham) Biggin Hill Safeguarding Area London City Airport Safeguarding Smoke Control Area of Open Space Deficiency Adjacent Capital Ring and Green Chain Walk Ground Water Source Protection Zone (Zone II Outer Zone) </p>

Table 1: Key Designations

Residential Use – See Affordable housing section for full breakdown including habitable rooms			
EXISTING	Vacant/decommissioned	Occupied	TOTAL
Market	-	-	0
Social rented	28	136	164
Social rented Specialist	40	0	40
TOTAL	68	136	204

PROPOSED	Number of bedrooms per unit				
	1	2	3	4 Plus	Total
Market	47	43	6	0	96 (including 10 wheelchair units)
Affordable (Social Rent and London Affordable Rent)	55	69	37	18	179 (including 19 wheelchair units)
Total	102	112	43	18	275

Table 2: Existing and Proposed residential unit mix

Vehicle parking	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Standard car spaces	unknown	115	unknown
Disabled car spaces	unknown	9	unknown
Car Club spaces	0	1	+ 1
Cycle	0	508	+ 508

Table 3: Vehicle Parking

Electric vehicle charging spaces	20% active 80% passive
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Table 4: Electric vehicle charging spaces

Representation summary	<ul style="list-style-type: none"> • A site notice was displayed from 26.08.22 • Neighbour letters were initially sent on 24.08.22 to 858 individual addresses in the locality • A press ad was displayed News Shopper on the 31.08.22 • Initial consultation is for a minimum of 21 days
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	<ul style="list-style-type: none"> A further round of neighbourhood consultation letters were sent on 6.12.22 (14 day consultation)
Total number of responses	46
Number in support	4
Number of objections	41
Neutral	1

Table 5: Representation summary

Section 106 Heads of Term	Amount	Agreed in Principle
Affordable Housing (Social Rent and London Affordable Rent)	179 units / 18,623m2 floorspace/ 605 Hab rooms	Y
Early-stage viability review triggered if an agreed level of progress on implementation is not made within two years of the permission	-	TBC
Mid-term viability reviews prior to the implementation of phases	-	TBC
Late-stage viability review which is triggered when 75 per cent of the units in a scheme are sold or let	-	TBC
Provision of Wheelchair accessible (SELHP) units	-	Y
Carbon offset contribution	£384,608	Y
Agreement with an accredited car club operator to provide a car, 2 years membership and 20 hours free drive-time for residents	-	TBC
Financial contribution towards a local parking study	£5,000	TBC
Contribution towards pedestrian and cycle surveys to determine the main crossing desire lines which will assist the location of the proposed controlled crossing	£4,000	TBC

Contribution to provide new controlled pedestrian and cycle crossing on Southend Road	£50,000	TBC
Contribution towards provision of cycle facilities between the new controlled crossing and the junction with Park Road/Foxgrove Road which will link with the proposed Bromley South to Sydenham cycle route	£60,000	TBC
Contribution towards signage for Beckenham Junction and New Beckenham stations and other local facilities	£2,000	TBC
Cost of Traffic Management Orders (new and amended)	£4,000	TBC
Agreement to cover TFLs costs for bus cage re-location		TBC
Agreement to cover the Council's costs for the Stopping-up order		TBC
'Be Seen' Energy Monitoring	-	Y
Health infrastructure Contribution	£276,728	TBC
Obligation monitoring fee	£500/HOT	TBC
Agreement to cover all of the Council's Legal costs for preparing the S106	-	TBC
Total	£516,108	TBC

Table 6: S106 Heads of Term

SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The application involves the demolition of the existing buildings and the comprehensive, phased redevelopment of the estate to provide replacement modern, affordable homes, the net gain of 71 market dwellings and an uplift in affordable housing (when measured by floorspace and habitable rooms), representing a significant contribution to the supply of housing within the Borough

- The proposals respond well to the surrounding context and would not adversely impact on the character or appearance of the area or the visual amenity and character of the adjacent designated MOL
- The development would not give rise to any significant overlooking, loss of privacy or loss of light to occupiers of surrounding residential sites
- The proposed development would not result in unacceptable impacts on highway safety, nor would the residual cumulative impacts on the road network would be severe
- Furthermore, the development would promote sustainable transport modes including walking and cycling, use of ultra- low emission vehicles, car sharing and public transport
- The less than substantial harm to the significance of the designated heritage assets (to which great weight is given) would be clearly outweighed by the public benefits of the development

1. LOCATION

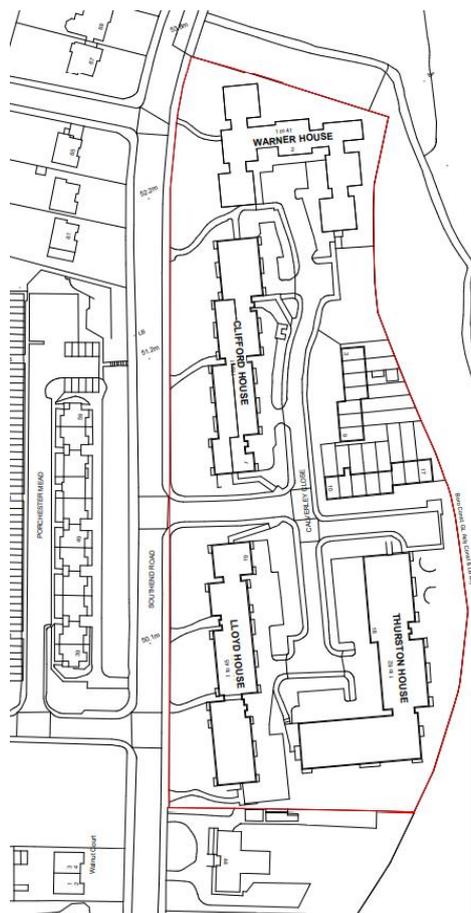


Figure 1: Site Location Plan

- 1.1 The site is located on the eastern side of Southend Lane. The site area is approximately 2.41ha.
- 1.2 There are a total of 204 units existing on the site, delivered across five blocks of accommodation. Warner House (now decommissioned) previously provided 40 units of specialist elderly accommodation.
- 1.3 Calverley Close is currently managed by Riverside. Riverside, who were established nearly 90 years ago, provide affordable housing, care and support services in England and Scotland with almost 56,000 homes in management.
- 1.4 The existing residential density is around 84.6units/ha and comprises a mix of flats and terraced dwellings in buildings of 3-4 storey buildings set around communal parking, amenity spaces and areas of green landscaping located adjacent to Southend Road and adjacent to the boundary with Beckenham Place Park which provide a green buffer.
- 1.5 The site is located directly to the north of Beckenham, between both Beckenham Hill Station and Beckenham Junction Station. The surrounding area is characterised by predominately residential accommodation. The site has a PTAL rating of 2 (on a scale of 0 to 6b where 6b is the most accessible) and is positioned along a main arterial route.
- 1.6 The surrounding area is predominantly residential featuring terraced housing and purpose-built blocks of flats, as well as lower density semi-detached family dwellings, typically ranging from two to four storeys high with the exception of the properties located at Porchester Mead, adjacent to the west of Southend Road, which reach heights of ten storeys.
- 1.7 Commercial uses are located to the north and south of the site towards each of the Stations. The site's setting can therefore be described as a transition between a suburban and urban setting.
- 1.8 Adjoining the site to the east is Beckenham Place Park, within LB Lewisham, which is designated Metropolitan Open Land (MOL) and a Site of Importance for Nature Conservation (SINC). Beckenham Place Park is home to Beckenham Place Mansion which is Grade II* listed. Opposite the site, at numbers 39 to 59a Southend Road, are a group of Locally Listed buildings.



Figure 3: Existing site context (Source: Design & Access statement)

2. PROPOSAL

2.1 The proposed development is summarised below:

- Demolition of existing buildings and structures on the site, including all five accommodation blocks
- The redevelopment of the Calverley Close Estate to provide a total of 275 residential homes, including the reprovision of the existing 179 (of which 136 are currently occupied) affordable residential homes
- The delivery of nine residential blocks ranging between three and seven storeys
- The delivery of 20 three storey town houses within the northern part of the site
- The provision of 125 car parking spaces, including 9 disabled spaces and the delivery of 508 cycle parking spaces
- Alteration to the existing access to the site to provide three vehicular access points from Southend Road
- The creation of new pedestrian accesses from Southend Road into the site
- The delivery of a high-quality landscaping strategy throughout the site, providing both private and communal amenity space in the form of communal courtyards, new green streets and a new parkland corridor with a wildlife edge

2.2 The Planning Statement sets out that comprehensive redevelopment of the site will allow for the following:

- To address current housing needs within the Estate, in terms of overcrowding, to allow residents to still be housed on site instead of relocating (paragraph 7.25);
- Improve accessibility of blocks to allow for step free access and allow for units capable of being adaptable to suit accessibility needs (paragraph 7.25);

- Seeking relevant funding to support redevelopment that has been secured (paragraph 7.27);
- Delivery of 96 market housing units that helps to optimise the site (paragraph 7.28, taking into account short term environmental disbenefits associated with knock down approach);
- Improvement to standard of existing accommodation of affordable housing units (through redevelopment) whilst increasing affordable floorspace (paragraph 7.25);
- Social-rented tenure and right to return secured. Rents to remain at existing levels (paragraph 7.30);
- Environmental benefits (paragraph 7.26);
- Viability tested route followed (paragraph 7.32);
- Single decant for existing residents.

2.3 Further to the initial submission of the application, updated documents were received on 2.12.22. A summary of the main changes and the additional information/clarifications provided is as follows:

- Clarification provided over existing and proposed social rented floorspace figures
- Elevational alterations to include a darker tone of brick on the Southend Road elevation, a lighter tone of brick for the mansion blocks bordering Beckenham Place Park and colour variation has been introduced to define the entrances to create individuality for each block
- Clarification provided with regards to Urban Greening Factor
- Clarification provided with regards to play space
- Improvements to pedestrian facilities at all access/egress junctions
- Response to the GLAs energy comments and a revised roof layout which seeks to maximise the quantum of PV panels on the roofs
- A Tree canopy change assessment has been undertaken which demonstrates that the proposed planting will provide an equivalent canopy area to the trees which are proposed to be removed
- Clarification provided over the location of the wheelchair accessible units
- Response to LB Lewisham conservation comments
- Response to LBB Highways and TFL comments
- Response to LBB Environmental Health officers regarding noise and construction management plan



Figure 4: Proposed Illustrative Masterplan

2.4 Proposed phasing:

Phase 1:

- Demolish Warner House under extant prior approval demolition consent

Phase 2:

- Construct new townhouses (blocks 1A, 1B and 1D) and create new access road
- Demolish No's 3 – 9 Calverley Close

Phase 3:

- Construct block 2A

Phase 4:

- Demolish Clifford House and construct blocks 2B, 1B and remaining block 1C townhouses
- The remaining homes from Lloyd House and the majority of Thurston House will be provided in 2B and 4no. additional homes in Block 1 will provide accommodation for the remainder of the Calverley houses

Phase 5:

- Demolish 10 – 17 Calverley Close
- Construct blocks 3B and 4B
- 3B will provide the remaining homes from Thurston House
- 4B will provide a mixture of private and affordable homes

Phase 6:

- Demolish Thurston House
- Construct blocks 3A and 4A
- 3A will provide market sale homes + 1 affordable home at ground floor)
- 4A will provide a mixture of private and the remainder of the affordable (currently vacant) homes

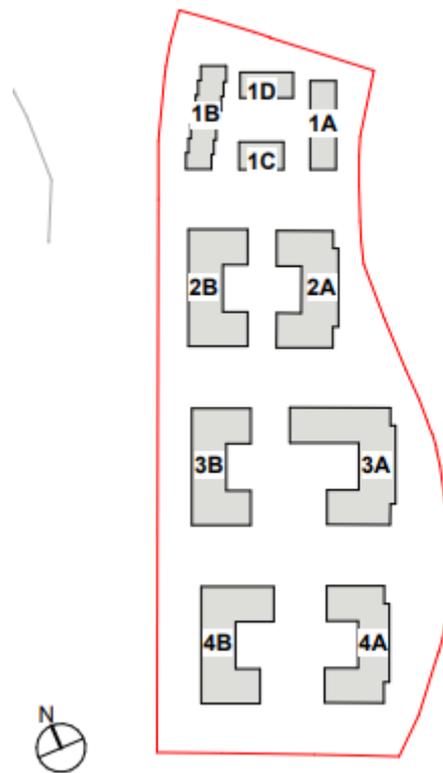


Figure 5: Key Plan

3. RELEVANT PLANNING HISTORY

- 3.1 EIA Screening opinion (with reference 22/03656/EIA) issued on the 16th September 2022 pursuant to Regulation 5 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2017 in respect of Demolition of existing buildings

and phased redevelopment comprising of 275 residential homes in buildings ranging from 3 to 7 storeys. Associated landscaping, car and cycle parking and ancillary development – EIA NOT REQUIRED

- 3.2 Application reference 22/03012/DEMCON – Application to determine if prior approval is required for demolition of Warner House, Calverley Close Estate, Beckenham under Schedule 2, Part 11, Class B of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) – Prior Approval Required and Granted on 2nd September 2022
- 3.3 Application reference 17/04110/EIA – EIA screening opinion request received 6th September 2017 in respect of an application for the comprehensive phased redevelopment of the estate to provide approximately 400 residential units - EIA NOT REQUIRED

4. CONSULTATION SUMMARY

a) Statutory

- 4.1 **Greater London Authority (GLA) - The application does not yet comply with the London Plan but the possible remedies, as set out in the GLAs full report, could address these deficiencies (a copy of the GLAs full report is attached at Appendix 1)**
- **Land use principles:** The proposal would comply with the Mayor’s key principles for estate regeneration set out in the London Plan and GPGER. The uplift in housing is supported and GLA officers could accept the re-provision of the former sheltered accommodation units as regular affordable housing, subject to consideration of the Council’s assessment of the rehousing arrangements at Stage II.
 - **Housing:** The application would provide an uplift in affordable housing when measured by floorspace and habitable rooms. The proposal will need to follow the Viability Tested Route and GLA officers are currently scrutinising the information submitted.
 - **Urban design and heritage:** GLA officers are broadly supportive of the design in terms of the built form and residential quality. The applicant should address comments in relation to site layout and public realm, along with comments in relation to fire safety and inclusive design. The development would result in less than substantial harm to heritage assets that would need to be weighed against the public benefits of the proposal.
 - **Transport:** The applicant should address comments in relation to healthy streets, vehicle access, car and cycle parking, transport network impacts and deliveries and servicing. Contributions towards healthy streets and infrastructure improvements along with other key details should be secured.
 - Other issues on **equality, sustainable development and the environment** also require resolution prior to the Mayor’s decision making stage

- Thanks for submitting the updated Fire Statement. Nothing further is required in relation to this.
- 4.2 **Historic England – Advised they do not wish to comment on the application**
- 4.3 **Environment Agency – Advised they do not wish to comment on the application**
- 4.4 **Historic England Greater London Archaeological Advisory Service – No objection**
- The proposal is unlikely to have a significant effect on heritage assets of archaeological interest
 - The site is not located in any of the surrounding Archaeology Priority Areas with the closest APA (the Lewes to London roman road and Roman Roadside Settlements) encompassing a buffer zone of a 200m wide corridor which the site is outside of
 - No further assessment or conditions are therefore necessary
- 4.5 **Highways Authority – No objection**
- Car Parking – acceptable
 - Servicing – acceptable
 - Contributions are required toward a parking study in vicinity of the development site
 - Junction geometry improvements should be undertaken
- 4.6 **Transport for London (TfL) (comments received 10.11.22) – amendments / further information is required**
- As highlighted in both the Transport and Urban Design sections of the Stage 1 report, further mitigation is still required to make the private drives pedestrian-friendly and not dominated by surface car parking and movement. This also goes hand in hand with improving the walking experience along Southend Road and making the approaches to/from the private drives safer for pedestrians (e.g. through the provision of raised crossings and ‘give way’ signage for egressing cars etc.) At the moment, the long lines of car parking will result in a subpar walking experience along Southend Road.
 - While a further reduction in car parking is strongly encouraged, if this is not feasible, at a minimum a condition should be secured requiring a robust strategy for reducing car parking on the site over time, commensurate with demand, including plans for its replacement with other uses more in harmony with Healthy Streets (e.g. cycle parking, landscaping etc.). This could start with the “replacement” spaces for the existing estate residents – as these residents move out, the justification for providing their parking space disappears and it should then be repurposed rather than re-provided as general parking. We would expect that to be secured through the Car Park Management Plan.

- In addition to the contribution for a new crossing, a further Healthy Streets S106 contribution should be secured towards improving the walking and cycling experience in the area, particularly along Southend Road between the site and the town centre, in consultation with LB Bromley Highways. The conclusion of the applicant's ATZ is not accepted that there are "no transport concerns" along any of the identified walking routes and there are countless improvements that can be made, including new benches, landscaping, improved pavements etc.
- Best practice is to provide cycle parking within a communal store, including for new houses. That said, the provision of on-plot spaces could be accepted and it is recognised that these may be preferred by residents. However, they must be designed in accordance with the LCDS and should, as provided, be "covered, out of sight and secure". In addition, on-plot cycle parking should still be securely lockable with a rack type that allows for a U-lock for the locking of both the frame and wheel (e.g. Sheffield stand) and should not require manoeuvring through multiple doors or any habitable rooms. On-plot cycle parking spaces should also be excluded from calculations of amenity space and internal storage area.
- While our preference would be to modify the proposed vehicular access so that the existing bus stop and cage does not need to be relocated, the proposed relocation appears generally minor and is likely to have a negligible impact on bus operations. However, TfL Asset Operations will need to confirm the acceptability of the proposed arrangements prior to any works taking place. The replacement of the bus stop and road markings will be at the applicant's expense.

4.7 TFL's Initial comments (received 12/10/22):

Healthy Streets

- The design should be further refined to ensure appropriate animation and an attractive public realm along Southend Road, including the retention of mature trees and appropriate landscaping interventions to ensure a comfortable streetscape where people will feel safe and comfortable walking.
- The proposed pedestrian connections into the site from Southend Road should also be designed in a manner that provides direct, overlooked, and attractive routes through the site to ensure that they are well-used.
- As there is primary residential access along the proposed internal accesses routes, these should also provide a Healthy Streets environment. Appropriate footway widths, landscaping, and natural surveillance should be provided. As currently proposed, these access routes are dominated by car parking and do not provide a visually attractive environment that encourages safe walking and cycling, contrary to London Plan policy, Vision Zero and Healthy Streets objectives.

- There appears to also be a footpath proposed along the rear (eastern) boundary of the site which provides pedestrian access to a number of elements, including bin stores and some houses. While TfL supports the objective of pedestrian permeability in principle, there are also safety concerns in creating spaces that may be poorly overlooked with low levels of foot traffic. In this case, the adjacency to the park and a heavily treed area exacerbates potential safety concerns.
- It would be advisable to move pedestrian entrances to areas with more footfall and natural surveillance. That said, subject to lighting, landscaping, and overall design, there may be potential to create a space that appropriately mitigates these issues.
- The proposed development will be required to make contributions towards off-site walking and cycling improvements via a S106 legal agreement. This may include new or improved crossings on Southend Road, signage/wayfinding to local rail stations (e.g. Beckenham Hill or Lower Sydenham), or improvements to local pedestrian and cycling routes. These measures will help reinforce the reality of better public transport links than the PTAL rating suggests.

Vehicular Access

- The proposal replaces one single vehicular access point from Southend Road (Calverley Close) with three separate entrances onto three private roads, all containing surface car parking. This plainly represents a degradation of the quality of the streetscape and worsens the walking and cycling experience along Southend Road by increasing the potential for vehicle and pedestrian/cyclist conflicts, contrary to Healthy Streets principles and Vision Zero objectives.
- The number of accesses combined with the proposed private highway and surface car parking will perpetuate the car dominated environment of the existing estate.
- Ideally, the proposed parking/vehicular access areas should be consolidated, and the overall levels of car parking reduced. However, in the absence of this, significant mitigation measures and robust justification would be required to make this arrangement acceptable from a Healthy Streets perspective. This should include, amongst other things, traffic calming measures with physical infrastructure (e.g. raised pedestrian crossings) at the accesses, wide footways, and appropriate landscaping and street furniture to provide a buffer from traffic. Permeability for pedestrian and cyclists should be retained and enhanced.

Car Parking

- The proposed development provides a total of 125 car parking spaces and thus accords with London Plan policy. This restraint-based level of car parking is strongly supported.
- The location of the disabled persons spaces should be further refined to ensure proximity to where there is likely to be highest demand or that there

is flexibility in the design and allocation to respond to specific need for such a space.

- It should be made clear how a provision of disabled persons' parking for up to 10% of the total number of units can be accommodated, if demand justifies.
- 20% of car parking spaces will be provided with electric vehicle charging points (EVCP) from the outset, with the remainder having passive provision. This should be secured by condition including a plan which would manage the transition of passive ports to active at no cost to residents. TfL would encourage that, given the low number, all the Blue Badge spaces be provided with active ECVP provision from the outset.
- One car club space is also proposed. The car club space should be appropriately secured alongside arrangements for residents' use of the vehicle.
- A comprehensive Parking Design and Management Plan should also be secured by way of condition.
- If there are any local CPZs or should a future CPZ be established in the area, residents of the proposed development should also be exempt from CPZ parking permits.

Cycle Parking

- The proposal incorporates a total of 500 long-stay cycle parking spaces within a number of separate cycle store rooms in each residential core and eight short-stay spaces within the public realm. This meets the minimum London Plan quantum of cycle parking. However further work and clarification is required to demonstrate full compliance with LCDS as also required by Policy T5.
- It is unclear how the cycle stores for the townhouses will be accessed without the need to manoeuvre through multiple doors and habitable rooms; TfLs preference would be to provide cycle parking within a communal storage room to maximise floor space and private amenity space rather than on-plot spaces.
- All of the cycle parking for the flatted units is provided within ground floor cycle stores. This maximises convenience and accessibility and is generally supported.
- There are some safety concerns in regard to the cycle stores that are accessed externally only as this could lead to users being followed into cycle stores with no alternative means of exit. It may also make it easier for thieves to break into these rooms. Lobby access should be provided to all cycle stores so that users experience the same level of security as those arriving to the development by any other means.
- The long-stay spaces will consist of 400 two-tier spaces (80%), 75 standard Sheffield stands (15%), and 5% enlarged Sheffield stands, capable of accommodating larger/adapted cycles. This meets the minimum standards typically requested by TfL and is generally in accordance with the LCDS

- Given that two-tier stands pose a potential accessibility issue, TfL would encourage the provision of as much of the long-stay cycle parking as possible in the form of Sheffield stands.
- Visitor cycle parking is identified in the TA as being located within the public realm and distributed across the site. While this is supported in principle, the submitted plans do not clearly show where these spaces will be located.

Transport Network Impacts

- Taking into consideration the anticipated trip generation, it is considered that these trips would not result in a significant impact on the SRN.
- It is not considered that there would be any significant impact on bus capacity or any resulting peak time crowding.
- One proposed access would appear to be within the bus stop cage on Southend Road. This part of the scheme should be revised to avoid impacting bus services and passengers.
- Improvements should also be secured towards links with the nearest rail stations and subject to discussion with TfL the nearest bus stops which would be used by residents and their visitors.
- A comprehensive Travel Plan should be appropriately secured.

Deliveries and Servicing

- A full Deliveries & Servicing Plan should be secured by way of a planning condition.

Construction

- The schedule of works and overview of the types of vehicles serving the construction is welcomed. This should be finalised, and further information provided through the full Construction Logistics Plan.
- A full Construction Logistics Plan (CLP) should be submitted and approved prior to any construction works taking place, including demolition and site clearance.
- . It should demonstrate how the operation of the adjacent bus stop and bus services more generally are not impacted and likewise a pleasant and safe environment for pedestrians and cyclists is maintained.
- If there is any impact on bus operations this must be discussed with TfL prior to any approval. Delivery and waste hours should avoid peak times as well as drop-off/pick-up hours of local schools

4.8 Drainage (Lead Local Flood Authority) – No objection

- Because the proposed drainage system for the whole site is interlinked, it is important for Phase 1 to be built first
- Drainage condition recommended

4.9 Health and Safety Executive - No objection

- The fire statement dated 27/07/2022, states the adopted fire safety design standard is BS 9991. HSE has assessed this application on that basis
- Following a review of the information provided in the planning application, HSE is satisfied with the fire safety design to the extent that it affects land use planning
- This response does not provide advice on any of the following:
 - matters that are or will be subject to Building Regulations regardless of whether such matters have been provided as part of the application
 - matters related to planning applications around major hazard sites, licensed explosive sites and pipelines
 - applications for hazardous substances consent
 - London Plan policy compliance

Other

4.10 LB Lewisham conservation officer – less than substantial harm to heritage assets

- The conservation impacts here are principally:
 - 1) On the Beckenham Place Park historic landscape - specifically the remnants of the ancient woodland at Stumps Hill Wood on the boundary with the site, and
 - 2) the setting of the grade II* listed Beckenham Place Mansion.
- The proposed development is both taller than existing (as proposed with blocks 2-4 at 6 storeys and block 1 at 3 storeys), and closer to the site boundary.
- The visible development will change from being set behind the lower parts of the trees and their understoreys, to being visible at upper canopy level and in the gaps between the canopies.
- It will be visible in views from the front of the Mansion, and this will cause a degree of harm to both the listed building's setting, and to the appreciation of this historic stand of trees. This is seen most clearly in views 6 (from in front of the Homestead) and view 7 (from in front of the Mansion) which indicate that that development will be much more prominent. This will cause a degree of harm (at the moderate end of less than substantial in NPPF terms) to the building's setting
- In views from the east of the Mansion, looking back across the parkland towards the Mansion and the stand of trees beyond, I have concerns about the visibility of the development in view 3, where development will be clearly visible behind and between the upper canopies of the trees, changing the setting of the Mansion from being predominantly vegetated, to having fairly prominent built form in relatively close proximity. This will cause a degree of harm (at the moderate end of less than substantial in NPPF terms) to the building's setting.

4.11 **Thames Water – No objection**

- would recommend that petrol / oil interceptors be fitted in all car parking/washing/repair facilities. Failure to enforce the effective use of petrol / oil interceptors could result in oil-polluted discharges entering local watercourses.
- No objection with regard to waste water network and sewage treatment works infrastructure capacity
- No objection to surface water drainage provided the developer follows the sequential approach to disposal of surface water
- No objection with regard to water network infrastructure capacity

Residents/Neighbourhood responses

OBJECTION

4.12 *Principle of re-development (addressed in section 6.2)*

- Properties only need updating no demolishing
- We don't want to move, we will be forced out
- Shameful to be knocking down perfectly adequate housing stock and asking its current residents to relocate thereby breaking up a community when local support is more and more important to individuals
- There has been managed neglect of the present estate in order to persuade residents to ballot for redevelopment, hoping that they will be given better homes
- Riverside has been repeatedly asked by residents for costings and proposals for the refurbishment of the estate but this has never been provided
- A lot of public money has already been invested into the estate

4.13 *Deliverability (addressed in paragraphs 6.2.6 – 6.2.11)*

- This building project says (page 27 financial viability report) that it can only be completed (in 10 years) if £18million extra is found before completion so what happens if house prices don't go up by their model's predictions?
- It is very doubtful, given current forecasts, that the completion of these proposals will ever be financially viable, with disastrous effects on current residents, and leading to homelessness and further pressure on Bromley LA

4.14 *Loss of specialist accommodation (addressed in section 6.3)*

- No plans to rebuild over 55's housing but we need this type of housing in this borough
- Warner House should be replaced by social rented retirement dwellings

4.15 Impact on social housing (addressed in paragraphs 6.2.2 – 6.2.11)

- Loss of social housing (loss of 21 homes)
- Can the council guarantee that all the social housing will remain so even when residents leave?
- Housing will not be affordable
- Riverside will eventually be able to acquire all of the site for forms of private marketing, as social renting tenants die, or are forced to move out
- New build homes let to current residents, but vacated in the future will be let as "affordable" not social rent, further eroding Bromleys housing provision capability for the future

4.16 Design and visual impact (addressed in section 6.5)

- A few well placed trees will not soften or reduce the sheer size and height of the development, so close to Southend Road
- Intimidating and overpowering
- A lot higher than other buildings in the locality
- Height of buildings could be higher than some existing trees
- The height of the buildings themselves are over dominant and its location alongside Beckenham Place Park will be an assault on the unspoilt vistas of the green belt and conservation area
- Will be visible from a considerable distance
- The design of the new blocks will be much closer to the main road
- The blocks will be very close which will block light and be a safety issue
- Out of keeping with the area, with Beckenham and the current buildings surrounding Calverley Close
- The positioning of the 7 storey blocks are directly on top of Beckenham Hill, the Porchester Mead blocks are down-hill so are hardly noticeable
- 7 storey blocks on top of a hill will be far more prominent and will change the skyline and views
- Overdevelopment
- The design and materials to be used for the proposed development are not in-keeping with any surrounding structures
- Too close to pavement and lack of open space between buildings and boundary
- 7 storey, red brick blocks with no architectural merit
- Views from Beckenham Place Park will be severely compromised
- The number of flats is excessive for the plot.
- Important that Beckenham retains its suburban, low-rise, green identity
- Why not rebuild to the same scale as current development unless the reason is maximising profit

4.17 Neighbouring Amenity impacts (overlooking, loss of privacy, loss of light) (addressed in section 6.7)

- Overlooking, Impact on outlook and loss of privacy to properties opposite on Southend Road
- Loss of light as a result in the increased height and proximity to Southend Road
- 7 storey buildings will impact both light and view to/of the residents of Palgrave Estate consisting of maisonettes 39/39A, 41/41A, 43/43A, 45/45A, 47/47A, 49/49A, 51/51A, 55/55A, 57/57A, 59/59A and one house at 53 Southend Road and tower blocks Keats House, Byron House and Blake House in Porchester Mead
- There is no obvious reason why the high-rise buildings planned should not be at the rear of the site, where they would be primarily overlooking the Park
- Impact on views of the scenery and Beckenham Place Park
- Detrimental impact on the physical, mental, and social health of the almost everyone in the vicinity

4.18 Amenity impacts arising from the construction (addressed in paragraphs 6.6.36 – 6.6.53)

- Impact on people's lives for the next 10 years i.e. noise ,mess ,dust , congestion and quality of life
- Length of construction could take longer
- Impact on the traffic
- Impacts on people working from home
- Visibility and accessibility will also be compromised for heavy construction vehicles

4.19 Standard of accommodation and outside areas (addressed in section 6.4)

- No gardens, parking or private space for the children to play outside
- The proposed courtyards, green walkways and children's play area are an inadequate size
- the proposed new flats are considerably smaller than the current properties and have no storage space
- they are proposing all internal bathrooms: damp and future mould problems not foreseen
- bedroom windows open onto public walkways next to the front doors
- lack of privacy and the potential for criminal activity is increased on the existing estate
- No one currently on the estate has been told where they will be positioned. This is especially worrying for the elderly and people with disabilities. I would like to know what would happen if the intended

block's' lifts fail and disabled residents aren't able to use stairs and get to their flat? People with disabilities and the elderly have not been thought about at all in the proposed redevelopment

- The location of the blocks being closer to Southend Road than those present will expose residents to greater levels of pollution and noise and have a detrimental effect on physical and mental health
- The communal courtyards, rather than providing 'vibrant social areas for residents with communal seating areas' will act as a magnet for anti-social behaviour and drug and alcohol abuse. The same applies for the parkland corridor.
- The courtyards will take on an oppressive feel, being surrounded by the over height blocks
- Noise and disturbance for tenants whose homes adjacent to the added streets, parking and lighting
- No protection by design from criminal activity i.e Burglary and the same applies for the new flats, none of which have any outside storage facilities
- Passive surveillance will NOT inhibit anti-social behaviour, especially during the hours of darkness
- postboxes located in communal areas are unsafe

4.20 Access, Car Parking, Traffic and Transport (addressed in section 6.6)

- Not enough car parking
- Calverley close currently has parking and secure garages for the whole estate
- The new development has none for the current residents and has only allowed for parking for the flats that will be sold
- No spaces exist for rechargeable cars, disabled the elderly or the workers i.e builder nurses care workers etc. that already live here and need their vehicles for work to pay their rent
- The application states there is facilities for parking in the surrounding roads, but these roads are already busy with parked cars
- Clearly adding more junctions will cause more issues and added dangers to Southend road and its regular users and Emergency services
- Southend Road in the areas where there are no yellow lines, Overbrae, Stumps Hill and Porchester Mead, are already massively overwhelmed with parked cars, particularly at the weekend, during events and generally in the summer, when excessive parking is noted from those using Beckenham Place Park, and on occasions when there is a Cricket Match at the Kent Cricket Ground in Worsley Bridge Road
- Restricting parking on Southend Road will push the problem onto adjoining roads
- There have been occasions when ambulances & a fire engine have had problems getting access due to the amount of cars parked

- Planning around idealistic views to satisfy targets does not reflect reality
- This is not central London, we live in the suburbs, people need cars
- As a minimum, parking needs to be sufficient for the number of properties being proposed
- For motorists exiting the estate from the southern road, vision will be partly obscured by the bus stop and if a bus is present, driver's line of vision will be minimal
- The northern entrance not only includes close proximity to the Southend Road/Braeside junction, it will be located close to the brow of the hill and a bend in the road. With motorist's sight lines restricted, it will render this entrance and surrounding area extremely hazardous for all concerned.
- The 54 bus is rarely punctual, is unreliable and an increase in the local population will impose further strain on this already overcrowded service
- The second route noted, 352, on Worsley Bridge Road is accessed via a steep, unmade road, thereby being inaccessible and unusable for the elderly and disabled
- Public transport is inadequate for the number of people the plans propose to house
- There is one bus service which is already under strain, and all shops, healthcare and rail stations are at least 1km away, with a steep incline to negotiate on both sides of the hill
- The applicant should take [parking] counts on six successive weekends noting the weather
- Parking at Porchester Mead will be used by Calverley Close residents
- The developer should pay for the new roads not the residents of Beckenham and Bromley
- There will never be a reduction in private vehicles on the estate which will mount up year after year
- Increased need for signage in the estate not compatible with the estate being green and pleasant
- The proposed southern access visibility will be totally obscured by busses using the bus stop
- The assertion that the bus stop can be relocated to the north would then have a significant impact on visibility for vehicles leaving the middle entrance
- The assertion that refuse trucks would wait for a vehicle to leave the estate before entering themselves is ludicrous and could be considered dangerous for other road users driving on Southend Rd

4.21 *Pollution (addressed in section 6.11)*

- The traffic generation will be increased creating air pollution, thereby affecting health and safety
- No communication from Riverside about how the hazardous materials will be removed safely from the properties
- Some of the flats contain asbestos
- Over a ten year period, most people who are currently living on Calverley will still be on site whilst building is taking place
- The developers assertions that residents should keep their windows closed at night is dismissive.

4.22 Sustainability/Renewable energy (addressed in section 6.9)

- The new estate has zero renewable or sustainable energy
- There are no solar panels, heat pumps or any other kind of renewable energy proposals
- The development demolishes a great number of well-built low rise homes to replace them unsustainably with multi-storey boring developers' designs
- When questioning the choice of construction materials during the meeting I was informed that sustainable timber construction was not possible for the planned designs
- Carbon from the original construction, carbon produced in the demolition of the estate, and further carbon emissions from the construction of the proposed structures etc
- Taking into consideration broader climate change and environmental issues, current guidance is to move away from demolition

4.23 Natural Environment (addressed in section 6.8)

- Concerned that the trees on site will not be preserved and the current mature trees will be impacted
- The height of the proposed buildings will have a great effect on these trees, both on the estate and at the border with Beckenham Place Park
- Loss of open space
- There are badger's setts, in the wooded areas and on the park border with the estate which will be disturbed
- There are regular sightings of badgers and great crested newts in the area between Thurston House and the boundary with Beckenham Place Park, both of which are protected species and any new construction would destroy their habitat
- The many species of wild birds that can currently be found on the estate will be lost too
- There will be a large proportion of trees that require felling for the planned development and with so little green space allocated in the

designs, there is the improbability that there will be a sufficient number of trees being replaced

- Impact on ancient pond in Beckenham Place Park

4.24 Impact on local infrastructure (addressed in paragraphs 6.5.30 – 6.5.37)

- Insufficient schools and doctors
- The increase in population will stretch the already overburdened water system, which is plagued with leaks on a regular basis in the area

4.25 Drainage (addressed in section 6.10)

- Water run-off from the current estate has caused problems in the past
- Impact on not only resident of the estate, but also for housing further down the hill possibly causing issues to foundations and entire buildings.

4.26 Consultation and ballot process (addressed in paragraphs 6.2.28 – 6.2.49)

- Neighbours comments from the online consultation have not been addressed
- Meetings with Riverside have been vague
- Residents have been ignored, designs not thought through and the environmental impact has not been considered
- Inadequate consultation between developers/landlord, residents and neighbours
- There was late and insufficient notification and consultation by ConnectPA and the Calverley Close Development Team on the proposed development
- The letter from Town Planning only arrived a few days ago for our comment when these proposals must have been in the system for years
- Application drawings are difficult to understand
- If you are still considering this application despite the numerous complaints lodged, then please can you organise for a meeting for all the residents (and others who wish to attend) to meet with the developers, Bromley Council and the architects/builders. Please can you arrange for a scale model to be prepared (with surrounding buildings, park etc. to scale) so that everyone can see clearly what this proposed development really looks like and what it will mean
- This needs a proper consultation with the public overseen & attended by the ward or Bromley councillors
- Tenants suspect that the resident ballot was manipulated by Riverside through the giving of dubious information to the 'independent' ballot managers as to who was eligible to vote.

4.27 Other/general comment

- Have lived here for 38 years and enjoy the peace and relatively safety of the estate
- People look out for each other because it's a low rise estate, but once they put in high rise flats that will all stop
- The rebuild of calverley close is for money making purposes only
- Negative impact to our property prices and compensation
- We currently live in well built, secure, low rise homes
- There are no parking issues, lots of open space and criminal activity is incredibly low
- The buildings were only built in the 1970s
- Riverside has mismanaged the estate and have let the estate fall into deliberate decline
- Altering the ratio of adults to children
- Lack faith in Riverside being able to complete the redevelopment and to the standard which has been promised

4.28 **SUPPORT**

- I have been a tenant since 1988 and am looking forward to moving into a brand new flat
- The existing buildings are in a dire state and a complete eyesore to the rest of the surroundings
- There has been numerous complaints raised about leaks and heating system failures but until the blocks are demolished and something more modern and newer put in there place these problems will forever continue
- Although I do myself have some doubts I'm willing to take that chance and allow riverside to try and give new and existing tenants a better more modern (and hopefully not compromising on space/size) home to live in
- The residents of Calverley close voted in favour of regeneration
- The estate in its current condition is not up to today's health and safety standards
- The existing blocks closely resemble that of a prison
- Existing blocks lack ventilation and have for the most part been built as upside down properties where by the bedrooms are downstairs
- Some properties have kitchens with no windows, bathrooms with no windows, and some have balconies and some don't
- I am very much in favour of having a new flat built to modern standards which doesn't look like a prison block
- The new flats will have no impact on the light of the buildings opposite in Porchester mead. Those flats are already in a dark spot sitting slightly below street level.

- Traffic noise is annoying but it's not going to be worse if we have new flats built here
- The estate sits right next to Beckenham place park and has a very dated run down look not in keeping with the surroundings
- No more disruptive than constant roadworks we already have in the area
- As a resident of Porchester mead that sits directly opposite Calverley close the objections are unfounded and ill-informed
- The 3 tower blocks on Porchester mead each have their own parking underneath the buildings
- None of the flats in Porchester mead would lose any natural light
- A new build on the site where Calverley close currently sits would enhance the surroundings
- Calverley close is most visually unappealing set of buildings in the area and anything in place of this eyesore is most welcome

5. POLICIES AND GUIDANCE

Planning and Compulsory Purchase Act (2004)

- 5.1 Section 38(5) states that if to any extent a policy contained in a development plan for an area conflicts with another policy in the development plan the conflict must be resolved in favour of the policy which is contained in the last document [to become part of the development plan].
- 5.2 Section 38(6) requires that the determination of these applications must be made in accordance with the plan unless material considerations indicate otherwise.

National Policy Framework (NPPF) 2021

- 5.3 Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development. For **decision-taking** this means:
- c) approving development proposals that accord with an up-to-date development plan without delay; or
 - d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

5.4 In accordance with Paragraph 47 of the Framework, planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

National Planning Practice Guidance (NPPG)

5.5 Relevant paragraphs are referred to in the main assessment

The London Plan (March 2021)

5.6 The relevant policies are:

Chapter 2 Spatial Development Patterns	
Policy SD10	Strategic and local regeneration
Chapter 3 Design	
Policy D1	London's form character and capacity for growth
Policy D2	Infrastructure requirements for sustainable densities
Policy D3	Optimising site capacity through the design-led approach
Policy D4	Delivering good design
Policy D5	Inclusive design
Policy D6	Housing quality and standards
Policy D7	Accessible housing
Policy D8	Public realm
Policy D9	Tall buildings
Policy D11	Safety, security and resilience to emergency
Policy D12	Fire safety
Policy D13	Agent of Change
Policy D14	Noise
Chapter 4 Housing	
Policy H1	Increasing housing supply
Policy H4	Delivering affordable housing
Policy H5	Threshold approach to applications
Policy H6	Affordable housing tenure
Policy H7	Monitoring of affordable housing
Policy H8	Loss of existing housing and estate redevelopment
Policy H10	Housing size mix
Chapter 5 Social Infrastructure	
Policy S4	Play and informal recreation

Chapter 7 Heritage and Culture	
Policy HC1	Heritage conservation and growth
Policy HC3	Strategic and Local Views
Policy HC4	London View Management Framework
Chapter 8 Green Infrastructure and Natural Environment	
Policy G1	Green infrastructure
Policy G4	Open space
Policy G5	Urban greening
Policy G6	Biodiversity and access to nature
Policy G7	Trees and woodlands
Policy G8	Food growing
Policy G9	Geodiversity
Chapter 9 Sustainable Infrastructure	
Policy SI1	Improving air quality
Policy SI2	Minimising greenhouse gas emissions
Policy SI3	Energy infrastructure
Policy SI4	Managing heat risk
Policy SI5	Water infrastructure
Policy SI6	Digital connectivity infrastructure
Policy SI7	Reducing waste and supporting the circular economy
Policy SI8	Waste capacity and net waste self-sufficiency
Policy SI12	Flood risk management
Policy SI13	Sustainable drainage
Chapter 10 Transport	
Policy T1	Strategic approach to transport
Policy T2	Healthy Streets
Policy T3	Transport capacity, connectivity and safeguarding
Policy T4	Assessing and mitigating transport impacts
Policy T5	Cycling
Policy T6	Car parking
Policy T6.1	Residential parking
Policy T7	Deliveries, servicing and construction
Policy T9	Funding transport infrastructure through planning
Chapter 11 Funding the London Plan	
Policy DF1	Delivery of the Plan and Planning Obligations

Mayor Supplementary Guidance

5.7 The relevant SPGS are:

- *Better Homes for Local People (Feb 2018)*
- *Homes for Londoners - Affordable Housing and Viability (2017)*
- *Housing (March 2016)*

- *Control of Dust and Emissions During Construction and Demolition* (2014)
- *Accessible London: Achieving an Inclusive Environment* (2014)
- *Sustainable Design and Construction* (2014)
- *Shaping Neighbourhoods: Character and Context* (2014)
- *Accessible London: Achieving an Inclusive Environment* (2014)
- *Providing for Children and Young People's Play and Informal Recreation* (2012)

Bromley Local Plan 2019

5.8 The relevant policies are:

- 1 Housing Supply
- Affordable Housing
- Housing Design
- 13 Renewal Areas
- 14 Development Affecting Renewal Areas
- 15 Ravensbourne, Plaistow and Sundridge Renewal Area
- 26 Health and Wellbeing
- 30 Parking
- 31 Relieving congestion
- 32 Road Safety
- 33 Access for all
- 34 Highway Infrastructure Provision
- 37 General Design of Development
- 38 Statutory Listed Buildings
- 39 Locally Listed Buildings
- 42 Development Adjacent to a Conservation Area
- 43 Trees in Conservation Areas
- 47 Tall & Large Buildings
- 48 Skyline
- 53 Land Adjoining Green Belt or Metropolitan Open Land
- 69 Development and Nature Conservation sites
- 70 Wildlife Features
- 72 Protected Species
- 73 Development and Trees
- 74 Conservation and management of Trees and Woodlands
- 77 Landscape Quality and Character
- 78 Green Corridors
- 79 Biodiversity and Access to Nature
- 113 Waste Management in New Development
- 115 Reducing Flood Risk
- 116 Sustainable Urban Drainage Systems
- 117 Water and Wastewater Infrastructure Capacity
- 118 Contaminated Land
- 119 Noise Pollution
- 120 Air Quality

- 122 Light Pollution
- 123 Sustainable Design and Construction
- 124 Carbon reduction, decentralised energy networks and renewable energy
- 125 Delivery and Implementation of the Local Plan

Bromley Supplementary Guidance

5.9 The relevant SPGs are:

- *Affordable Housing (2008)* and subsequent addendums
- *Planning Obligations (2022)*
- *SPG1 General Design Principles*
- *SPG 2 Residential Design Guidance*

6. ASSESSMENT

6.1 Housing Need

6.1.1 London Plan Policy H1 sets Bromley's housing target at 774 homes per annum. In order to deliver this target, boroughs are encouraged to optimise the potential for housing delivery on all suitable and available brownfield sites. This approach is consistent with Policy 1 of the Bromley Local Plan, particularly with regard to the types of locations where new housing delivery should be focused.

6.1.2 The site is previously developed land and is a suitable location for optimising housing delivery in line with policy H1 of the London Plan. The Council's latest position in relation to Bromley's Five Year Housing Land Supply (FYHLS) was agreed at Development Control Committee on 2nd November 2021. The current position is that the FYHLS (covering the period 2021/22 to 2025/26) is 3,245 units, or 3.99 years supply. This is acknowledged as a significant undersupply and for the purposes of assessing relevant planning applications means that the presumption in favour of sustainable development will apply.

6.1.3 According to paragraph 11(d) of the NPPF in the absence of a 5 year Housing Land Supply the Council should regard the Development Plan Policies for the supply of housing, including Policy 1 Housing Supply of the Bromley Local Plan, as being 'out of date'. For decision taking this means where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless:

i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

6.1.4 This application includes the replacement of affordable homes, an uplift in affordable floorspace and habitable rooms and an overall net gain of 71 dwellings and would represent a significant contribution to the supply of housing within the Borough. This will be considered in the overall planning balance set out in the conclusion of this report, having regard to the presumption in favour of sustainable development.

6.2 Principle of Estate Regeneration

6.2.1 In 2018 the Mayor of London published 'Better Homes for Local People – the Mayor's Good Practice Guide to Estate Regeneration' setting out principles for successful schemes. Some of the key principles of the guidance are, where demolition of existing homes is planned, then the replacement development should provide an increase in affordable housing (or at least be replaced on a like for like basis), full rights to return or remain for social tenants, and a fair deal for leaseholders and freeholders. In addition, where GLA funding is required a residential ballot must take place. Policy H8 of the London Plan is also relevant to these proposals.

Replacement of Affordable Homes - Acceptable

6.2.2 In accordance with London Plan Policy H8D Demolition of affordable housing, including where it is part of an estate redevelopment programme, should not be permitted unless it is replaced by an equivalent amount of affordable housing floorspace. In adopting this approach, councils and housing associations may consider altering the mix of homes. For example, if an estate has a high proportion of one-bedroom homes that are being demolished, the landlord may choose to replace some of them with the same or greater floorspace arranged as fewer, family-sized homes. This should be discussed with residents as part of the engagement and consultation process, and landlords should have regard to the impact any changes may have on social tenants who want to return to or remain on the estate.

6.2.3 All development proposals that include the demolition and replacement of affordable housing are required to follow the Viability Tested Route and should seek to provide an uplift in affordable housing in addition to the replacement affordable housing floorspace (London Plan Policy H8E).

6.2.4 Policy H4 'Delivering affordable housing' of the London Plan sets out measures to help achieve the strategic target of 50% of all new homes to be genuinely affordable applicants. Clause A 2) states that applicants should use grant to increase affordable housing delivery beyond the level that would otherwise be provided. It is noted that

paragraph 7.63 of the Planning Statement makes reference to Policy 2 'Provision of affordable housing' of the Local Plan requiring proposals of 11 units or more to include affordable housing. For clarity, Policy H4 of the London Plan (clause A 1)) is the most recent policy and requires major developments of 10 units or more to include affordable housing.

- 6.2.5 The proposed planning application follows the viability tested route and is accompanied by a Financial Viability Assessment (FVA) dated 13th July 2022 and a financial viability update dated 18th November 2022 both prepared by Montagu Evans.
- 6.2.6 The FVA concluded that the scheme was technically unviable and therefore unable to deliver additional affordable housing above the 179 Social Rented housing proposed (70% affordable by habitable room). Whilst the number of affordable units on the site is not being increased, there will be an uplift in affordable housing floorspace from 16,783m² (including Warner House) to 18,623m² (approximately 10%) plus an increase in affordable habitable rooms from 527 to 605 habitable rooms.
- 6.2.7 The updated viability appraisal concludes that the scheme with the inclusion of 179 affordable units (Social Rent and London Affordable Rent) and inclusion of grant funding, results in a negative land value of -£35,465,970, and therefore generates a viability deficit of -£35,465,970 when compared to the adopted Benchmark Land Value of £0.
- 6.2.8 The FVA and FVA update have been independently assessed on behalf of the Council. The applicant has largely addressed the concerns raised by the GLA. Overall, officers agree with the applicant's and the GLA's conclusion that the scheme is highly likely providing the maximum reasonable affordable housing. That said it is still for the applicant and their advisors to demonstrate how this scheme is deliverable noting the substantial deficit.
- 6.2.9 The applicant states that as the scheme and detailed design progresses, they will have more clarity on the market in order to make savings where possible and, as the development will be phased over a 10-year programme, residential values are likely to increase significantly over this period. The applicant has also carried out sensitivity analysis which confirms that the viability of the scheme would improve if construction costs were to go down over the construction period.
- 6.2.10 Any increase (or decrease) in values will be accounted for in the early-stage, mid-term and late-stage viability review mechanisms which are to be secured through S106 legal agreement. These will allow the viability of the scheme to be assessed over the lifetime of the development.

6.2.11 Where the cost of like-for-like replacement would render an estate regeneration scheme financially unviable, the council or housing association should seek gap funding. The Planning Statement makes reference to the fact that GLA funding has been secured for the scheme and is included in the FVA. The GLA have confirmed that the grant commencement deadline is in March 2023.

Housing Mix – *Acceptable*

6.2.12 The proposed overall unit mix is included below:

- 102 x 1 bed units (37%) (55 affordable units)
- 112 x 2 bed units (40%) (69 affordable units)
- 43 x 3 bed units (15%) (37 affordable units)
- 16 x 4 bed units (5%) (16 affordable units)
- 2 x 5 bed units (3%) (2 affordable units)

6.2.13 The proposed housing mix was informed by a Housing Need survey carried out between Autumn 2017 and Spring 2021 to understand residents' needs and concerns to inform the design of the redevelopment proposals. The mix of the re-provided 179 affordable homes is derived from the housing needs survey which therefore seeks to ensure that unit mix proposed for the existing residents is reflected of their current and future need. This includes the provision of larger four and five bedroom units and a reduction in 2-bedroom units when compared to the existing unit-mix to address existing overcrowding on the Estate.

6.2.14 Where occupants of existing social-rented units have a right of return, Policy H8 requires that the tenure remains as social-rent. In line with the principles set out in the GPGER, the applicant's submission and offer document identifies that all 136 existing social tenants with a right to return would be offered a new home within the redeveloped estate, retaining the same tenancy rights and paying the same levels of rent with any residents moving into smaller or larger homes charged the existing rent for that sized home.

6.2.15 In accordance with planning policy, the Applicant also proposes to deliver some of the affordable homes at London Affordable Rent levels. This is based on there being a number of unoccupied homes currently on the site and therefore there are no existing tenants in these units which benefit from a right of return.

6.2.16 The affordable units, along with the tenure, mix and the right of return will be secured through S106 legal agreement in perpetuity, meaning that if an existing tenant vacates a property in the future it will continue to be affordable. The applicant's Offer Document also states that all residents will be given the statutory Home Loss Payment to compensate for moving and the applicant would provide all residents a disturbance allowance, which includes moving costs.

6.2.17 The remaining unit mix of the market sale units has been established with due consideration to the nature of the development, the site's location and existing identified housing need within the Borough. The proposed unit mix broadly accords with the housing need set out within the 2014 SHMA, which identified a greater need for predominately smaller units within the Borough.

6.2.18 In addition, the site is located in close proximity to amenities and transport links and as such, in line with London Plan Policy H10, can support a unit mix which is weighted towards smaller units. Notwithstanding this, the inclusion of some family sized units will ensure that a mixed and balanced community is created on the site as required under the London Plan.

6.2.19 The introduction of market units on site helps to optimise the housing overall on site whilst improving the standard of affordable accommodation which is built to modern standards and to a size that meets housing needs of existing residents.

6.2.20 It is considered that the proposal provides an acceptable range of housing unit sizes and an appropriate mix of tenures with the replacement affordable housing and the market units well integrated within the blocks so as to provide mixed and balanced communities. Overall, the proposed unit mix is considered acceptable.

Demolition and full re-development - Acceptable

6.2.21 Policy H8C of the London Plan states that Before considering the demolition and replacement of affordable homes, boroughs, housing associations and their partners should always consider alternative options first. They should balance the potential benefits of demolition and rebuilding of homes against the wider social and environmental impacts and consider the availability of Mayoral funding and any conditions attached to that funding. The Mayor's Good Practice Guide also advocates building at higher densities in order to increase the number of affordable homes.

6.2.22 The Planning Statement includes information relating to how the re-use of the existing buildings was considered by the design and applicant team prior to the proposed scheme being progressed (paragraph 7.24 and Design and Access Statement). This included the consideration of 4 options:

1. Do the minimum
2. Functional upgrade
3. Partial development
4. Full redevelopment

- 6.2.23 The benefits of full redevelopment include improvements to the standard of living accommodation, addressing overcrowding issues, improvements to accessibility including provision of step-free access and units capable of being adaptable to suit accessibility needs.
- 6.2.24 Although comprehensive redevelopment has the potential to create the greatest disruption to residents living on the estate and some of the issues identified with the existing estate could be improved through maintenance, refurbishment and partial infill development; when considering cost, efficacy, and longevity of such measures the applicant has established that redevelopment would be the appropriate option to resolve the significant and chronic issues currently present across the estate.
- 6.2.25 GLA officers are of the view that the decision to redevelop the estate is an acceptable approach, however the applicant must continue to address comments in relation to sustainable development, design and transport to maximise the regenerative and environmental benefits of redevelopment. In terms of the social impact of redevelopment, the applicant's commitment to residents to redevelop in the form of a single decant is strongly supported. Appropriate details should also be secured to minimise disruption and impacts to existing and neighbouring residents.
- 6.2.26 The applicant has set out an incremental phased demolition and decant strategy for the site which will re-provide all the existing residents with new homes through single decants. The phasing approach utilises the opportunity to redevelop Warner House in the initial phase to unlock the strategy. The development will be carried out in 6 phases over a period of approximately 10 years. GLA officers are strongly supportive of the single decant approach. Phasing obligations will be secure though a planning condition.
- 6.2.27 The principle of demolition and the opportunity to redevelop the site and replace ageing buildings which currently provide a poor standard of accommodation is acceptable in principle. As discussed below, a ballot has also been carried out with residents voting in favour of the redevelopment.

Consultation Process and residential ballot - Acceptable

- 6.2.28 When developing estate regeneration proposals council (landlords) and housing associations should always engage openly and meaningfully with those affected by the project from the outset. Residents should be given sufficient opportunity to be involved in shaping any proposals that will affect their homes, and they should be proactively supported to do so throughout the planning and design process.
- 6.2.29 The London Borough of Bromley's Statement of Community Involvement (2016) expects applicants of 'significant' applications to

contact local residents and interest groups informing them of the development proposed; and arrange a public meeting or exhibition at a suitable location in close proximity to the application site in order to allow the proposal to be more fully understood by the local community prior to submission.

6.2.30 Calverley Close is currently managed by Riverside. Since 2016, Riverside have been working with the residents of Calverley Close to bring forward the redevelopment of the Estate, which seeks to improve the quality of homes on the estate. In 2018, Countryside Properties Ltd were appointed as Riverside's development partner to develop plans for the redevelopment of the Site.

6.2.31 The applicant's Planning Statement and their Statement of Community Involvement (SCI) provides details of the residential engagement which has taken place and the key engagement workshops which have been held with residents:

- September 2018 – Residents Workshop;
- July 2019 – Independent Tenant Advisor Appointed;
- September 2019 – Drop in Residents Surgery;
- October 2019 – Resident Engagement Event – Meet the Team
- February 2019 – Residential Engagement Event
- June 2020 - Resident Event – Introduction to Guardians;
- August 2020 – Resident Survey;
- April 2021 – Resident Engagement (Online)

6.2.32 Following engagement with the residents of Calverley Close, an offer document was prepared by Riverside which was prepared in early June (2021):

- June 2021 – Resident Offer Issued;
- June 2021 – Resident Drop in Surgery;

6.2.33 The offer document outlined the proposals for the new Calverley Close Estate which seeks to meet the aspirations of the existing tenants whilst creating an inviting community for new residents. A number of core principles were established within the offer document that have shaped the proposals which are brought forward as part of this application. These are as follows:

- Keeping the existing community together and ensuring they only have to move once
- Helping them through change by compensating them with a home loss and disturbance payment
- Making sure all existing tenants have a new home on the estate which is built to modern standards and to a size that meets housing needs
- Existing tenants keeping the same tenancy rights and paying the same levels of rent
- Every resident will have access to private outdoor space

- Improving security across the estate through design and management; and
- Improved accessibility throughout the Site including the inclusion of lifts within blocks and home layouts on a single level.

6.2.34 Following the production of the offer document the proposals for redevelopment were put to a ballot of residents in July 2021.

- July 2021 – Resident Event, Ballot Opens;
- July 2021 – Resident Drop in Surgery;
- July 2021 – Resident Engagement Event;
- July 2021 – Ballot closes;
- July 2021 – Ballot results are issued;
- Aug 2021 – Ballot result update;

6.2.35 Of the 151 eligible votes, 60% voted in favour of the plans with an 80% turnout. The GLA's Affordable Housing Capital Funding Guide (section eight) sets out further guidance on undertaking residential ballots.

<https://www.london.gov.uk/programmes-strategies/housing-and-land/increasing-housing-supply/affordable-housing-capital-funding-guide>

6.2.36 It says that Investment Partners (Ips) must take reasonable steps to identify those residents eligible to vote, to inform them about the resident ballot and to encourage them to participate in it. A positive ballot is one where there is a simple majority of those eligible residents voting that choose “yes” – that is, in favour of the Landlord Offer to regenerate the estate. There is no minimum threshold for turnout in a ballot.

6.2.37 Where a vote in favour of a new estate regeneration project has occurred, resident consultation and engagement should continue after a ballot has taken place to ensure there is ongoing input from residents into the process (Para 8.2.3, GLAs Affordable Housing Capital Funding Guide).

6.2.38 Since the ballot in July 2021, residents of the Estate have continued to be updated with the progress of the redevelopment of the site. Since October 2021, the applicant has established a dedicated consultation website, they have held an online consultation event and met with stakeholders to discuss the application. An online consultation was held from October 20 to 10 November via the consultation website and this was promoted by a leaflet dropped to 8,000 local residents. An update webinar to display the revised proposals was held on 18 May 2022. A final event for residents was held in June 2022 prior to the submission of the planning application.

6.2.39 The applicant has also engaged with local elected representatives and has extended invitations to meet to neighbouring ward members within LB Lewisham and the Friends of Beckenham Place Park. The

applicant also engaged in pre-application discussions with officers from LB Bromley, LB Lewisham and the GLA between May 2020 and February 2022.

6.2.40 Of the 8,000 addresses posted to, 38 individual residents provided some form of feedback on the proposals over the consultation period:

- 35 respondents provided feedback via the consultation online form
- 3 respondents provided feedback via the consultation e-mail address.

6.2.41 The most frequently raised concern was regarding the proposed height of the buildings. Following the public consultation, the overall height of the blocks across the development were reduced, particularly along Southend Road and nearest to the park boundary. This involved a reduction of two storeys on two on the proposed buildings and one storey on four.

6.2.42 The second most common concern was 'overdevelopment'. The applicant's response is that the reductions in height served to significantly reduce the number of additional homes included in the proposals, reducing the total numbers from 358 to 275.

6.2.43 The next most contentious issue was parking. As the number of private homes has been reduced the number of homes without access to parking has reduced as the affordable homes who require access to parking were identified in the parking needs assessment.

6.2.44 Respondents were concerned that the design did not suit the aesthetics of the area. The applicant has not set any changes to the proposals which came about as a result of this feedback however, they have highlighted their pre-application discussions with the LPA and the Design Review Panel.

6.2.45 Concerns were mentioned regarding traffic, in particular with regard to construction traffic. In response to this a draft CEMP and CLP has been prepared which will assist in mitigating any impacts from construction traffic and address local concerns regarding this. The Applicant has identified separate construction routes so that vehicle movements are self-contained and where they are not Traffic Marshalls will be deployed. In the event that residents make a complaint regarding traffic, a dedicated Community Liaison Manager will be available to discuss their concerns and identify a route to resolving this. A record of any complaint will be kept. There will also be regular newsletters, meet the builder events and tenant engagement meetings to keep residents up to speed with works throughout the course of construction.

6.2.46 Questions were asked about the sustainability interventions included in the proposals. The new homes will be built for the future and energy efficient. The development will use air source heat pumps, an energy

efficient, sustainable heating system that absorbs heat from outside the building. Modern insulation will make the new homes easier to keep warm and reduce the energy needed to heat them. Electric vehicle charging points will be included in the development alongside significant cycle storage to encourage more sustainable modes of transport. The open green spaces will promote biodiversity by including plant species that benefit local wildlife and insects. Sustainable urban drainage will be used on site to ensure that rainwater from the site is directed towards green spaces and green buffers are proposed along the site boundaries to create a separation from the scheme and Beckenham Place Park.

6.2.47 As regeneration plans will usually affect different people in different ways over many years, landlords should complement ballots with other long-term means of engagement (Para 8.2.4, GLAs Affordable Housing Capital Funding Guide). After taking on board the feedback from the public consultation an update leaflet was issued and a further community webinar was held so that the community could view the updated proposals.

6.2.48 The also applicant sets out a commitment to consult residents throughout and beyond the planning process. The project team will provide updates to all those who engaged with the consultation, provided contact details and consented to being contacted. Riverside also remain in communication with residents on the estate, providing regular updates on the course of the application. In addition, two dedicated Riverside Offices are proposed at ground floor of Blocks 3A and 3B. These ancillary office spaces will be used for Riverside Staff and any designated site contractors to work from and will be used when required as meeting spaces for the Riverside Team to meeting with residents of the Estate.

6.2.49 Whist the concerns of local residents are acknowledged, officers are of the view that the consultation carried out prior to the application being submitted complies with the key principles set out in the Council's Statement of Community Involvement. GLA officers also consider that the approach undertaken reflects the key principles set out in the Mayor's Good Practice Guide for early and ongoing consultation.

6.3 Loss of Specialist Accommodation at Warner House - Acceptable

6.3.1 London Plan Policy H13 'Specialist older persons housing' says that Boroughs should work positively and collaboratively with providers to identify sites which may be suitable for specialist older persons housing taking account of local housing needs (noting 210 unit target per annum for Bromley as part of the overall housing target for Bromley); the need for sites to be well-connected in terms of contributing to an inclusive neighbourhood, having access to relevant facilities, social infrastructure and health care, and being well served by public transport; and the increasing need for accommodation suitable for people with dementia.

- 6.3.2 Policy 11 of the Bromley Local Plan supports the provision of specialist housing across all tenures, where they are conveniently located for a range of local shops, services and public transport, appropriate to the mobility of the residents, and they provide appropriate parking and suitably landscaped amenity space. Proposals involving the loss of sites currently providing specialist accommodation will be resisted unless:
- a. it can be demonstrated that there is no demand for the existing accommodation and no demand for sites from alternative providers, or
 - b. there is equal or greater replacement provision of improved specialist accommodation in an alternative appropriate location.
- 6.3.3 The applicants have supplied a marketing report (Montagu Evans report in Appendix 2 of the Planning Statement). The report evidences a robust marketing of the site which is considered to adequately address Local Plan Policy 11 a), demonstrating that there is no demand for the existing accommodation and no demand for the site from alternative providers.
- 6.3.4 Warner House was decommissioned in 2016 following a decision taken in liaison with LB Bromley to decant these properties. As part of the Housing Needs Survey undertaken by Riverside in December 2021 the applicant also looked at whether there was any requirement from existing residents to reprovide specialist Sheltered Accommodation on the site. It was identified as part of this exercise that there were no existing residents on the site who required this service and therefore it was concluded that there is no existing demand for the accommodation.
- 6.3.5 No residents would be displaced from Warner House as a result of these proposals and policy 11 allows for the loss of such specialist units provided adequate justification is provided, including the undertaking of a robust marketing exercise. Based on the above, there is no demonstrable need for specialist accommodation in this particular location and granting permission for replacement Class C3 housing scheme is considered acceptable in that it would not adversely affect the objectives of the public sector equality duty.

6.4 Housing Quality and Standards

- 6.4.1 Bromley Local Plan (2019) policy 4 Housing Design requires all new housing developments will need to achieve a high standard of design and layout whilst enhancing the quality of local places. London Plan policy D6 sets out a number of requirements which housing developments must adhere to in order to ensure a high-quality living environment for future occupants.

Internal Space standards – Acceptable

- 6.4.2 The courtyard blocks benefit from generous size communal entrance lobbies and provide active street frontages. The proposed development

has been designed to ensure that all units achieve the minimum space standards set out within Policy D6 of the London Plan.

Daylight/Sunlight – Acceptable

6.4.3 The slimline (gallery access) blocks are welcomed and enable the provision of 100% dual aspect homes. With regards to daylight and sunlight for the proposed homes, the daylight results show that a total of 682 (80%) rooms achieve Average Daylight Factor (ADF) levels that are either in line or above the BRE recommendations. In addition to good levels of daylight ingress, good sky visibility can be seen in 685 (80%) of the proposed rooms. Block 4B has the lowest levels out of the all the blocks. The results show that 73% of the habitable rooms meet or exceed the ADF target. In addition, 75% of the room meet or exceed the NSL criteria. The balconies located above the main rooms and the proximity of the block to the adjacent properties reduce the daylight availability of some units, particularly those located on the lower floors. However, the portion of the living area closest to the window achieve adequate daylight conditions. The units are also provided with balconies which provide further access to daylight and sunlight. Overall these results are considered to be good for a scheme of this size and nature.

Privacy - Acceptable

6.4.4 With regards to privacy and overlooking, overall, there is substantial separation between the blocks (between 22m and 24m) so as to reduce any potential overlooking between proposed habitable room windows or balconies. There is only around 15m separation between the northernmost parts of blocks 3A and 3B; however it is noted that there are no primary habitable room windows or balconies/terraces positioned on the eastern side of 3B, there are only secondary windows living/kitchen/dining rooms. Accordingly, there would be no mutual overlooking or privacy impacts as these secondary windows could be obscure glazed. This would need to be the subject of a planning condition.

Noise, Ventilation and Overheating - Acceptable

6.4.5 Local Plan policy 119 states that new noise sensitive development should be located away from existing noise emitting uses unless it can be demonstrated that satisfactory living and working standards can be achieved and that there will be no adverse impacts on the continued operation of the existing use.

6.4.6 The design and layout of new development should ensure that noise sensitive areas and rooms are located away from parts of the site most exposed to noise wherever practicable. External amenity areas should incorporate acoustic mitigation measures such as barriers and sound

absorption where this is necessary and will assist in achieving a reasonable external noise environment.

- 6.4.7 London Plan Policy SI4 sets out expectations for developments to minimise adverse impacts on the urban heat island, reduce internal overheating and reduce the need for air conditioning through their design, layout, orientation, materials and the use of green infrastructure. Major developments should include information in their energy strategy as to how they propose to meet policy requirements in accordance with the cooling hierarchy in Policy SI 4.
- 6.4.8 Concerns have been raised from residents with regards to noise and disturbance for tenants whose homes adjacent to the added streets, parking and lighting. However, the drawings show that, at ground floor level, there are no apartments with their bedroom windows adjacent to the communal paths, car parks or access roads. Adjacent to these areas will be kitchens, WC's and utility rooms. Plant, cycle stores and refuse stores are also located at ground floor level adjoining these more heavily trafficked parts of the site. The applicant's lighting report has confirmed that lighting limits will be met at the residential windows within the development as well as outside, where lighting falls well below the guidance levels.
- 6.4.9 The concerns received from residents that bedroom windows will open onto public walkways next to the front doors are also noted. At first floor these would be lightly trafficked given that the decks provide access for only a limited number of units within each core per floor. At upper floor level the number of bedrooms fronting the decks and the number of units accessed from them varies between blocks. However, movement in these areas would be limited to residents of the blocks and, as such, the impact on amenity in terms of noise and disturbance would be minimal. Gallery access also facilitates greater social interaction between residents – a positive benefit of communal living.
- 6.4.10 There is potential for significant levels of noise from road traffic on Southend Road for those windows on the western façade of the development. The Council's Environmental Health officer has raised concerns that the noise measurement period carried out as part of the applicant's Environmental Noise Assessment is not representative of the baseline noise environment. Only short-term measurements were taken where hourly measurements throughout the day were alternated between the three different locations. Furthermore, the measurement only consisted of 30 minutes during the night-time period. Although the report has stated that this was during the noisiest period, the short time period cannot be considered sufficient in providing confidence in the robustness of the data. This is particularly the case in considering the LA max levels over the night-time period.
- 6.4.11 It was also noted that traffic patterns were potentially still affected by COVID and that according to the Extrium mapping, average daytime

noise levels at the Southend Road frontage of the site could potentially reach the 65 to 75 dB (LAeq, 16hr) depending how set back the structures are from the road.

- 6.4.12 The Environmental Health officer states that long term monitoring is required to establish the glazing and ventilation requirements within the development and to provide an appropriate fixed plant noise limit. The sound reduction properties of the glazing and the ventilation (which hasn't been considered in the report), along with the details of the balconies acoustic design and the location. Furthermore, the noise report has not considered the impact of plant on-site and mitigation for all fixed plant will also need to be submitted based on the further monitoring required. The lowest LA90 over the night has also not been established.
- 6.4.13 The applicant responded on 2.12.22 noting that there were no secure locations to leave equipment for long-term monitoring at the site. As a result, they carried out attended monitored towards the end of the night-time period as road traffic builds towards the morning traffic peak. From the attended monitoring it was apparent that the dominant source of noise at the site was from road traffic. It is therefore reasonable to expect that LAeq noise levels measured by the survey at the end of the night-time period would be precautionary as noise levels during the remainder of the night-time would be considerably lower due to lighter traffic flow. Noise maxima at the site during the night-time are also expected to be vehicle related and, as such, the applicant considers that their monitoring, whilst limited in duration, would be capable of detecting typical traffic-related noise maxima.
- 6.4.14 To ensure that internal noise criteria are met on the western facades, acoustic glazing providing between 32 dB and 34 dB attenuation is required on western facades to ensure that BS8233 noise criteria are met internally in bedrooms. However, for those units most affected by noise (particularly 6 bedroom windows affected) the applicant is proposing a 'closed window' solution and mechanical ventilation of 4 air changes per hour in the form of a Mechanical Ventilation with Heat Recovery (MVHR) system, including purge ventilation in any rooms which have acoustic concerns. MVHR is a continuous source of ventilation that extracts stale, moisture-laden air from a building and resupplies fresh, filtered air back in in order to ventilate rooms and prevent overheating.
- 6.4.15 The results of the Dynamic Overheating Analysis, using the CIBSE TM59 methodology, demonstrate that all units comply with DSY1 assuming a g-value of 0.4 and openable windows. In addition, the applicant is also proposing the use of internal blinds and guidance will be provided to occupants on minimising dwelling overheating risk in line with the cooling hierarchy in the London Plan. The GLA have welcomed the installation of internal blinds in the base build, however further information is required to demonstrate that the MVHR unit

presented can achieve the 4 air changes per hour specified. This can be conditioned.

- 6.4.16 The NPPG (Para 006 Reference ID: 30-006-20190722) says that when considering noise (particularly night time noise) relevant factors to consider are whether any adverse internal effects can be completely removed by closing windows and, in the case of new residential development, if the proposed mitigation relies on windows being kept closed most of the time (and the effect this may have on living conditions). In both cases a suitable alternative means of ventilation is likely to be necessary. Further information on ventilation can be found in the Building Regulations.
- 6.4.17 The proposed development of the site will relocate sensitive residential receptors, already impacted by noise from the existing road network, closer to the primary noise source. While the use of mechanical ventilation is not ideal and, instead, passive measures should be prioritised at the early stages of the design process (informing building layout and facade designs), it is recognised that this is a previously developed site, and that Southend Road is characterised by residential development. In this instance, mitigation as set out above by means of 'closed window' solutions and upgraded glazing on the western periphery of the site will achieve the requirements of the NPPF and will allow benchmark standards to be met. Furthermore, as all of the proposed homes would be dual-aspect residents will have access to a relatively quieter façade as part of their dwelling.
- 6.4.18 Full details of a suitable scheme of noise mitigation, together with details of the MVHR system should be secured by planning conditions. Before any mechanical plant is used on the premises a scheme of noise mitigation will also need to be submitted to and approved by the LPA, in order to minimise transmission of structure borne sound or vibration to any other part of the building.

Private outdoor space - Acceptable

- 6.4.19 All of the new residential units proposed within the scheme will have dedicated private amenity space. This will be brought forward through either gardens within the proposed houses or balconies within the flatted accommodation blocks. The townhouses will be provided with outside terraces accessed from the rear of the properties which will measure a minimum of 2.8m in depth. For the flats, the terraces and balconies would achieve a minimum depth and width of 1.5m which accords with policy D6 of the London Plan.
- 6.4.20 Due consideration has been given to the treatment of public and private space thresholds regarding the requirement for defensible space separating the private outdoor spaces at ground floor from pedestrian access routes into the dwellings. They will be provided with

various boundary treatments including walls and railings measuring no less than 1.5m in height, or hedges.

- 6.4.21 Where external amenity spaces are an intrinsic part of the overall design, the acoustic environment of those spaces should be considered so that they can be enjoyed as intended. Due to the elevated road traffic noise from the west of the development site, the applicant's Noise Assessment considers it is likely that balconies on the western façades of Blocks fronting Southend Road would expose occupants to environmental noise in excess of guideline levels and balcony spaces on this façade would not provide occupants with acoustically suitable spaces for relaxation.
- 6.4.22 In light of this, it is recommended that the design of balconies on these noisier facades will incorporate a solid balcony screen of sufficient height to break the line of sight of a seated balcony occupant to the road together with suitable acoustically treated lining to the balcony. The optimum height of the solid panel however is still to be determined following further detailed design. This should be the subject of a planning condition on any permission granted.
- 6.4.23 Noise levels in balconies on all other facades will benefit from screening from road noise provided by the new structures and from a degree of distance attenuation. Residents of the development will also be able to access a relatively quiet, protected, nearby external amenity space in the form of the proposed courtyards and outdoor amenity spaces, as well as being able to access Beckenham Place Park within a 5 minute walking distance.
- 6.4.24 The application is also accompanied by a Wind Microclimate Assessment (May 2022) which concludes that parts of a few private terrace spaces (at the corners of Block 2B) have potential to be windier than ideal, but these terraces are expected to be considered at least tolerable for proposed uses. Block 2B's western terraces may benefit from perimeter hedging, as per the other blocks, but this would represent an enhancement rather than a mitigation requirement.
- 6.4.25 Overall, the development would result in high quality, dual aspect homes with good daylight and sunlight provision and access to high quality external amenity spaces. The use of planning conditions will enhance the quality of the development and enable it to proceed by mitigating the adverse effects of road traffic noise to provide a good standard of accommodation for future occupiers.

Communal outdoor space and Play space - Acceptable

- 6.4.26 Whilst providing some positive visual links through the site, with the exception of some private gardens, none of the green spaces on the existing site are defined amenity areas for residents or playspace for children. The proposed scheme will deliver 500 sqm of publicly

accessible communal amenity space throughout the development. The communal amenity will be delivered in the form of communal courtyards, which provides green open space for new community relationships to foster and parkland corridors along the northern and eastern boundary of the site which provides green and ecologically focused environments.

- 6.4.27 Concerns have been raised by residents with regards to insufficient play space being provided and the quality and useability of these spaces, in terms of daylight/sunlight, anti-social behaviour and crime.
- 6.4.28 London Plan Policy S4 Play and informal recreation, sets requirements for play space, notably clause B requires at least 10 square metres of play space provided per child, that provides a stimulating environment, can be accessed safely, is integral to the surrounding neighbourhood, incorporates trees and/or other forms of greenery, is overlooked to enable passive surveillance, is not segregated by tenure.
- 6.4.29 The proposed units create a child yield of 211.5 children and therefore a minimum requirement for 2115 sqm of play space. The application design and access statement illustrates 2,204 sqm of play space, thereby exceeding the minimum requirements.
- 6.4.30 The application drawings and Design and Access statement demonstrate that it will be well located throughout the development with passive surveillance from the residential development (kitchen windows etc) whilst being sensitively located in relation to the proposed units, for example making use of areas adjacent to the energy centre and with units adjacent to the play areas having bedrooms at first floor level (sections 6.4 and 7.7).
- 6.4.31 The proposal is acceptable in that it would meet the play space needs of children and youths across the estate. A condition is recommended which should ensure that further details of the play equipment are provided and make provision for ongoing maintenance. The success of the 12+ play areas in particular will be determined by the detailed design and the relationship between activity areas, the pedestrian perimeter route, and the parkland corridor. Subject to the above, the granting of planning permission would not adversely affect the objectives of the public sector equality duty in relation to young people.
- 6.4.32 With regard to the quality and useability of the outside spaces more generally, the applicant's daylight and sunlight assessment confirms that the courtyard amenity space to the north serving Blocks 2A and 2B falls below BRE recommendations during winter months. Officers consider that a reduction in the height of Block 2A fronting the park may improve the results of the sunlight study. In response, the applicant states that Block 2A is an affordable housing block and to ensure a single decant is achieved on the site, any reduction in the height of Block 2A would result in an insufficient quantum of re-

provided accommodation for existing residents. As such, to support a single decant across the site and to ensure the re-provided accommodation meets the needs of existing residents the applicant asserts that the massing of Block 2A is unable to be reduced.

6.4.33 In terms of the social impact of redevelopment, it is noted that the GLA are strongly supportive of the single decant. It is also noted that the identified failure with regards to sunlight within the specific courtyard amenity space is only experienced during the winter months. As set out within the submission, this area will achieve the required 2 hours of sun on the ground for at least 50% of sun between April to the end of August and will achieve required sun hours during summertime (21st June). It should also be noted that there are a number of alternative amenity spaces within the development which achieve the required levels of sunlight during these winter months. These are available to all residents as alternative amenity space areas. As such, residents of these blocks will still be able to experience high quality amenity provision throughout the site.

6.4.34 With regard to crime and anti-social behaviour, by setting the blocks away from the park edge a secondary pedestrian perimeter loop incorporating play spaces within the parkland corridor has been created, resulting in more vibrant, attractive spaces with natural surveillance, thereby reducing the potential for anti-social behaviour. The new design will also include passive surveillance to parking bays and external communal areas and the applicant has confirmed that the new estate will meet Secured by Design standards. A planning condition is recommended to secure the details of how this will be met, including details of lighting and door entry systems with controlled access.

6.4.35 According to the Wind Microclimate Assessment, communal amenity spaces are expected to enjoy suitable conditions for recreational activities including at least short periods of sitting or standing. These conditions would be considered suitable for uses such as plays spaces for example. Most of the courtyard spaces are expected to be further suitable for long periods of outdoor sitting, such as for picnics for example, during at least summer. This mix of conditions would usually be considered an appropriate target for large amenity spaces, and conditions are expected to be considered acceptable.

6.4.36 Overall, the creation of a series of communal spaces, linked via a level access footway where residents can meet and socialise with others and where children have access to a range of play spaces, is strongly supported by officers and, when considering the public sector equality duty, no protected groups would be disadvantaged by these proposals. These benefits, when weighed against the minor reduction in daylight/sunlight to the northern courtyard during the winter months, are considered to outweigh any harm.



Artists impression of communal courtyards (Source: Design and Access Statement)

Accessible and Adaptable Homes - Acceptable

6.4.37 In accordance with Policy 4 of the Local Plan and policy D7 of the London Plan at least 10 per cent of dwellings are required to meet Building Regulation requirement M4(3) 'wheelchair user dwellings'. All other dwellings should meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'.

6.4.38 All external approaches to residential entrances have been designed to be step-free, providing level access for residents and visitors and a total of 29 wheelchair accessible units M4(3) Building Regulation will be provided throughout the Site. This exceeds the policy requirement for 10% of units (27 units) to be wheelchair accessible M4(3) Building Regulations.

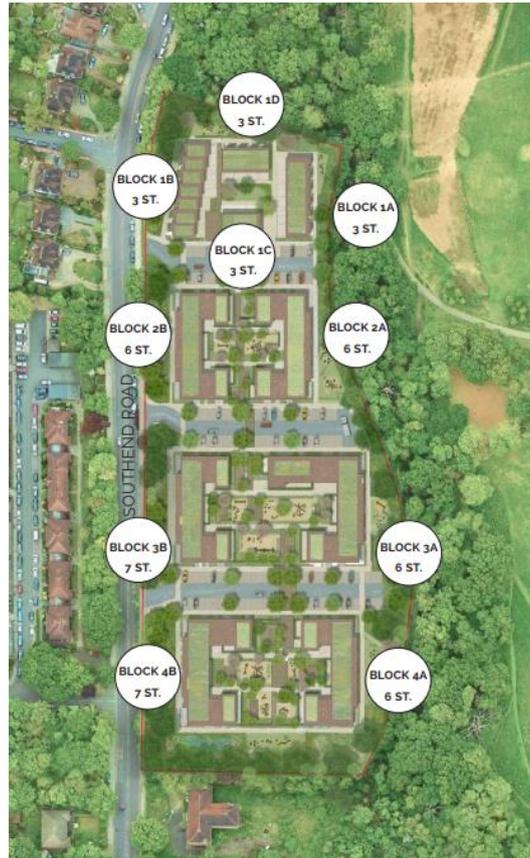
6.4.39 Of the 29 wheelchair units provided, 19 will be affordable consisting of one and three bedroom units. For the affordable wheelchair units, which will need to meet M4(3)(2)(b) and SELHP standards, these will be provided on the first, second, third and fourth floors and distributed between blocks 2A, 2B, 3B, 4A and 4B. The remainder of the units will meet M4(2) Building Regulations.

6.4.40 Officers are supportive of the amount and distribution of the wheelchair accessible units, which the Council will have nomination rights over, with the habitable rooms and overall size of these units being above the recommended sizes. The M4(3)(2)(b)/SELHP units and the M4(2) units will be secured through planning obligations and conditioned as appropriate.

6.4.41 A response to the Council's Occupational Health officer was also provided though it is noted that a number of these comments relate to the detailed design which will be progressed once planning permission is secured and will be controlled via planning condition/obligation.

6.5 Design and Density

- 6.5.1 Policy D3 of the London Plan requires all development proposals to follow a design-led approach, making the best use of land to optimise the capacity of sites. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site.
- 6.5.2 The proposals will increase the residential density of the site from approximately 84.6 units per hectare to approximately 114 units per hectare (356 habitable rooms per hectare). However, it is relevant to highlight that the 2021 London Plan moves away from the adoption of a more prescriptive formulaic approach when determining an acceptable density on a site. Instead, it seeks to ensure that developments make the most efficient use of land, with a focus on locating high density development within sustainable locations such as opportunity areas and town centres, that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling (Part B of policy D3). Where these locations have existing areas of high density buildings, expansion of the areas should be positively considered by Boroughs where appropriate.
- 6.5.3 The application site is not in a town centre or an opportunity area. It is important that new development makes a positive contribution to the setting and has an appropriate relationship with the surrounding context. The site is in a transitional position between lower density suburban housing to the north and west (with the exception of Porchester Mead) and higher density flatted development to the south/south-west. Despite the low PTAL of the site, there are range of viable transport options available to residents.
- 6.5.4 The Mayor's Good Practice Guide to Estate Regeneration also advocates increasing the number of affordable homes as part of an estate regeneration scheme by building at higher densities wherever possible. Options for doing so should be discussed with residents as part of the consultation process. Increasing the density of an estate may improve the viability of a scheme and help to maximise the number of genuinely affordable homes.
- 6.5.5 An increase in residential density at this site is therefore acceptable in principle, in line with Policy D3, subject to any potential harm which may result from building at the increased density proposed. This is given further consideration, below.
- 6.5.6 The application proposes nine residential blocks ranging between three and seven storeys and the delivery of 20 x three storey town houses within the northern part of the site.



6.5.7 Policy 47 (Tall and large buildings) of the LBB Local Plan states 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 and large buildings will need to be of the highest architectural design quality and materials. The Policy further states that tall buildings should be reflective of their local and historic context, including strategic views. Proposals for tall buildings will be required to follow the current Historic England Guidance.

6.5.8 Furthermore, policy 48 (Skylines) states that the Council will require developments which may impact on the skyline to demonstrate how they protect or enhance the quality of views, vistas, gaps and skyline listed in the supportive text.

6.5.9 Policy D9 of the London Plan is more up-to-date than policy 47 of the Local Plan and is clear that tall buildings should only be developed in locations that are identified as suitable in Development Plans. A tall building is defined as no less than 6 storey or 18 metres measured from ground to the floor level of the uppermost storey. In accordance with Policy D9, development proposals which propose tall buildings should address the follow impacts which are considered in turn in the following paragraphs of the report:

- Visual Impacts
- Functional Impacts

- Environmental Impacts and
- Cumulative Impacts

Visual impacts and Heritage Impacts – *Less than substantial harm*



Proposed East Elevation



Proposed West Elevation

6.5.10 Proposals are also required to take account of, and avoid harm to, the significance of London’s heritage assets and their settings. Proposals resulting in harm will require clear and convincing justification, demonstrating that alternatives have been explored and that there are clear public benefits that outweigh that harm.

6.5.11 The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

6.5.12 Policy 42 of the Local Plan states that a development proposal adjacent to a conservation area will be expected to preserve or enhance its setting and not detract from views into or out of the area. Beckenham Place Park which adjoins the site to the east is a designated conservation area and contains the Grade II* listed Beckenham Place Mansion.

6.5.13 To the west of the site on Southend Road are a group of small-scale 1930s Locally Listed buildings (non-designated heritage assets).

6.5.14 Beckenham Place Park is also designated Metropolitan Open Land (MOL). Proposals for development on land abutting MOL should ensure that they have no detrimental effect on the visual amenity, character or nature conservation value of the adjacent designated area (Local Plan Policy 53).

- 6.5.15 The application is accompanied by a detailed assessment of the visual impact of the proposal, which is contained within the Townscape, Visual, (Built) Heritage Impact Assessment (TVBHIA), prepared by Montagu Evans.
- 6.5.16 The current relationship that Calverley Close has with Southend Rd and those heritage assets to the west is a visually subservient and very delicate relationship. Although of no architectural or historic interest, the current modern buildings that make up Calverley Close are between three and four storeys.
- 6.5.17 The proposed buildings would be a lot larger and more dominant, monolithic blocks which, according to LB Bromley's conservation officer, do not maintain the same delicate relationship with the existing heritage assets and would result in less than substantial harm to their significance.
- 6.5.18 Whilst there would be a notable step change in scale/height of the blocks fronting Southend Road, particularly to the south, the impact would be mitigated in part by their siting (set back behind the existing green buffer/mature tree canopy) and design (architectural approach) and officers are of the view that the scale of harm would be minor. The proposal provides a variation in the height of the blocks fronting Southend Road and the overall skyline and the reduction in scale to the north in the form of 3 storey townhouses responds appropriately to the low-rise surrounding context to the north of the site. The siting of the taller 7 storey blocks to the south and the reduction in the height of the park facing blocks (from earlier iterations) ensures a gradual transition in scale between the existing 10 storey towers to the west (Porchester Mead) and the open park setting to the east, helping to minimise any impact on the visual amenity and character of the adjacent designated MOL. The building heights also respond well to the sloping north-south topography of the site.
- 6.5.19 The TVBHIA concludes that overall there would be some beneficial improvements to the townscape in a number of views (12, 13, 14 and 15) within and the proposed development would have an either neutral (view 3) or negligible impact in all other views.
- 6.5.20 LB Lewisham's conservation officer has raised concerns that the development will be visible in views out of the adjacent conservation area and from the front of the Mansion, and this will cause a degree of harm to both the listed building's setting, and to the appreciation of this historic stand of trees. This is seen most clearly in views 6 (from in front of the Homestead) and view 7 (from in front of the Mansion) of the TVBHIA which indicate that that development will be much more prominent.



View 6: Beckenham Place Park (near stables) as Existing (Source: Heritage, Townscape and Visual Impact Assessment)



View 6: Beckenham Place Park (near stables) as Proposed (Source: Heritage, Townscape and Visual Impact Assessment)



View 7: Beckenham Place Park (north of mansion) as Existing (Source: Heritage, Townscape and Visual Impact Assessment)



View 7: Beckenham Place Park (north of mansion) as Proposed (Source: Heritage, Townscape and Visual Impact Assessment)

6.5.21 View 3 of the TVBHIA also depicts that the development would be clearly visible behind and between the upper canopies of the trees, changing the setting of the Mansion from being predominantly vegetated, to having fairly prominent built form in relatively close proximity. LB Lewisham's conservation officer considers that all of this will cause a degree of harm (at the moderate end of less than substantial in NPPF terms) to the listed building's setting.



View 3: Beckenham Place Park (South East) as Existing (Source: Heritage, Townscape and Visual Impact Assessment)



View 3: Beckenham Place Park (South East) as Proposed (Source: Heritage, Townscape and Visual Impact Assessment)

6.5.22 The NPPF makes clear that any harm to a designated heritage asset requires clear and compelling justification. *“Where a development proposal will lead to less than substantial harm to the significance of the designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”* (Para.202).

6.5.23 In response to the conservation officer’s concerns the applicant has reaffirmed that the relationship between the proposed development and park boundary has directly informed the design process, as demonstrated by the design evolution outlined in the Design and Access Statement prepared by HTA. This includes the setting down of the blocks on the eastern side of the site to 6 storeys (3 storeys for the townhouses).

6.5.24 Views 3-7 within the TVBHIA show that the height of the blocks would not exceed the height of the trees screening the eastern/northern boundaries of Beckenham Place Park and the proposed development would not feature prominently in views of the mansion from its west or south. Furthermore, the visual impact would be seasonal and no trees in the park would be impacted by the development. Instead, the proposed development provides further planting to reinforce the boundary.

6.5.25 Notwithstanding the above, the less than substantial harm to the significance of the designated heritage assets which has been identified will need to be weighed against the public benefits of the proposal in the conclusions section of this report.

Impact on protected landmark – Acceptable

6.5.26 Crystal Palace Park is approximately 3750m from the application site and there is potential for the development to impact on views of the mast BBC TV mast which is a protected landmark under policy 48 of the Bromley Local Plan. The applicant has included a view from the upper terrace of CPP within their TVBHIA. The Proposed Development is shown in render in this view and is to the right of the Lodge, in the centre left of the view. It does not break the ridgeline of the hills beyond, nestling in amongst the existing development and is barely discernible. It is concluded that the Proposed Development would give rise to a 'Negligible Likely effect' with the overall scale of Effect being negligible and the effect therefore would be neutral.

Fire Safety - Acceptable

6.5.27 The application comprises one or more relevant buildings which meet the height condition (18m or more in height, or 7 or more storeys whichever is reached first). In accordance with the Planning Gateway One regulations the Health and Safety Executive (HSE) has been consulted on the application.

6.5.28 The application is accompanied by a Fire Statement (in accordance with London Plan policy D12) providing details of the proposed emergency routes and how the building has been designed to comply with fire requirements. The HSE are satisfied with the information provided in the application (including the fire statement).

6.5.29 Fire safety and security measures should be considered in conjunction with one another, in particular to avoid potential conflicts between security measures and means of escape or access of the fire and rescue service. Fire Safety and Secured by Design conditions are recommended on any subsequent grant of permission.

Functional / Infrastructure Impacts - Acceptable

6.5.30 The application is also accompanied by a Transport Assessment which concludes that there is sufficient capacity for the transport network to accommodate the quantum of development. This is discussed in more detail in the Highways section of this report.

6.5.31 Whilst the impact of development proposals on local infrastructure and services is not specifically referred to in policy D9, this is an important consideration where proposals which are increasing residential density of a site. The concerns raised by residents in respect of a lack of schools and doctors to support the new residential population as well as the increased burden on water infrastructure are also noted.

6.5.32 The development would result in a net gain of 71 new homes and would be liable for the payment of the Bromley Local Community

Infrastructure Levy (CIL) which is invested into infrastructure projects that are required to facilitate and accommodate development in the borough and deliver the adopted Local Plan. Being a predominantly affordable housing re-development, the scheme would be eligible for some Social Housing Relief.

6.5.33 The NHS London Healthy Urban Development unit have assessed the proposed development against the likely impact on health infrastructure. They have taken a cautious approach using a net population gain approach assuming that a proportion of residents will move within the area. This approach calculates the net increase as 138 residents for the 96 units and a total capital cost for mitigation of £293,611.

6.5.34 It is anticipated that the increased capacity could be provided through reconfiguration and conversion of existing space and upgrading to clinical standards and therefore have assumed a reduced figure of £190,847.15. This is 65% of the original HUDU Model figure. If the currently vacant units are included in the calculations, in addition to the 96 units, assuming a 45% increase in residents the cost of mitigation would be **£276,728**.

6.5.35 The intention would be to provide the increased capacity alongside the arrival of the new population and therefore the contribution should be secured within the S106 legal agreement.

6.5.36 With regard to education infrastructure, no site-specific impacts have been identified which would warrant a specific S106 contribution and CIL will continue to be applied.

6.5.37 In terms of water demand Thames Water have raised no objection with regard to water network infrastructure capacity. A planning condition is recommended limiting the use of mains water in line with the operational Requirement of Building Regulations, in accordance with policy SI 5 of the London Plan.

Environmental Impact – Acceptable

6.5.38 The application is accompanied by noise, wind, sunlight, daylight and overshadowing assessments, the results of which are reported elsewhere in this report. The Application is also accompanied by an Air Quality and Air Quality Neutral Assessment, prepared by IDOM which concludes that the Scheme achieves Air Quality Neutral and is acceptable with regards to air quality during both the construction and operational phase of the development.

Cumulative Impact - Acceptable

6.5.39 Part C4a of policy D9 considers that the cumulative visual, functional and environmental impacts of the proposed, consented and planned

tall buildings in an area must be assessed, with mitigation measures designed into buildings from the outset. There are no planned or consented tall buildings within the vicinity of the site.

Layout - Acceptable

- 6.5.40 The opportunity to redevelop the site and replace ageing buildings which currently provide a poor standard of accommodation is welcomed. It is important that new development makes a positive contribution to the setting and has an appropriate relationship with the surrounding context. The key design principles and Masterplan concept which includes creating visual links to the park, improving permeability through the site, and reflecting the character of the setting with a landscape-led approach are supported.
- 6.5.41 The proposed layout featuring open courtyard blocks with a permeable north-south pedestrian green link running through the centre of the site linking a series of communal amenity spaces is supported. The siting of the blocks set back from the park edge (to the east) to create an uninterrupted ecological corridor and set back from Southend Road (to the west) to retain the existing green buffer fronting the street is considered to be an appropriate response to the site and the setting. The rationale for the introduction of 3 east-west streets in between the respective courtyard blocks to facilitate vehicle access and servicing is accepted, subject to highways safety considerations.

Appearance - Acceptable

- 6.5.42 Policy D9 further requires developments which propose tall buildings to be of the highest architectural quality, The design intent for the buildings to respond to the key character areas (Southend Road and Beckenham Place Park) in their form and elevational treatment (stepping up to the street edge and down to the park edge) is supported. The opportunity to visually differentiate the blocks with variations in articulation and detailing is also welcomed.
- 6.5.43 The proposed stringcourse banding at 2 storey level to retain a sense of human scale on the larger blocks is welcomed as is the soldier course/patterned brickwork detailing and stringcourse/dentil banding parapet design which will collectively add visual interest to avoid large featureless facades. The balcony strategy comprising of part solid balustrades fronting Southend Road and 'lighter' open balconies fronting the park (where the balance between views into and out of private amenity spaces is less of an issue) allowing unobstructed views of the park is supported. The rationale to emulate the elevational treatment of the larger blocks for the townhouses but with a simpler more domestic language is accepted.
- 6.5.44 The proposed red and buff brick finish is supported in principle, however officers considered that the opportunity to vary the use of

brick colour/tone across the site should be explored i.e. potentially differentiating the 'urban edge' street facing blocks from the 'softer' park edge blocks in order to avoid a monotonous feel as you move through the site – particularly given that each of the courtyard blocks are of similar a scale and height.

6.5.46 The applicant provided an updated design report pack on 2.12.22. The design pack sets out the rationale for the proposed materiality of the blocks. With regards to the Southend Road elevation, in order to create a strong and ordered identity, setting the building back on the sides reduces the visual impact whilst the central bay gives an appearance of grandeur to the Street. A darker tone of brick has now been chosen to reflect this grandeur. In recognition of the sensitivities surrounding the park edge, a lighter tone of brick has now been selected for the mansion blocks which border this. For the townhouses, the revised elevations seek to emulate the elevation treatment of the apartment buildings, with a simpler more domestic language.

6.5.47 Comments were also raised with regards to the use of colour variation to define the entrances to create individuality. Through the adoption of the above colour pallet, each of these block types are finished with a complimentary material palette which includes entrance pallets that ensure that individually identifies to the different block designs is achieved.

6.5.48 The revised brick strategy (introducing 2 variations) is welcomed by officers. The use of a darker tone reddish/brown brick for the roadside blocks and lighter red brick for the parkside blocks is supported in principle – subject to physical samples being provided/assessed by condition. The type and quality of all external materials will be secured by condition.

6.6 Transport and Highways

Car Parking - Acceptable

6.6.1 Policy T6 of the London Plan requires developments to provide the appropriate level of car parking provision with Policy T6.1 of the London Plan setting maximum car parking standards.

6.6.2 Section 38(5) of the Planning and Compulsory Purchase Act (PCPA) 2004 (as amended) states: *“if to any extent a policy contained in a development plan for an area conflicts with another policy in the development plan the conflict must be resolved in favour of the policy which is contained in the last document to become part of the development plan.”* Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended) goes on to state that decisions on planning applications must be made in accordance with the Development Plan unless material considerations indicate otherwise.

The London Plan car parking standards would therefore take precedence over those set out in the Local Plan.

- 6.6.3 The site has a PTAL rating of 2. Based on the unit size mix proposed, for a PTAL 2 site the maximum parking provision for this development as set out in the London Plan is 221.5 spaces. The applicant is providing a total of 124 parking spaces for the proposed development + 1 car club bay.
- 6.6.4 Based on the housing needs survey of the existing residents 78 spaces will be allocated to existing residents so all existing units with access to a car will receive a parking bay. The additional 46 bays will be allocated on short-term leases to the larger 2 and 3 bed units (of which there are a total of 49). It is proposed that additional private parking bays will be allocated to the larger family units on short-term leases. This results in a parking ratio of 0.45 spaces per unit when considering the additional private units.
- 6.6.5 All of the one-bedroom units will be car free (apart from those residents who already have access to a car) and membership of a car club will be offered to residents. The applicant will be required to cover the costs of the car club and provide the dedicated on-site bay, and this will be secured as part of the S106 legal agreement.
- 6.6.6 Electric Vehicle charging points are also provided in line with the London Plan with 20% active charging from the outset and 80% passive for all remaining bays.
- 6.6.7 9No. Blue Badge Parking spaces will be provided which meets the requirement for 3% of the total number of dwellings to have access to at least one designated disabled persons bay from the outset, as set out in London Plan policy T6.1. All blue badge parking would be allocated on a needs basis rather than tied to a partial home and rented on short-term lease. This will be managed through a Parking Management Plan which should be secured through a planning condition.
- 6.6.8 The Council's Highways officer has not objected to the proposed level of parking for the development which will enable the delivery of a higher quality, more pedestrian focused landscaped setting and enough parking for all existing households with access to a car to have one allocated space. All on-site parking will be provided in off-street parking bays and a Resident Permit Parking Scheme (RPPS) will operate and be enforced privately by the developer within the site through appropriate signage, road markings and patrolling where necessary.
- 6.6.9 The estate roads will not be adopted by LB Bromley Highways and parking on the internal roads will need to be enforced by an on-site management team. The application sets out that Civil Enforcement

Officers (CEOs) will actively patrol the site to monitor on-street parking operations and move drivers on or issue Penalty Charge Notices (PCNs) if required. Full details of the provisions for controlling parking on the estate are required as part of a Parking Management Plan condition.

- 6.6.10 The applicant is proposing an extension of the double yellow lines along Southend Road at the frontage of the site. This is a continuation of the existing kerbside restrictions on Southend Road north of the site. At present, vehicles are parking on Southend Road along the site frontage and interfering with bus routes and the existing vehicle access. The proposals are therefore improving the free flow of traffic for bus operations, protecting the proposed vehicle accesses as well as improving pedestrian accessibility with the introduction of new pedestrian crossing on Southend Road.
- 6.6.11 There are significant concerns from local residents that there isn't enough parking for the development leading to increased parking pressure in the surrounding road network, particularly when there are events taking place in Beckenham Place Park or Kent County Cricket Ground. In turn residents are concerned that this could lead to detrimental road safety impacts and emergency vehicles not being able to gain access. Conversely, TfL have requested a further reduction in car parking and are of the view that further mitigation is required to make the new estate roads more pedestrian friendly and not dominated by surface car parking.
- 6.6.12 Policy D9 of the London Plan requires applicants to demonstrate that the capacity of the area and its transport network is capable of accommodating the quantum of development in terms of access to facilities, services, walking and cycling networks, and public transport for people working and living in the building.
- 6.6.13 The application site is approximately 800m from Beckenham (District Centre) town centre. The site benefits from a variety of public transport services within walking distance, with Beckenham Hill and Beckenham Junction Stations approximately 13 minutes walk away, and bus stops located within immediate vicinity. The Bromley to Sydenham cycle route that crosses Southend Road is approximately 700m away from Calverley Close.
- 6.6.14 In terms of trip generation, the proposed development is expected to result in a total of 288 two-way total person trips in the morning peak and 166 in the evening peak. Of these trips a total of 74 and 43 two-way car driver trips forecast within the AM and PM peak hour, respectively. This equates to approximately one vehicle every minute within the peak hours which is considered to have a non-material effect on the local highway network particularly when broken across three access / egress points (para. 5.4.2, Transport Assessment (TA), May 2022).

6.6.15 Regarding the impact on local bus services, at paragraph 6.2.7 of the TA it is expected that the proposed development will generate a net additional three two-way total bus trips in the morning and evening peak hours. The site location benefits from stops directly adjacent to the site, with the 54 service arriving every 8 to 11 minutes from Stop U and 9 to 12 minutes from Stop T. This equates to approximately 6 bus services during peak hours from each of these stops. There are also many other stops within walking distance of the site offering the 352, 354 and 162 services.

6.6.16 TfL requested further work in order to demonstrate that additional bus passengers, on route 54, the only bus service which runs adjacent to the site, would not result in peak time crowding. The applicant provided the following response on the 9.11.22:

Bus route 54 provides one northbound and one southbound service every 8-12 minutes. This equates to 5 services in each direction during the peak hour period. On this basis, the proposals are forecast to generate an additional 1.5 - 3 passengers per bus (subject to preferred direction) during the busier AM peak period. This increase could be accommodated on the existing bus network and considered acceptable in transport terms.

6.6.17 On this basis, the forecast level of bus trips associated with the proposed development is unlikely to impact materially on the existing operation of the local bus network.

6.6.18 Furthermore, the applicant's Active Travel Assessment identifies a number of well-used routes in the vicinity of the site which would benefit from public realm and highways improvements. Accordingly, the developer is required to contribute towards improvements to the walking experience along Southend Road, including a new pedestrian crossing and new signage to the local rail stations, as well as a contribution towards the provision of cycle facilities between the new controlled crossing and the junction with Park Road/Foxgrove Road which will link with the Bromley South to Sydenham cycle route. A contribution towards the carrying out of a parking study is also sought by LBB Highways to help to ascertain whether additional parking controls need to be implemented elsewhere. These will need to be secured through S106 legal agreement.

6.6.19 Taking into consideration the relatively low PTAL rating of the site, along with the accessibility to local services and cycle routes, the expected number of trips which the development will generate and the public transport options available to residents, officers are of the view that the proposed level of car parking strikes an appropriate balance between meeting the needs of the existing and future residents of the estate whilst encouraging more sustainable transport modes in line with the Mayor's Healthy Streets approach in policy T2 of the London Plan. It is considered that the remaining trips forecast on sustainable transport modes could be accommodated on local pedestrian, cycle,

and public transport networks, with consideration to the existing infrastructure available.

- 6.6.20 As per TfLs request, as part of the Parking Management Plan condition, a requirement for the monitoring of parking demand over time can be included and, if appropriate, parking on the site can be reduced in favour of additional landscaping or bicycle parking. This will also need to be informed by the parking study.
- 6.6.21 A Travel Plan will also be implemented to further promote sustainable transport modes amongst residents and visitors to and from the site. A comprehensive, updated Travel Plan is required through condition.
- 6.6.22 Subject to the measures outlined above being appropriately secured, the proposed parking for the development is considered acceptable.

Cycle Parking - *Acceptable*

- 6.6.23 500 No. long-stay and 8 short-stay cycle parking spaces have been proposed, which is in accordance with the standards identified in Policy T5 of the London Plan. The proposals provide a mix of stands comprising of 80% two-tier, 15% Sheffield and 5% accessible Sheffield in line with LCDS recommendations. Details will be included within the Car and Cycle Management Plan expected to be secured via condition.
- 6.6.24 It is proposed to provide all long-stay cycle spaces for the flats within dedicated, secure, internal cycle store areas located at ground level within each block. There are some safety concerns in regard to the cycle stores that are accessed externally only as this could lead to users being followed into cycle stores with no alternative means of exit. It may also make it easier for thieves to break into these rooms. These issues fall within the remit of TfL's and the Council's duties under Section 17 of the Crime and Disorder Act 1998. In order to improve safety TfL state that lobby access should be provided to all cycle stores so that users experience the same level of security as those arriving to the development by any other means. The applicant has not addressed this issue, however, it is anticipated that the residential cycle stores with direct access to the public realm would be controlled by key fob, well-lit and would avoid stairs and multiple doorways while providing convenient access to the street. Suitable arrangements can be secured as part of a Cycle Management Plan which can be secured via condition. A Secured by Design condition is also recommended.
- 6.6.25 For the townhouses, cycle parking will be provided within the private amenity. A cycle shed facility (or something similar) would be provided on-plot meaning the bike would be covered and out of sight. This also gives the user greater flexibility when using the facility. Whilst TfL would prefer communal cycle stores for the houses, the provision of on-plot spaces could be accepted and it is recognised that these may be preferred by residents. However, they must be designed in

accordance with the LCDS and should, as provided, be “covered, out of sight and secure”. In addition, on-plot cycle parking should still be securely lockable with a rack type that allows for a U-lock for the locking of both the frame and wheel (e.g. Sheffield stand) and should not require manoeuvring through multiple doors or any habitable rooms. Details will be included Cycle Management Plan which can be secured via condition.

6.6.26 Visitor cycle parking will be located in accessible landscaped areas and provided entirely in the form of 4no. Sheffield stands. These will be provided in the public realm in accessible locations short distances from building entrances. Details will be included Cycle Management Plan which can be secured via condition.

Vehicular Access - Acceptable

6.6.27 The proposal replaces one single vehicular access point from Southend Road (Calverley Close) with three separate entrances onto three private roads, all leading to surface car parking. TfL consider that this *“plainly represents a degradation of the quality of the streetscape and worsens the walking and cycling experience along Southend Road by increasing the potential for vehicle and pedestrian/cyclist conflicts, contrary to Healthy Streets principles and Vision Zero objectives”*. Resident’s concerns over the safety and visibility of pedestrians in this regard are also noted.

6.6.28 TfL say that, ideally, the proposed parking/vehicular access areas should be consolidated, and the overall levels of car parking reduced, however, in the absence of this, significant mitigation measures and robust justification would be required to make this arrangement acceptable from a Healthy Streets perspective. This should include, amongst other things, traffic calming measures with physical infrastructure (e.g. raised pedestrian crossings) at the accesses, wide footways, and appropriate landscaping and street furniture to provide a buffer from traffic.

6.6.29 The applicant’s response (received 9.11.22) explains that the proposed access arrangement removes the need for a large looping internal carriageway that would have a detrimental impact on the Beckenham Place Park boundary while unnecessarily reducing developable space and landscape. Each access has been designed with healthy streets in mind and includes segregated footways with dropped kerbs and tactile paving. Footways within the site benefit from vehicle segregation, material change delineations and raised table features. The proposed access arrangement spreads residential traffic associated with the development rather than forcing all traffic to enter and exit via a single route. This creates a calmer environment for pedestrians and cycles. The detailed design of all the new access points will be subject to S278 Highways agreements.

6.6.30 The proposals also seek to relocate the bus stop on Southend Road to a central position away from the southernmost vehicle accesses, along with introducing double yellow lines along the site frontage. While TfLs preference would be to modify the proposed vehicular access so that the existing bus stop and cage does not need to be relocated, the proposed relocation appears generally minor and is likely to have a negligible impact on bus operations. However, TfL Asset Operations will need to confirm the acceptability of the proposed arrangements prior to any works taking place. The replacement of the bus stop and road markings will be at the applicant's expense.

Deliveries and Servicing - Acceptable

6.6.31 An Outline Deliveries & Servicing Management Plan has been submitted in support of the application. Deliveries and servicing are generally proposed to be handled through the three proposed access roads. As outlined in section 3.7.7 of the TA, the proposals include an internal layout that provides parking facilities and a route for vehicles to service the site.

6.6.32 Suitable bin waste drop-off locations are provided to ensure minimum drag distances achievable on site. As shown, the proposals provide 6m wide carriageways throughout the site and appropriate turning facilities meaning all vehicles can enter and exit the site in a forward gear. This represents an improvement over the existing arrangements where, currently, refuse trucks and other large vehicles tend to reverse over pedestrian footways.

6.6.33 Appendix B of the Transport Assessment (TA) includes a full set of vehicle tracking for a LBB refuse vehicle (70085601-DP-SK-07), general car (70085601-DP-SK-08), fire tender (70085601-DP-SK-10) and a UKPN HIIAB lorry (70085601-DP-SK-12).

6.6.34 Delivery and servicing vehicles would briefly stop within the carriageway before turning and leaving the site. The access arrangement provides sufficient space for a vehicle to stop and service the buildings whilst maintain a clear access route for passing vehicles. It is envisaged that the majority of servicing vehicles will leave soon after delivery given typical short dwell times.

6.6.35 LBB highways have also noted that deliveries to residential developments are increasing rapidly with the rapid growth of on-line shopping and, given the scale of the proposal and difficulty in proactive management, this is likely to be a key consideration, both in terms of physical space and impact on the traffic operations. The applicant's TA outlines a total of 39 delivery and servicing vehicles to access the site across a typical day. However, the applicant is of the view that the proposed development could accommodate deliveries in excess of this forecast, on-site, away from Southend Road should demand rise in the future. This is acceptable. A full Deliveries & Servicing Plan should be

secured by way of a planning condition. A refuse and recycling storage condition is also recommended.

Construction impacts - *Acceptable*

6.6.36 The application was accompanied by a draft Construction and Environmental Management Plan (CEMP), an updated CEMP received on 2.12.22 and a Construction Logistics Plan (dated May 2022) which sets out that the overall construction is expected to last for a duration of 10 years 6 months, starting with the demolition of Warner House and the construction of the houses in Phase 1.

6.6.37 A number of objections have been received from existing tenants and other local residents concerning the length of the construction period, traffic and road safety impacts, noise, mess and dust impacts as well as the impact on quality of life in general.

6.6.38 It is inevitable that the impacts associated with the demolition and re-development of the existing estate will, over a prolonged period, cause a degree of harm to the amenities of existing residents. However, problems arising from the construction period of any works are rarely a material planning consideration. Notwithstanding this, to assist in the process of determining compliance with the objectives of the public sector equality duty in this regard, the applicant has undertaken an Equality Impact Assessment which considers how the demolition and construction may impact on groups with certain characteristics which the Equality Act protects.

6.6.39 Moving off the estate will be offered to every tenant before and during demolition and construction, with the right to return once their new home is built. The single move decant will ensure that tenants remain with their local support networks and within their community.

6.6.40 A detailed construction plan will be communicated to residents to provide clarity, assurance and clear timescales on each phase. This will include details of estate management, safety and security, parking management, construction hours and pre-planning on noisy and messy works. All information will be provided in appropriate languages and formats. In addition, the applicant will liaise with LB Bromley to identify and access local housing stock for those tenants unable to cope with the noise and disturbance during the construction period.

6.6.41 The assessment also considers parking arrangements during demolition and construction and says that the applicant will work with Bromley Council to maximise off-site, street parking during this time. Whilst this is unlikely to be acceptable from a road safety perspective due to impact on the SRN, it is noted that temporary car parking for residents will be provided on site throughout the development. This will be assessed at the beginning of each phase and priority will be given to those registered disabled. An indicative location for site

accommodation and temporary parking for the build out of Block 2A and for future phases is set out in the CEMP and will need to be secured as part of the final CEMP.

- 6.6.42 In order to reduce the risk of health effects during demolition and construction the applicant will consider undertaking a health and wellbeing survey for every tenant on the estate to identify potential health effects during construction and will ensure that any negative health effects identified are mitigated within the CEMP / code of construction practise.
- 6.6.43 The Council's Environmental Health Officer (EHO) has reviewed the draft CEMP presented as part of the initial submission and considers that it is not sufficient for providing the necessary controls and management for noise and dust/air quality. With regard to noise, monitoring will be required to ensure impacts are managed and given the scale and length of the construction project it would be important for the CEMP to provide details on continuous noise monitoring with identified noise trigger levels, referring to the BS5228-1:2019, Appendix E for appropriate trigger levels. There should be a plan of where the monitors are to be located for each of the phases of construction, along with where it is in relation to the nearest noise sensitive premises.
- 6.6.44 With regard to dust/air quality, the EHO states that the mitigation and monitoring recommended in the Section 9 of Air Quality and Air Quality Neutral Assessment prepared by IDOM, May 2022, Ref: AQA-21949N-21-430 REV A should also be included in the CEMP. Given the scale and length of the project continuous monitoring will be required, managing the impact to surrounding neighbouring premises and, as it is phased, the impact on any resident that may have moved into previous phases should be incorporated within the CEMP for both the noise an air quality/dust.
- 6.6.45 The applicant provided an updated CEMP on 2.2.12 which takes account of the Environmental Health Officer's comments. It states that Countryside will be undertaking noise monitoring on the site as well as undertaking a number of other noise control measures which are set out in the CEMP. In the event that the measured ambient noise level within a specific period is such that the Lowest Observed Adverse Effect Level (LOAEL) for that period will necessarily be exceeded, an alert will be raised informing the PM and CLO, or other notified responsible person, that construction work and current activities should be reviewed. Thereafter, if feasible, works would be modified to reduce the amount of noise generating activity occurring as far as practicable to limit noise impact.
- 6.6.46 In the event that the measured ambient noise level within a specific period is such that the Significant Observed Adverse Effect Level (SOAEL) for that period will necessarily be exceeded, an alert will be

raised informing the site manager, or other notified person, that construction work should cease to prevent significant noise impacts.

- 6.6.47 Dust mitigation measures are also detailed in the CEMP with the dust monitoring locations for each phase to be submitted for agreement with LBB prior to the commencement of each Phase of development.
- 6.6.48 Full details of a scheme of construction noise and dust mitigation, along with details of the proposed phasing and working hours, should be provided within the final CEMP. A CEMP will need to be submitted to and approved prior to each phase as the impacts and mitigation will vary depending on the nature of the construction works.
- 6.6.49 In order to mitigate disturbance to nearby residents, demolition and construction hours will need to be restricted to 0800 to 1800 hours Monday to Friday and 0800 to 1300 hours on Saturdays. No noisy works will be permitted on Sundays or Public Holidays. Separate enforcement powers are available to this Department in this regard under the provisions of section 60 and 61 of the Control of Pollution Act 1974.
- 6.6.50 A non-road mobile machinery (NRMM) condition is also recommended.
- 6.6.51 Furthermore, a detailed programme of works, sequencing both the on and off-site works and the types of vehicles servicing the construction will need to be submitted to and approved by the LPA as part of a full Construction Logistics Plan (CLP), prior to any demolition taking place (with the exception of Warner House which benefits from demolition consent).
- 6.6.52 The CLP should demonstrate how the operation of the adjacent bus stop and bus services more generally are not impacted and likewise a pleasant and safe environment for pedestrians and cyclists is maintained. If there is any impact on bus operations this must be discussed with TfL prior to any approval. Delivery and waste hours should avoid peak times as well as drop-off/pick-up hours of local schools.
- 6.6.53 Having regard to the above, subject to the detailed CEMP and CLP being secured through planning conditions, it is not anticipated that granting planning permission would adversely affect the objectives of the public sector equality duty.

6.7 Neighbouring Residential amenity - Acceptable

- 6.7.1 Objections have been received from local residents with regard to the impact of the development on properties opposite the site on Southend Road, including the locally row of terraces at 39 to 59A Southend Road and tower blocks Keats House, Byron House and Blake House in Porchester Mead. In particular concerns have been raised in relation

to overlooking, impact on outlook, loss of privacy, loss of light and impact on views, including those of the park.

6.7.2 As discussed in the Council's Statement of Community Involvement (paragraph 4.4.8) the Council can only take into account planning considerations. Comments received must relate to planning matters which include national and local planning policy, and the following types of concerns are not generally planning considerations and cannot be taken into account:

- Loss of value to property
- Commercial competition
- Loss of a view
- Disturbances during building work
- Land ownership disputes
- Private deeds or covenants
- Where development has already started
- Matters covered by other legislation including licensing or gambling

6.7.3 This is a previously developed site which is already occupied by higher density, flatted development. Whilst the height of the proposed blocks would exceed those existing on the site, the introduction of 3 east-west streets in between the respective courtyard blocks would retain the visual links from Southend Road through to the park. Therefore, whilst there would be a change in views along Southend Road as a result of the increased height and massing, the visual relationship with the park would be largely maintained.

6.7.4 The provision of six storeys at the rear of the site and seven storeys fronting Southend Road has been developed in response to the changes in the site's east / west level change and in order to preserve views out of the adjoining Beckenham Place Park conservation area. The applicant proposes to deliver a tree planting strategy which seeks to strengthen the boundary of the Site with the neighbouring Beckenham Place Park. Furthermore, the setting back of the proposed blocks from Southend Road to maintain the existing green buffer at the front of the site, along with new tree planting and landscaping would help to soften the appearance of the development in the street scene.

6.7.5 With regards to the potential for overlooking and loss of privacy, the proposed blocks fronting Southend Road would be sited a minimum of around 40m from the nearest residential properties on the opposite side of Southend Road. Block 4B, which resides closest to the southern site boundary, would be sited around 10m further away from No.44 Southend Road than the existing building.

6.7.6 Based on the separation distances to the closest residential sites, the development is not anticipated to give rise to any significant overlooking or loss of privacy to existing residents. In addition, both the southern and western boundaries of the site benefit from existing

mature trees which would be retained as part of the proposals and supplemented with additional planting. All of this would help to screen the development from the surrounding residential sites and reduce the visual impact.

- 6.7.7 The application was accompanied by a Daylight, Sunlight and Overshadowing assessment. A daylight/sunlight analysis was undertaken of the surrounding residential buildings using the Vertical Sky Component (VSC) test and the Daylight Distribution test. This included an analysis of the properties opposite at 39 – 59A Southend Road, Walnut Court 33 Southend Road and no's 61, 63 and 65 Southend Road. It also included Conifer House 44 Southend Road which lies to the south of the application site.
- 6.7.8 The Vertical Sky Component (VSC) quantifies the amount of available daylight, received at a particular window and measured on the outer pane of Proposed buildings Surrounding residential buildings the window. The maximum VSC value for a completely unobstructed vertical window pane is 40%. In order to maintain good levels of daylight the BRE guidance recommends that the VSC of a window should be 27%.
- 6.7.9 A measure to assess the distribution of daylight in a space is the percentage of area that lays beyond the no-sky line, i.e. the area that receives no direct skylight. This is important as it indicates how good the distribution of daylight is in a room. If more than 20% of the working plane lies beyond the no-sky line, poor daylight levels are expected within the space.
- 6.7.10 Following the review of the preliminary studies, the design of the development was adapted to reduce the impact on the properties. The applicant states that the proposed massing is the result of adjustments which try to reduce the impact on the surrounding properties as much as practical.
- 6.7.11 The results of the assessment show that with the proposed development in place, 100% of the windows analysed in the neighbouring properties would meet VSC of above 27% and 100% of the rooms analysed would meet the Direct Distribution test. Therefore, all of the neighbouring properties which were analysed would meet or exceed the BRE recommendations for the VSC and NSL values.
- 6.7.12 Having regard to the above, it is considered that, once built, the proposed development would not give rise to any significant, unacceptable impacts on the amenities of the occupiers of neighbouring properties.

6.8 Green infrastructure and Natural Environment - Acceptable

- 6.8.1 Open spaces which are planned, designed and managed as green infrastructure provide a wide range of social, health and environmental benefits, and are a vital component of London's infrastructure (policies G1 and G4, London Plan). In areas deficient in access to open space the Council will seek to secure improvements in the amount and distribution of, and access to, open space (policy 59, Bromley Local Plan).
- 6.8.2 Policy G5 of the London plan states that major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design, and by incorporating measures such as high-quality landscaping (including trees), green roofs, green walls and nature-based sustainable drainage.
- 6.8.3 Within the London Plan, Policy G7 (Trees and Woodlands) states that development proposals should ensure that, wherever possible, existing trees of value are retained. If planning permission is granted that necessitates the removal of trees there should be adequate replacement based on the existing value of the benefits of the trees removed, determined by, for example, i-tree or CAVAT or another appropriate valuation system. The planting of additional trees should generally be included in new developments – particularly large-canopied species which provide a wider range of benefits because of the larger surface area of their canopy.
- 6.8.4 At a local level, Policy 73 (Development and Trees) of the LBB Local Plan 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 interest of visual amenity and/or wildlife habitat, are considered desirable to be retained.

Landscaping, Trees and urban greening

- 6.8.5 The sites' location in an area identified in the Bromley Local Plan as being deficient in access to public open space is pertinent meaning that delivery of high-quality, landscaped open spaces on the site will be key to the success of this scheme.
- 6.8.6 In this regard, the merits of the overarching landscape vision; responding to the character of the setting (clearly defined character areas), enhancing existing green infrastructure (green corridor), encouraging pedestrian movement (permeable north-south link), recreation and social interaction (prioritising communal shared amenity spaces) are acknowledged and strongly supported by officers. The communal courtyards are considered to be the most important element of the landscape strategy encouraging social interaction and community cohesion.

- 6.8.7 The creation of wider crossing points, changes to surface treatment and tree planting through the north-south pedestrian route in response to previous comments to improve legibility (avoiding a physical/perceptual barrier to movement from the car parking bay configurations) is welcomed. Officers share the GLAs concerns however that the aspiration to create 'green streets' will be challenging given the car parking/servicing requirements of the site and there is a risk that the east-west streets could be dominated by car parking similar to the existing site condition. The Council's urban design officer considers that the proposed use of asphalt for the surface of the east-west streets implies vehicle priority – contrary to the pedestrian priority ethos of the scheme and an alternative surface treatment creating more of a shared surface feel would be more appropriate.
- 6.8.8 In response to the above, the applicant says "*the proposed east-west routes will be offered for adoption and in line with the Council's material pallet for adoption. The Applicant team have reviewed the options available and remain confident that the proposed materiality strikes an appropriate balance between creating pedestrian priority and the practical use of these internal roads for vehicular access*". Whilst LB Highways will not be adopting the internal estate roads, the materials used will still need to conform to certain 'highways' standards in order to pass future road safety audits. The final details for the external materials can be conditioned as part of a hard and soft landscaping condition.
- 6.8.9 It should also be noted that these streets have been designed for use by the residents of the proposed Blocks and do not form part of the wider street network. In the light of this, it is anticipated that the amount of vehicular traffic will be limited. Furthermore, dedicated crossing points on the north-south route have been provided to prioritise pedestrian movement in between residential courtyards. This, in tandem with the introduction of street trees in low level planting, seeks to break up the parking arrangements and delivering a valuable and improved pedestrian environment on the site. The inclusion of rain gardens and tree planting to enhance the character of the streets is welcomed by officers.
- 6.8.10 There are a number of existing trees on site. It is clear that the retention of trees of value has been carefully considered within the Design and Access Statement (DAS). The applicant has provided an Arboricultural Impact Assessment (AIA), which states that 59 individual trees are to be removed to facilitate the proposed development, including Category B trees and a single Category A tree. 40 standard trees and 57 multi-stemmed trees are proposed to be planted.
- 6.8.11 The retention of existing mature trees within the site is welcomed, as is the additional tree planting across the scheme. Whilst the proposed removals are numerous, they are mostly lower value trees that are more readily replaceable. The species of tree and canopy size/growth

in between the courtyards and other parts of the site will therefore require careful consideration in order to positively enhance the scale and character of the streets and spaces (aiding legibility and improving visual amenity) and to ensure that when trees are removed appropriate compensation planting to replace the services lost by the existing trees (such as pollution removal, carbon storage and storm water attenuation) is secured.

6.8.12 The indicative landscape plans show significant tree planting and the Council's tree officer considers that this should adequately mitigate the losses. However, the GLA have requested an assessment of the value of the trees to be lost using the 'i-tree' or 'CAVAT' valuation systems in order to demonstrate compliance with policy G7 of the London Plan. The applicant has not prepared such an assessment but, instead, to evidence the appropriateness of the submitted mitigation strategy, Aspect and HTA Landscape have prepared a canopy change assessment as an alternative means of balancing the loss of canopy cover against the schemes planting proposals. The assessment is based on the submitted tree strategy and shows the projected canopy sizes after a 25 year period and concludes that there will be no net loss of canopy cover across the site and demonstrates that replacement planting is of a scale and type that is sufficient to mitigate for the removals.

6.8.13 The GLA are satisfied that the canopy change assessment as detailed by the applicant's arboriculturists would assist with a decision on this matter in the event that the value assessment cannot be prepared.

6.8.14 The landscaping scheme achieves a policy compliant urban greening factor score of 0.4 in accordance with policy G5 of the London Plan.

6.8.15 Planning conditions requiring the submission and approval of a Landscaping & Ecological Management Plan (LEMP) and a detailed Landscaping Plan (including the exact number and species of trees to be planted), are recommended.

Nature Conservation & Protected Species

6.8.16 Beckenham Place Park LNR/SINC is located immediately adjacent to the north and east of the site. In accordance with Bromley Local Plan policy 69, a development proposal that may significantly affect the nature conservation interest or value of a Local Nature Reserve (LNR), Site of Importance for Nature Conservation (SINC) or a Regionally Important Geological Site (RIG) will be permitted only:

- If it can be shown that the reasons for the development or benefits to the local community from the development outweigh the interest or value of the site, or
- Any harm can be overcome by mitigating measures, secured through conditions or planning obligations.

- 6.8.17 Policy 72 of the Local Plan states that planning permission will not be granted for development or change of use of land that will have an adverse effect on protected species, unless mitigating measures can be secured to facilitate survival, reduce disturbance or provide alternative habitats.
- 6.8.18 The application is accompanied by a Preliminary Ecological Appraisal (PEA), prepared by Aspect Ecology which proposes a number of mitigation measures in order to minimise potential harm to the habitats within the SINC designation during construction works, as well as other mitigation and enhancements following completion of the development.
- 6.8.19 The mitigation measures include a range of items including provision of space for the identified Pyramidal Orchid to be retained at the south west end of the site where there will be no built development. This is proposed to be an amenity area with a mix of planting types and so it can be subject to relaxed mowing. The LEMP condition can be used to incorporate this aspect of the site's future management. There is also a comprehensive range of ecological enhancements, full details of which should be secured by condition alongside the mitigation.
- 6.8.20 With regard to protected species, the PEA finds that the habitats within the site have the potential to support several protected species. As a result of this, further survey work (including emergence/re-entry surveys) was undertaken for building B5 as well as an eDNA test the check for Great Crested Newt (GCN) presence.
- 6.8.21 The bat emergence/re-entry survey recorded no emergence or entry, but general activity was recorded and therefore artificial boxes/bricks for bats may be beneficial. The trees with bat roost potential are proposed to be retained (T2, T6 and T7). A sensitive lighting condition is necessary, as specifically recommended within the bat report, as existing artificial lighting levels are high at the site. No other protected or priority species have been identified as present.
- 6.8.22 The newt Technical Briefing Note describes how the eDNA test has been carried out and returns a negative result. This is to be expected as officers are not aware of any GCN presence in the west of the borough.
- 6.8.23 Following the successful implementation of the mitigation measures, the proposal is unlikely to result in any significant adverse effect on the adjoining SINC or protected species utilising the site.
- 6.8.24 London Plan Policy G6 states that proposals that create new or improved habitats that result in positive gains for biodiversity should be considered positively. Policy G6 Part D further advises that *“Development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best*

available ecological information and addressed from the start of the development process."

6.8.25 These proposals present the opportunity to secure a number of biodiversity net gains, including additional native tree and shrub planting, new roosting opportunities for bats, and more diverse nesting habitats for birds. The application is also accompanied by a Biodiversity Net Gain calculation and considers the change in ecological value of the site in light of the proposed development. The Biodiversity Net Gain report identifies that as a result of the proposed landscaping scheme, the development will result in a net gain of 1.12 biodiversity units. This equates to a net gain of 12.52% which accords with the policy requirement. A detailed programme of Biodiversity Enhancements should be secured by way of condition.

6.8.26 In summary there is nothing within the ecological assessments that would be of significant concern, subject to the above recommended planning conditions.

6.9 Energy & Sustainability - Acceptable

Minimising Greenhouse Gas Emissions

6.9.1 The London Plan Policy SI2 – Minimising greenhouse gas emissions - states that Major development should be net zero-carbon, reducing greenhouse gas emissions in accordance with the energy hierarchy:

- 1) be lean: use less energy and manage demand during operation
- 2) be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
- 3) be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site
- 4) be seen: monitor, verify and report on energy performance.

6.9.2 Major development proposals should include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy.

6.9.3 A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required – Of the 35% residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures.

6.9.4 Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, in agreement with the borough, either:

- 1) through a cash in lieu contribution to the borough's carbon offset fund, or
- 2) off-site provided that an alternative proposal is identified and delivery is certain.

- 6.9.5 Development proposals referable to the Mayor should calculate whole life-cycle carbon emissions through a nationally recognised Whole Life-Cycle Carbon Assessment and demonstrate actions taken to reduce life-cycle carbon emissions.
- 6.9.6 Policies 123 and 124 of the 2019 Bromley Local Plan are consistent with the strategic aims of the London Plan energy policies.
- 6.9.7 The application is accompanied by an Energy Statement by EEABS which demonstrates that the carbon emissions and overall energy strategy of the Proposed Development will meet the requirements set out within the London Plan and the LBB's Local Plan. The Proposed Development will result in a 39.68% reduction in carbon dioxide emissions when using the SAP 12 emissions figures and 62.02% when adopting the SAP 10.0 emission figures.
- 6.9.8 Notwithstanding the policy compliant carbon saving, to achieve the required net zero carbon a financial payment is required. Based on the use of the SAP 10 emission factors a financial contribution of **£384,608** would be required and will need to be secured through S106 legal agreement.
- 6.9.9 Addressing the "Be Lean" element of the policy, savings have been made as a result of the increased performance of the building's construction and air permeability. Further savings have also been realised through the use of highly efficient ventilation and lighting systems. By implementing the Be Lean measures there would be an improvement on carbon emissions of 13% meaning that the 10% carbon reduction target is met.
- 6.9.10 Addressing the "Be Clean" element of the policy, each of the flatted accommodation blocks will have their heating supplied from a central energy centre. Air Source Heat Pumps will provide 80% of the energy centres total heating demand with the remaining 20% providing by ultralow NOx gas fired boilers with assumed efficiencies of 94%. The town houses will each have their own air source heat pump system.
- 6.9.11 The applicant has confirmed that the central energy centre will feed local Heat Interface Units within each dwelling apart from the townhouses. The applicant has provided a drawing showing the route of the heat network linking all buildings on the site and the future connection to DHN route together with a drawing of the energy centre demonstrating space for heat exchangers in the energy centre demonstrating the space for heat exchangers in the energy centre.
- 6.9.12 The applicant has carried out an investigation and there are no existing or planned district heating networks within the vicinity of the proposed development. The applicant has tried to contact relevant stakeholders including the borough energy officer, local heat network operators and

nearby developers to ask whether they know of any local heat network connection opportunities. The applicant has applied further efforts to confirm the DHN potential for the site. Whilst no response was received from the Borough energy officer, given the commitment to futureproof the proposed development for connection the GLA have confirmed that nothing further is required at this stage. The requirement that the development is designed to allow future connection to a district heating network is to be secured through a suitable condition.

6.9.13 The energy statement goes through the potential renewable energy technologies (“Be Green”) that could be used to bring the carbon reduction to the minimum of 35% on-site. It concludes that air source heat pumps (ASHPs) and Photovoltaic panels (PVs) would be the most feasible renewable technologies to install for the proposed development.

6.9.14 A roof layout has been provided which shows much space for PV has been utilised, however, it appears that there may be additional space for PV. Following the initial submission, the applicant has provided a revised detailed roof plan in which 230kWp of PV's is proposed. It is welcomed that the applicant has increased the PV provision; however the roof layout provided is not large enough to confirm if the roof space has been maximised, and this plan does not indicate clearly the barriers to PV.

6.9.15 Detailed roof layouts demonstrating that the roof's potential for a PV installation has been maximised and clearly outlining any constraints to the provision of further PV, should be secured through planning condition, as part of an updated energy assessment.

6.9.16 Finally, with regards to “Be Seen” the London Plan at policy SI 12 requires developments to monitor and report annual energy demand and carbon emissions post-construction for at least five years. The central energy centre will be automatically monitored to ensure it is running at optimum efficiency. The energy generated from the PV systems would also be monitored and reported. This will need to be secured through S106 legal agreement.

Whole Life-Cycle Carbon (WLC) Assessment

6.9.17 The applicant has submitted a WLC assessment which will be reviewed separately by the GLA at Stage 2. Any planning permission subsequently granted will be subject to a condition to submit a post-construction assessment to report on the development's actual WLC emissions.

Reducing Waste and supporting the Circular Economy

6.9.18 Policy SI7 (Reducing waste and supporting the circular economy) of the London Plan sets out that referable applications should promote

circular economy outcomes and aim to be net zero-waste. A Circular Economy Statement should be submitted, to demonstrate:

- 1) how all materials arising from demolition and remediation works will be re-used and/or recycled
- 2) how the proposal's design and construction will reduce material demands and enable building materials, components and products to be disassembled and re-used at the end of their useful life
- 3) opportunities for managing as much waste as possible on site
- 4) adequate and easily accessible storage space and collection systems to support recycling and re-use
- 5) how much waste the proposal is expected to generate, and how and where the waste will be managed in accordance with the waste hierarchy
- 6) how performance will be monitored and reported.

6.9.19 The adoption of circular economy principles for referable applications means creating a built environment where buildings are designed for adaptation, reconstruction and deconstruction. This is to extend the useful life of buildings and allow for the salvage of components and materials for reuse or recycling. Un-used or discarded materials should be brought back to an equal or comparable level of quality and value and reprocessed for their original purpose (e.g. recycling glass back into glass, instead of into aggregate).

6.9.20 In accordance with Policy 113 of the Local Plan Major development proposals will be required to implement Site Waste Management Plans to reduce waste on site and manage remaining waste sustainably.

6.9.21 This Application is accompanied by a Sustainability Statement and a Circular Economy Statement, prepared by HTA. The Sustainability Statement outlines a number of sustainability objectives that will be brought forward as part of the development and further identifies that to improve the sustainability of the development, the materials for the building will be responsibly sourced and the proposed development will seek to adopt a circularity approach to the reuse, recycle and conservation of materials and resources.

6.9.22 The Circular Economy Statement includes a Pre-Redevelopment Audit assessing the existing site, including any buildings, structures and materials and considering whether refurbishment of the existing buildings could be an option. It is welcomed that the Applicant has provided evidence of consideration of the refurbishment and repurposing options of the existing site, however the GLA have questioned whether:

1. Is it technically feasible to retain the building(s) in whole or in part?
2. Is it technically feasible to recover the 'residual value' of the building's elements or materials?

6.9.23 The GLA consider that the Circular Economy Statement does not yet comply with London Plan Policy SI 7 and 'sustainability' concerns

raised by local residents are not fully addressed. Despite this it is noted that the GLA are not objecting in principle to the demolition of the existing buildings and the decision to redevelop the estate is accepted. The Local Planning Authority are therefore of the view that the appropriate way to address the outstanding information is by way of an updated Circular Economy Statement which can be secured by planning condition.

6.9.24 An updated Circular Economy Statement along with a Site Waste Management Plan & Operational Waste Management Strategy should therefore be provided prior to the commencement of development on each phase. This will need to be secured through a pre-commencement condition.

6.9.25 A condition should also be secured requiring the applicant to submit a post-construction report (relating to Circular Economy).

6.10 Drainage and Flood Risk - Acceptable

6.10.1 Policy SI13 of the London Plan states that drainage should be designed and implemented in ways that promote multiple benefits including increased water use efficiency, improved water quality, and enhanced biodiversity, urban greening, amenity and recreation.

6.10.2 Policy 116 (Sustainable Urban Drainage System) of the LBB Local Plan states that all developments should seek to incorporate Sustainable Urban Drainage Systems or demonstrate alternative sustainable approaches to the management of surface water as far as possible.

6.10.3 The application is accompanied by a The Flood Risk Assessment & Drainage Report carried out by PRICE & MYERS. The report identifies that the site is within Flood Zone 1 which is an area at low risk from flooding.

6.10.4 The report also considers the potential for flooding from other sources including Watercourse and Tidal Flooding, Groundwater, Surface Water and Overland Flows and Reservoirs. The Report concludes that there is a low risk of flooding from groundwater, and reservoir flooding.

6.10.5 The surface water drainage strategy for the Site will therefore be split into four separate networks. Each of the phases will therefore benefit from a separate connection to the public sewer at a restricted flow rate of 3.1l/s.

6.10.6 Sustainable Urban Drainage Systems will be provided within the Proposed Development in the form of green roofs, permeable paving, rain gardens, swales and below ground attenuation tanks. A pre-planning enquiry has been submitted to Thames Water who have confirmed that there is sufficient capacity in the existing sewers. The

Drainage Strategy therefore concludes that the proposed redevelopment of the Site is acceptable and the Drainage officer (Lead Local Flood Authority) has raised no objections, subject to the imposition of a pre-commencement drainage condition, for details of the proposed drainage strategy (in accordance with the submitted Flood Risk Assessment & Drainage Report) to be submitted to and approved by the LPA prior to the commencement of each phase.

6.10.7 In response to the comments raised by Thames Water in relation to the application, the applicant states that the surface treatment for the car parking areas will comprise of permeable paving which treats the run-off by removal pollutants and therefore there is no requirement for petrol interceptors to be installed in these location.

6.10.8 Further in relation to their comments relating to the proposed piling methods, the applicant does not consider that this is required due to the only section of the site within 15m of the strategic sewer being approximately 14.5m away and across a short stretch. The piles will be deeper than the sewer and therefore the applicant does not consider this would have an impact on the asset. Notwithstanding the above, it is acknowledged that the permission will be subject to a suitably worded condition securing the submission and approved of a piling method statement.

6.11 Environmental Health: Air quality / Contamination/ Lighting - *Acceptable*

Air Quality

6.11.1 Policy 120 of the Local Plan states 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” benchmarks in the GLA’s Air Quality Neutral report.

6.11.2 The site lies wholly within an Air Quality Management Area (AQMA) declared in 2007 for NO_x where increased exposure to existing poor air quality should be minimised by avoiding introduction of potentially new sensitive receptors in such locations: particular attention should be paid to development proposals such as housing in this respect.

6.11.3 The proposed scheme will introduce new, highly sensitive (residential) receptors into the AQMA. Accordingly, the application is supported by an Air Quality and Air Quality Neutral Assessment prepared by IDOM, May 2022, Ref: AQA-21949N-21-430 REV A.

6.11.4 The Proposed Development is expected to generate a net increase of 182 vehicle movements as Annual Average Daily Trips (AADT). This is forecast to be split 50/50 along Southend Road to the north and south

of the site resulting in a maximum increase of 91 trips on any one road link. The report has stated further that an increase of this magnitude is below the indicative criteria set out in the IAQM guidance for schemes situated within, or adjacent to, an AQMA (>100 vehicles as AADT flows for light-duty vehicles (LDVs)) which would trigger the requirement for further assessment. The report therefore has not provided a detailed modelling of traffic impacts as a consequence. This is acceptable. Should there be any increase in parking provision at the site, a detailed air quality modelling of traffic impacts would be required.

- 6.11.5 Dwellings in Phase 1 will be fed directly via individual ASHPs and the accommodation on the remaining phases will be fed by a centralised energy centre consisting of gas boilers and ASHPs. The energy centre will include 3 No. Wessex ModuMax mk3, 196 kW gas-fired boilers with NOx emissions of 39.9 mg/kWh.
- 6.11.6 The estimated transport and building emissions associated with the Proposed Development are identified as well below the benchmark figures and the scheme can therefore be considered 'air quality neutral' in accordance with policy 120.
- 6.11.7 While the report concludes that the scheme can be considered 'air quality neutral' overall and that no further action is required in terms of mitigation/offsetting, mitigation measures should be followed for both the operational and construction phase. A CEMP should be produced which includes dust mitigation measures. This is required by condition. Conditions relating to the use of ultra-low NOx boilers, the provision of electric vehicle charging spaces and Non-Road Mobile Machinery to comply with the emission standards in the GLAs 'Control of Dust and Emissions During Construction and Demolition' dated July 2014 (SPG) or any subsequent guidance are also recommended.

Contaminated Land

- 6.11.8 The application is supported by a Geo-Environmental Assessment, prepared by IDOM, dated May 2022, Report Ref: GEA-21949N-21-357. The Phase 2 site investigation was devised in accordance with the findings of the Phase 1 investigation in order to test and refine the preliminary conceptual site model and risk assessment. An intrusive investigation was carried out by IDOM on 12 and 13 August 2021.
- 6.11.9 With regards to contamination, limited contamination during the Phase 2 investigation was identified, comprising of lead and PAHS, along the western boundary of the Site. Ground gas was also identified. In light of the contamination identified, the Geo-Environmental Assessment identifies remediation methods which include the provision of clean cover in area of public open space and private gardens or nominal dressing of topsoil in areas where site preparations have removed the shallow made ground soils. BS8485 (2015) has been followed to

assess the recorded soil gas and flow conditions and it was considered that no gas measures were required.

6.11.10 Further inspection and testing were recommended to be conducted beneath the existing building following their demolition for contamination, particularly asbestos.

6.11.11 A Contaminated Land condition is recommended in order to allow for additional inspection and testing to be conducted after demolition of the existing buildings, before the final submission of the remediation strategy is provided. This will need to refer to the phased approach.

Lighting

6.11.12 The lighting scheme presented in the Light Strategy by 'It Does Lighting', dated June 2022 has been designed to meet the guidance from the Institute of Lighting Professionals, 'The reduction of obtrusive light' Guidance Note 01/21, with respect to the sites lighting environment not exceeding 2 lux at any habitable window, meeting the illuminated limits on surrounding premises for an E3 Medium Brightness zone.

6.11.13 The report has confirmed that limits will be met at the residential windows within the development as well as outside, where lighting falls well below the guidance levels. The proposed scheme is accepted on Pollution Control grounds. As discussed in the ecology section above, a lighting condition is necessary to ensure there would be no impact on bats.

6.12 Other Matters

CIL & S106

6.12.1 The London Borough of Bromley Community Infrastructure Levy (CIL) proposals were approved for adoption by the Council on 19 April 2021, with a date of effect on all relevant planning permissions determined on and after 15 June 2021. The Mayor of London's CIL is also a material consideration. CIL is payable on this application and the applicant has completed the relevant form.

6.12.2 BLP Policy 125 and the Council's Planning Obligations SPD state that the Council will, where appropriate, enter into legal agreements with developers, and seek the attainment of planning obligations in accordance with Government Guidance.

6.12.3 Officers have identified a number of planning obligations which are considered necessary to mitigate the impacts of this development, the reasons for which have been set out in this report. Officers consider that these obligations meet the statutory tests set out in Government

guidance, i.e. they are necessary, directly related to the development and are fairly and reasonably related in scale and kind to the development. The proposed heads of term to be included in the S106 legal agreement are listed in Table 6 of this report.

6.12.4 At the time of writing, the applicant has not agreed in principle to all of the proposed heads of term and further clarification is sought on how the contributions linked to the pedestrian and cycling improvements have been calculated. Following further discussion with the Council's Highways department, Members will be updated verbally at the meeting.

Environmental Impact Assessment (EIA)

6.12.5 The Council issued an EIA screening opinion on the 16th September 2022 which confirmed that the proposed development is not "EIA development" within the meaning of the 2017 Regulations and, taking into account the selection criteria in Schedule 3 of the Regulations and the terms of the European Directive, would not be likely to have significant effects on the environment generating a need for an EIA.

7. CONCLUSION AND PLANNING BALANCE

- 7.1 The application involves the demolition of the existing buildings and the comprehensive, phased redevelopment of the estate to provide replacement affordable homes, the net gain of 71 residential dwellings and an uplift in affordable housing when measured by floorspace and habitable rooms, representing a significant contribution to the supply of housing within the Borough.
- 7.2 The replacement affordable homes will be of a modern specification and all existing social tenants with a right to return would be offered a new home within the redeveloped estate, retaining the same tenancy rights and paying the same levels of rent.
- 7.3 The proposed development will provide accessible and adaptable, dual-aspect homes, all with good levels of sunlight and daylight and access to private outdoor space and the use of planning conditions will enhance the quality of the development and enable it to proceed by mitigating any adverse effects of road traffic noise to provide a good standard of accommodation for future occupiers.
- 7.4 The proposed landscape strategy encouraging social interaction and community cohesion, the provision of dedicated on-site playspace for children of all age groups and the ecological enhancements are also notable benefits of the scheme.

- 7.5 Whilst the principle of demolition and the opportunity to redevelop the site and replace ageing buildings which currently provide a poor standard of accommodation is considered acceptable in principle, an updated Circular Economy Statement will be required to fully address policy SI 7 of the London Plan and ensure the proposed buildings are designed for adaptation, reconstruction and deconstruction.
- 7.6 In terms of design there would be a notable step change in scale/height of the blocks compared to the existing estate, however, overall the proposal responds well to the surrounding context, ensuring a gradual transition in scale between the existing 10 storey towers to the west (Porchester Mead) and the open park setting to the east, helping to minimise any impact on the visual amenity and character of the adjacent designated MOL.
- 7.7 Furthermore, the development would not give rise to any significant overlooking, loss of privacy or loss of light to occupiers of surrounding residential sites.
- 7.8 Whilst the concerns of local residents in respect of insufficient car parking and impact on road safety are acknowledged, subject to the recommendations set out in this report, the application demonstrates that there would be no unacceptable impacts on highway safety, nor would the residual cumulative impacts on the road network be severe. Furthermore, the development would promote sustainable transport modes including walking and cycling, use of ultra- low emission vehicles, car sharing and public transport.
- 7.9 Taking the above into account, it is considered that the less than substantial harm to the significance of the designated heritage assets (to which great weight is given) would be clearly outweighed by the public benefits of the development and this would not provide a clear reason for the refusal of planning permission.
- 7.10 Furthermore, given the Councils' inability to currently demonstrate a five-year housing land supply and applying the presumption in favour of sustainable development in paragraph 11 of the NPPF, on balance, it is concluded that the scheme would not give rise to any adverse impacts that would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
- 7.11 The Section 106 agreement will include viability review mechanisms so that, if the viability of the scheme improves sufficiently during the delivery of the scheme, additional on-site affordable housing or an equivalent offsite payment will be due.
- 7.12 This planning application has been processed and assessed with due regard to the Public Sector Equality Duty. The application proposals are not considered to conflict with the Duty.

7.13 Accordingly, the application is recommended for permission, subject to the prior completion of a S106 legal agreement and any direction from the Mayor of London.

**RECOMMENDATION PERMISSION SUBJECT TO S106 LEGAL
AGREEMENT AND ANY DIRECTION BY THE
MAYOR OF LONDON**

SUMMARY OF CONDITIONS AND INFORMATIVES

- Time limit of 3 years
- Compliance with approved drawings
- Slab levels
- Construction and Environmental Management plan
- Construction Logistics Plan
- Contaminated Land
- Circular Economy Statement
- Post-construction Circular Economy report
- Site Waste Management Plan & Operational Waste Management Strategy
- Lighting Scheme
- Tree Protection
- Landscaping Scheme
- Landscape and Ecological Management Plan
- Biodiversity Enhancements
- Digital connectivity infrastructure
- External Materials / samples
- Noise Mitigation
- Mechanical Heat and Ventilation Recovery details
- Safeguarding future connection to district heating network
- Updated energy assessment including PV layouts
- Refuse Storage
- Cycle Storage
- Secure by Design
- Fire Safety
- Obscure glazing
- Parking Design and Management Plan
- Travel Plan
- Delivery and Servicing Plan
- Cycle Management Plan
- Visibility Splays
- S278 Works
- Drainage
- No piling/piling method statement
- Whole life cycle carbon reporting
- Wheelchair units
- Car Parking as approved

- **Electric Vehicle charging spaces**
- **Low NOx Boilers**
- **Non-road Mobile Machinery**
- **Water usage**
- **Adherence to the recommendations in the Ecological Assessment**

Calverley Close, Beckenham

Local Planning Authority: Bromley

Local Planning Authority reference: 22/03013/FULL1

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal

Demolition of existing buildings and phased redevelopment comprising of 275 residential homes in buildings ranging from 3 to 7 storeys. Associated landscaping, car and cycle parking and ancillary development.

The applicant

The applicant is **Bromley Regeneration (Calverley Close) LLP** and the architect is **HTA Design**.

Strategic issues summary

Land use principles: The proposal would comply with the Mayor's key principles for estate regeneration set out in the London Plan and GPGER. The uplift in housing is supported and GLA officers could accept the re-provision of the former sheltered accommodation units as regular affordable housing, subject to consideration of the Council's assessment of the rehousing arrangements at Stage II.

Housing: The application would provide an uplift in affordable housing when measured by floorspace and habitable rooms. The proposal will need to follow the Viability Tested Route and GLA officers are currently scrutinising the information submitted.

Urban design and heritage: GLA officers are broadly supportive of the design in terms of the built form and residential quality. The applicant should address comments in relation to site layout and public realm, along with comments in relation to fire safety and inclusive design. The development would result in less than substantial harm to heritage assets that would need to be weighed against the public benefits of the proposal.

Transport: The applicant should address comments in relation to healthy streets, vehicle access, car and cycle parking, transport network impacts and deliveries and servicing. Contributions towards healthy streets and infrastructure improvements along with other key details should be secured.

Other issues on **equality, sustainable development** and **the environment** also require resolution prior to the Mayor's decision making stage.

Recommendation

That Bromley Council be advised that the application does not yet comply with the London Plan for the reasons set out in paragraph 120. Possible remedies set out in this report could address these deficiencies.

Context

1. On 25 August 2022 the Mayor of London received documents from Bromley Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008, the Mayor must provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.
2. The application is referable under the following Category/categories of the Schedule to the Order 2008:
 - Category 1A: "Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats";
 - Category 1B: "Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings— outside Central London and with a total floorspace of more than 15,000 square metres"; and
 - Category 3A: "Development which is likely to— (a) result in the loss of more than 200 houses, flats, or houses and flats (irrespective of whether the development would entail also the provision of new houses or flats)."
3. Once Bromley Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or, allow the Council to determine it itself.
4. The Mayor of London's statement on this case will be made available on the GLA's public register: <https://planning.london.gov.uk/pr/s/>

Site description

5. The proposal relates to an approximately 2.4-hectare site which is located on the east side of Southend Road and adjacent to Beckenham Place Park. The site is occupied by the Calverley Close Estate and currently comprises six blocks ranging in height between three and four storeys. The Estate accommodates 163 social rented units and Warner House, which provided 40 specialist accommodation units (Use Class C3) and 1 general needs unit and was decommissioned in 2016. The buildings themselves are set well back from Southend Road itself by informal lawned areas. Parking is provided in the form of garages, and both off and on street parking. The surrounding area predominantly consists of relatively low-density housing between 2–4 storeys although three 10- storey towers are located to the west within the Porchester Mead development.
6. In terms of relevant land use designations, the Beckenham Place Conservation Area directly adjoins to the east and contains the Grade II* listed Beckenham

Place Mansion and Grade II listed stable block, outbuildings and garden walls to Beckenham Place. The park is also designated Metropolitan Open Land (MOL) and a Site of Importance for Nature Conservation (SINC). The site's boundary with Beckenham Place Park also marks Bromley's boundary with the London Borough of Lewisham.

7. The site is accessed from A2015 Southend Road, which is a borough road but forms part of the Strategic Road Network (SRN) for which TfL is the traffic authority. The site has a public transport accessibility level rating ranging from 1b to 2 based on buses alone, on a scale between 0-6b. The site is served by bus route 54 running along Southend Road with stops adjacent to and opposite the site. Two other services are within reasonable walking distance (640m). There is one rail station (Beckenham Hill) within a reasonable walking distance and four additional rail stations which are just outside the reasonable walking distance of 960m: Lower Sydenham, Beckenham Junction, New Beckenham, and Ravensbourne. However, this assessment does not take account of the number of existing pedestrian-only routes and private highways in the area nor the development proposals themselves which will increase permeability of the site. Therefore, it is expected that all of the site would have a PTAL of at least 2.

Details of this proposal

8. The proposal involves the phased redevelopment of the existing Calverley Close Estate to deliver 275 new residential units, including the re-provision of 179 affordable units (of which 136 are currently occupied) and 96 private units. The development would be within 9 blocks between 3 – 7 storeys, including 20 three storey town houses within the northern part of the site.
9. 136 of the units will be provided at social rent tenancies for existing residents returning to the estate, whilst the remaining 43 homes would be provided as London Affordable Rent.
10. The proposal also includes landscaping, on-site parking (125 car parking spaces, including 9 blue badge spaces), cycle, play and communal amenity space provision. Three vehicular access points along with the creation of new pedestrian accesses would be provided from Southend Road.

Case history

11. There is no strategic planning history relevant to the site apart from pre-application discussions.
12. On 10 December 2021, a pre-planning application meeting to discuss the proposal to develop Calverley Close Estate was held virtually and a preliminary response was then issued on 7 February 2022. GLA officers set out that the redevelopment of the housing estate and uplift in residential units is supported in principle subject to the proposal delivering full compliance with the Mayor's Estate Regeneration Best Practice Guidance and Affordable Housing Viability SPG. The applicant was advised to ensure that acceptable affordable housing

reprovision is delivered and that further information is provided with regards to Warner House and housing provision. GLA officers set out that further design improvements to the scheme should be incorporated and other matters in relation to heritage, sustainability, transport and environmental considerations must also be addressed as the development progresses to ensure compliance with the London Plan.

13. A pre-application meeting for a redevelopment proposal of the estate was also held on 26 September 2017. The proposal has evolved since a previous pre-application response issued 30 October 2017 (4358/01) for the redevelopment of the site to provide approximately 400 residential units within four blocks ranging in height up to ten storeys.

Strategic planning issues and relevant policies and guidance

14. For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area comprises the Bromley Local Plan (2019); and, the London Plan 2021.
15. The following are also relevant material considerations:
 - The National Planning Policy Framework and National Planning Practice Guidance;
 - The National Design Guide;
 - The Mayor's Good Practice Guidance to Estate Regeneration (2018); and
 - On 24 May 2021 a Written Ministerial Statement (WMS) was published in relation to First Homes. To the extent that it is relevant to this particular application, the WMS has been taken into account by the Mayor as a material consideration when considering this report and the officer's recommendation. Further information on the WMS and guidance in relation to how the GLA expect local planning authorities to take the WMS into account in decision making can be found [here](#).
16. The relevant issues, corresponding strategic policies and guidance (supplementary planning guidance (SPG) and London Plan guidance (LPG)), are as follows:
 - Good Growth - London Plan;
 - Regeneration Area - London Plan; the Mayor's Economic Development Strategy;
 - Estate regeneration - London Plan; Affordable Housing & Viability SPG; Mayor's Good Practice Guide to Estate Regeneration;
 - Housing and affordable housing - London Plan; Housing SPG; the Mayor's Housing Strategy; Housing Design Standards draft LPG; Play and Informal

Recreation SPG; Character and Context SPG; Affordable Housing and Viability SPG;

- Specialist accommodation – London Plan;
- Urban design - London Plan; Character and Context SPG; Public London Charter LPG; Characterisation and Growth Strategy draft LPG; Optimising Site Capacity: A Design-Led Approach draft LPG; Housing SPG; Play and Informal Recreation SPG; Housing Design Standards draft LPG;
- Fire Safety – London Plan; Fire Safety draft LPG;
- Heritage - London Plan;
- Inclusive access - London Plan; Accessible London: achieving an inclusive environment SPG; Public London Charter LPG;
- Sustainable development - London Plan; Circular Economy Statements LPG; Whole-life Carbon Assessments LPG; 'Be Seen' Energy Monitoring Guidance LPG; Energy Planning Guidance; Mayor's Environment Strategy;
- Transport and parking - London Plan; the Mayor's Transport Strategy; Sustainable Transport, Walking and Cycling draft LPG;
- Equality - London Plan; the Mayor's Strategy for Equality, Diversity and Inclusion; Planning for Equality and Diversity in London SPG; and
- Green Infrastructure - London Plan; the Mayor's Environment Strategy; Preparing Borough Tree and Woodland Strategies SPG; All London Green Grid SPG; Urban Greening Factor draft LPG.

Land use principles

Loss of specialist accommodation

17. London Policy H13 applies to specialist older persons housing and identifies that boroughs should work positively and collaboratively with providers to identify sites which may be suitable for specialist older persons housing taking account of local housing needs (including Bromley's annual borough benchmarks for specialist older persons housing - 210 units per annum), the need for sites to be well-connected and the increasing need for accommodation suitable for people with dementia. Furthermore, Bromley Local Plan Policy P11 states that proposals involving the loss of sites currently providing specialist accommodation will be resisted unless:
 - a. it can be demonstrated that there is no demand for the existing accommodation and no demand for sites from alternative providers, or
 - b. there is equal or greater replacement provision of improved specialist accommodation in an alternative appropriate location.

18. Furthermore, London Plan Policy H8 applies to specialist forms of accommodation. It states that the loss of supported accommodation that meets an identified housing need should be satisfactorily re-provided to an equivalent or better standard.
19. Warner House within the northern end of the site was decommissioned in 2016 and consists of 40 vacant sheltered housing units (clarified by the Council as Use Class C3). The development would not fully comply with Policy H8, as the sheltered accommodation is not being re-provided on site.
20. Whilst strategic policy requires the on-site re-provision of the 40 units, GLA officers recognise that the applicant has undertaken a marketing exercise in relation to Warner House in discussion with LB Bromley officers to meet the requirements of Part A of Local Policy P11 to demonstrate whether there is a need for the re-provision of specialist older persons accommodation on-site. The applicant sets out that there is no existing demand for the accommodation and no expressions of interest were received. A marketing report has been provided within the submission. In addition, at pre-application stage the applicant provided further information confirming the decision taken in liaison with the Council on the decant plan and rehousing arrangements for Warner House.
21. On the basis that the local policy requirements described above are met, and the Council are satisfied with the rehousing arrangements that have been agreed, GLA officers could, on balance, accept the re-provision of the 40 Warner House units as regular affordable housing (Use Class C3). In line with Policy H8 replacement of the existing units should be sought at equivalent affordability levels, however compliance with this requirement can be made through habitable room and floorspace as appropriate to respond to local need and site-specific circumstances.
22. The applicant sets out that affordable housing would be re-provided by floorspace and habitable rooms, and that the quantum of affordable units (179 units) aligns with housing need based on a housing needs assessment undertaken prior to application submission. The applicant identifies that there would be an increase in the quantum of affordable housing floorspace from 16,783 sq.m to 18,623 sq.m along with an increase in affordable habitable rooms from 527 to 605 habitable rooms. Accordingly, GLA officers could accept the re-provision of the Warner House units as stated above in this instance. The Council's assessment of the rehousing arrangements will also be considered and reported to the Mayor at Stage II.

Increasing housing supply

23. The London Plan identifies the optimisation of land as a key part of the strategy for delivering additional homes in London. Policy H1 of the London Plan sets out a 10- year target of 7,740 homes for the London Borough of Bromley between 2019-2029 and identifies that housing delivery should be prioritised on suitable and available brownfield sites, including those which are located within 800 metres of a station. The proposed redevelopment would deliver additional

homes along with improvements to the existing housing stock in a location that also meets the criteria specified in Policy H1 as a preferred source of capacity. Accordingly, the proposal is supported in accordance with London Plan Policy H1.

Estate regeneration

24. The proposal is subject to strategic policies and planning guidance relating to the replacement of existing housing and estate regeneration, which are set out within Policy H8 of the London Plan. Further guidance is also provided in the Mayor's Affordable Housing and Viability SPG and the Mayor's Good Practice Guide to Estate Regeneration (GPGER).
25. Policy H8 of the London Plan seeks to resist the loss of housing, including affordable housing, unless it is replaced at existing or higher densities with at least equivalent floorspace. The Mayor's Affordable Housing and Viability SPG and Policy H8 also make it clear that, with applications relating to housing estate renewal, schemes are required to ensure that existing affordable housing is replaced on an equivalent basis. Policy H8 states that before considering the demolition and replacement of affordable homes, alternative options should first be considered and the potential benefits associated with the option to demolish and rebuild an estate set against the wider social and environmental impacts. The policy also seeks that replacement affordable housing is integrated into the development to ensure mixed and inclusive communities.
26. In addition, all estate regeneration schemes should take into account and reflect the following key principles set out in the GPGER which apply to all estate regeneration schemes in London:
 - an increase in affordable housing, comprising like-for-like replacement of existing affordable units and the maximisation of additional genuinely affordable housing;
 - full rights to return or remain for social tenants;
 - full and transparent consultation, with identified direct engagement and consultation events; and,
 - a residential ballot is required if the total number of new homes is greater than 150 units and the application benefits from GLA funding.

Full and transparent consultation

27. The London Plan and GPGER sets out the Mayor's aspirations for full and transparent consultation and meaningful ongoing involvement with estate residents throughout the regeneration process to ensure resident support. The Mayor also requires any landlord seeking GLA funding for estate regeneration projects which involve the demolition of existing affordable or leasehold homes to demonstrate that they have secured resident support for their proposals through a ballot.

28. The planning application sets out information demonstrating consultation with residents through a variety of formats from June 2021 to July 2022 (documented within the applicant's Statement of Community Involvement). The applicant also sets out that a range of events were held with residents since September 2018. The submission identifies the applicant's response and revisions to the scheme in response to comments received during consultation. A Housing Need survey was also carried out between Autumn 2017 and Spring 2021 to understand residents' needs and concerns to inform the design of the redevelopment proposals.
29. A Landlord Offer document was produced which also included the involvement of a Residents Charter. GLA officers have viewed the offer document which includes details on the proposals and ballot, residents' rights, and the approach to the decant strategy and phasing. The applicant sets out a commitment to consult residents throughout and beyond the planning process. In July 2021, the estate-wide resident ballot saw a turnout of 80% of eligible residents vote and 60% vote in favour of the redevelopment of the estate.
30. GLA officers consider that the approach undertaken reflects the key principles set out in the GPGER for early and ongoing consultation.

Alternatives to demolition

31. The applicant has provided details of an options appraisal carried out to assess the viability of various refurbishment and regeneration options for the site. Notable drivers of transformation include overcrowding of existing dwellings, poor standard of accommodation and inadequate layout and accessibility across the site. Although the assessment highlights that some of the issues above could be improved through maintenance, refurbishment and partial infill development, when considering cost, efficacy, and longevity of such measures the applicant has established that redevelopment would be the appropriate option to resolve the significant and chronic issues currently present across the estate. The regenerative benefits of this option were also set out. As discussed above, a ballot has also been carried out with residents voting in favour of the redevelopment.
32. GLA officers are of the view that the decision to redevelop the estate is an acceptable approach, however the applicant must continue to address comments in relation to sustainable development, design and transport to maximise the regenerative and environmental benefits of redevelopment. In terms of the social impact of redevelopment, the applicant's commitment to residents to redevelop in the form of a single decant is strongly supported. Appropriate details should also be secured to minimise disruption and impacts to existing and neighbouring residents.

Like-for-like replacement and rights of return

33. Policy H8 of the London Plan sets out that the loss of existing affordable housing should be resisted unless it is replaced by an equivalent amount of affordable housing floorspace (with no overall net loss). Policy H8 also requires that replacement affordable housing floorspace must be provided at social rent

levels, where it is being provided to facilitate a right of return for existing social rent tenants. The GPGER also seeks to ensure that social tenants have a full right to return to a property on the regenerated estate of a suitable size, taking into account levels of overcrowding or under-occupancy within each household, and at the same or similar rent level, with the same security of tenure.

34. As mentioned previously in this report, the proposal would result in an increase in the quantum of affordable housing floorspace along with an increase in affordable habitable rooms from 527 to 605 habitable rooms. The applicant sets out that the unit mix for the reprovided units is derived from a housing needs survey carried out by Riverside to evaluate existing residents' and future need, including the provision of larger units to address concerns with overcrowding. It is noted that the proposal results in an increase in affordable 3–5-bedroom units and a reduction in 2-bedroom units when compared to the existing unit-mix on the estate. The commitment to re-provide all affordable floorspace should be secured along with the proposed tenure mix and minimum level of affordable housing on the additional units.
35. In line with the principles set out in the GPGER, the applicant's submission and offer document identifies that all 136 existing social tenants with a right to return would be offered a new home within the redeveloped estate, retaining the same tenancy rights and paying the same levels of rent with any residents moving into smaller or larger homes charged the existing rent for that sized home.
36. The applicant's Offer Document states that all residents will be given the statutory Home Loss Payment to compensate for moving and the applicant would provide all residents a disturbance allowance, which includes moving costs.

Phasing and decant approach

37. The applicant has set out an incremental phased demolition and decant strategy for the site which will re-provide all the existing residents with new homes through single decants. The phasing approach utilises the opportunity to redevelop Warner House in the initial phase to unlock the strategy. The development will be carried out in 6 phases over a period of approximately 10 years. GLA officers are strongly supportive of the single decant approach. Appropriate phasing obligations should be included within the S106 agreement.

Housing

Affordable housing and viability

38. As set out in London Plan Policies H5 and H8 and the Mayor's Affordable Housing & Viability SPG, estate redevelopment schemes are required to follow the Viability Tested Route and should seek to provide an uplift in affordable housing in addition to the replacement affordable housing floorspace. Additional affordable housing should meet the Mayor's preferred tenure mix, outlined in London Plan Policy H6 of at least 30% low cost rent (social rent or affordable

rent), at least 30% intermediate (London Living Rent or shared ownership) and the remaining 40% as determined by the local planning authority.

39. As discussed above in paragraph 22, whilst the scheme would not result in an uplift in affordable housing in terms of units when considering the now vacant units within Warner House, there would be an increase in the quantum of affordable housing on a floorspace and habitable rooms basis.
40. The applicant has submitted a Financial Viability Appraisal (FVA) which is currently being scrutinised by GLA officers to ascertain that the scheme is providing the maximum viable amount of affordable housing. Early and late-stage viability review mechanisms should be secured via the S106 agreement, in accordance with the formulas and approach set out in the Mayor’s Affordable Housing and Viability SPG. The affordability details for all tenures must also be robustly secured in line with the requirements of London Plan Policy H6. The GLA’s standard template s106 agreement clauses and definitions for affordable housing and review mechanisms will be provided to the applicant.

Unit mix

41. The applicant has provided the following breakdown of unit mix for the scheme:

	1 bed	2 bed	3 bed	4 bed	5 bed	Total
Affordable rent (social rent / LAR)	55	69	37	16	2	179
Market sale	47	43	6	0	0	96
Total	102	112	43	16	2	275

42. London Plan Policy H10 encourages a choice of housing with a range of unit sizes based on local needs, setting out a number of factors which should be considered when determining the appropriate housing mix with affordable family housing being a strategic priority. GLA officers do not raise any strategic concern with the unit mix proposed. The mix is informed by the housing needs assessment and it is welcomed that the provision of family-sized (3-bedroom+) is skewed towards the affordable rent component. The Council will also assess the proposed unit mix against local need/policy objectives.

Equality considerations

43. London Plan Objective GG1 highlights the diverse nature of London’s population and underscore the importance of building inclusive communities to guarantee equal opportunities for all, through removing barriers to, and protecting and enhancing, facilities that meet the needs to specific groups and communities.

44. Furthermore, the Equality Act 2010 provides that in exercising its functions (which includes the functions exercised by the Mayor as Local Planning Authority), that the Mayor as a public authority shall amongst other duties have due regard to the need to a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Act; b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The protected characteristics set out in the Equality Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Equality Act acknowledges that compliance with the duties set out may involve treating some persons more favourably than others, but that this does not permit conduct that would otherwise be prohibited under the Act.
45. Given that the development involves the redevelopment of an existing housing estate including affordable housing, the applicant should demonstrate that possible equality impacts have been considered and if impacts of the proposals on protected characteristics are identified, the ways in which the applicant has sought to minimise any potential negative impacts.

Urban design

46. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment.

Optimising development capacity

47. London Plan Policy D3 requires the optimisation of sites by following a design-led approach, having regard to site attributes, local context, design principles, public transport accessibility, and capacity of existing and future transport services. The higher the density of a development, the greater the level of design scrutiny that is required, particularly qualitative aspects of the development design, as described in London Plan Policy D4.
48. In terms of land use and supporting infrastructure capacity, the proposed uplift in homes is considered to respond to the intent of Policy D3(B) in terms of the site's connectivity and accessibility, however the applicant must address comments contained within the transport section of this report in respect of this. The design of the scheme has been refined during the pre-application process including significant reductions in scale to respond to surrounding sensitives. Whilst the proposal is considered to meet the objectives of Policy D3 for a design-led approach to site optimisation, the applicant should also address the comments in the paragraphs below to ensure that the form of the development demonstrates full compliance against the criteria set out in Policy D3(D).

49. Whilst it is not currently considered that the scheme includes tall buildings based on the local definition and does not trigger the requirement for a design review by Policy D4, further discussed below, it is noted that the application has been subject to review from a Design Review Panel, as well as scrutiny from planning and design officers at the Council and the GLA prior to application submission. It would therefore be considered that the proposal is in line with the objectives of Policy D4.

Development form, scale and massing

Tall buildings

50. London Plan Policy D9 seeks to manage the development and design of tall buildings within London. Policy D9 (Part B3) states that tall buildings should only be developed in locations that are identified as suitable in development plans. Part C of Policy D9 also sets out requirements for assessing tall buildings, including addressing their visual, functional, environmental, and cumulative impacts.
51. Policy D9 also sets out that Boroughs should define what is a 'tall building' for specific localities, however this definition should not be less than 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey.
52. The Bromley Local Plan defines tall buildings as those that exceed the general height of their surroundings and cause a significant change to the skyline. Much of the Borough is not considered appropriate for tall buildings due to the established suburban character of the Borough. In this instance, although the proposed development is considered to exceed the general height of surrounding development, GLA officers are not currently of the view that the proposal would result in a significant change to the skyline. As such, the development is not currently considered to comprise tall buildings for the purposes of London Plan Policy D9. However, the Council should clarify this position.
53. Should the Council determine that buildings within the scheme meet the definition of a tall building, although in-principle the site is not in an area identified as suitable for tall buildings, the visual, functional, environmental, and cumulative impacts of the tall buildings would also need to be assessed to determine their overall acceptability.

Assessment of form, scale and massing

54. Notwithstanding the above, the development form, scale and massing of the development has been reviewed within the context of London Plan Policies D3, D4(F) and D6.
55. The proposed scheme would result in a notable increase in built form from the existing buildings on the site. However, in terms of scale and massing, the applicant's Heritage, Townscape and Visual Impact Assessment (HTVIA) demonstrates that consideration has been given to the surrounding sensitivities which include the Beckenham Place Park and heritage assets, along with

surrounding lower-scale residential development and the sloping topography of the site.

56. The development has been formulated to ensure that the majority of the built form would remain below the existing tree line from views within Beckenham Place Park. Whilst portions of the development would still be visible from various viewpoints through the canopy, particularly in winter months (i.e. View 6) which would result in some impact to the character and openness of the park, overall GLA officers are satisfied that the applicant has sought to minimise this impact sufficiently.
57. Furthermore, although the proposal would result in an increased scale and enclosure on Southend Road compared to the existing characterised townscape, GLA officers consider that given the presence of taller buildings within the wider vicinity of the site, the mixture of surrounding building typologies, and retained vegetative screening, the proposed massing would not appear overly intrusive when viewed from Southend Road and would integrate appropriately into the surrounding residential neighbourhood. As such, GLA officers raise no concerns in terms of the scale of the development. The heritage impact of the proposal is also discussed from paragraph 73 of this report.
58. GLA officers raise no further concerns in relation to the form of the buildings. The inclusion of affordable townhouses at the northern end of the site which factors in the change in topography and offers an additional typology on Southend Road is strongly supported. It is noted that the materiality appears appropriate with red brick predominant in the surrounding area. In line with London Plan Policy D4, key details from the design stage should be secured to achieve and maintain the highest design quality. It is also encouraged that the involvement of the original design team is conditioned to monitor the design quality of a development through to completion.

Development layout and public realm

59. Policies D1-D3 and D8 of the London Plan and the Mayor's Housing SPG apply to the design and layout of development and the public realm. Overall, the arrangement and layout of buildings is broadly supported which creates a high level of residential quality with 100% dual aspect homes, centred around open courtyard amenity spaces which generally achieve high levels of solar access, are well overlooked and a well-considered approach to urban greening. The council must ensure that the final landscape proposals are robustly secured to ensure the quality of the spaces. The inclusion of the ecological corridor and protection of the tree canopy to the east of the site is strongly supported, which also seeks to draw the character of the park into the scheme.
60. However, as raised at pre-application stage, a significant concern is the dominance of surface parking within the scheme where the continuous and monotonous line of car parking spaces is not supported. As detailed in the transport section of this report, further mitigation measures are necessary to break down the car dominated environment to make this element of the

scheme acceptable. This should include addressing the inter-relationship between the surface parking and Southend Road and measures to avoid the parking abruptly dissecting the North-South route through the site.

61. Furthermore, the applicant must ensure that a suitable public realm and pedestrian environment is achieved on Southend Road. The retention of the high value mature trees is strongly supported along with the multiple benefits of wildflower planting on the Southend Road buffer. In addition, further consideration should be given to the proposed pedestrian connections from the site to Southend Road to ensure that these will be well used and attractive to activate the Southend Road frontage and pedestrian environment. The Council must ensure that the landscaping proposals are robustly secured.

Residential quality

62. London Plan Policy D6 sets minimum quantitative standards for private internal space, private outdoor space, and floor-to-ceiling heights apply to all tenures and types of housing. Additionally, Policy D6 states that housing development should maximise the provision of dual aspect dwellings.
63. The development would deliver high residential quality with all of the residential units of the scheme dual aspect. The residential quality of the scheme is viewed as a very positive element of the proposal by GLA officers. Although a detailed review will be carried out by the Council, the applicant sets out that all units would comply with minimum unit and amenity standards with minimum floor-to-ceiling heights exceeding 2.5 m. The homes would be well-connected to surrounding green space and GLA officers do not raise concern in terms of overall daylight and sunlight performance for the development. The development would be tenure blind with equitable access to amenity and play space and has efficient core to unit ratios.
64. In accordance with London Plan Policy D6(D), the development must ensure that sufficient daylight and sunlight is provided to surrounding housing that is appropriate for its context, whilst minimising overshadowing and maximising the usability of outside amenity space. Separation distances to neighbouring properties should also be carefully considered to ensure adequate privacy and outlook. The Council's assessment in this respect will be reviewed at the Mayor's decision-making stage.

Fire safety

65. The applicant has submitted fire information in the form of an outline fire strategy. Although the detailed fire strategy demonstrates that the fire safety of the development has been considered from the outset, including the provision of evacuation lifts as required by London Plan Policy D5, it is not clear that each of the requirements of London Plan Policy D12B (parts 1-6) and D5 have been addressed. An additional statement should be provided as an appendix to the document clearly specifying how the policy criteria is met with consideration given to the draft Fire Safety London Plan Guidance ([here](#)) to ensure that the appropriate level of information is provided under each category. In particular,

the fire consultant should review sections 5.2 and 6 of the draft guidance. A declaration of compliance should also be provided in Fire Statement (see Section 7 of the draft Guidance) confirming compliance with the requirements of D12(B) and D5.

66. The Council should then secure compliance with the revised statement by condition and is encouraged to refer to the example conditions listed in the draft Fire Safety LPG.

Inclusive access

67. London Plan Policy D5 seeks to ensure that new development achieves the highest standards of accessible and inclusive design. In addition, London Plan Policy D7 requires that at least 10% of new build dwellings meet Building Regulation requirement M4(3) 'wheelchair user dwellings' (designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users); and all other new build dwellings must meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'.
68. The applicant has identified that the scheme will provide 29 wheelchair units which exceeds 10% of the residential unit numbers and also meet the South East London Housing Partnership (SELHP) standards required by the Borough. The wheelchair units would be distributed throughout the market and affordable residential units of the scheme, with a mix of unit sizes also provided. Furthermore, the applicant confirms that all remaining units would achieve M4(2) standards. The Council should appropriately secure the M4(3) and M4(2) units.
69. Details of the approach to accessible and inclusive design are included in the applicant's submission. The development would be step-free and consideration has been given to entrances and circulation, which would result in a significant improvement from the conditions on the existing estate. Evacuation lifts will be included within the development as required by Policy D5, however further information is required in relation to fire safety as detailed in the above section. In addition, further information is required in terms of consideration of impact on equalities and the applicant should address comments relating to the Blue Badge car parking spaces within the transport section of this report.

Play space

70. London Plan Policy S4 seeks to ensure that development proposals include suitable provision for play and recreation, and incorporate good-quality, accessible play provision for all ages, of at least 10 sq.m. per child. The requirement should be based on the GLA Population Yield Calculator. Play space provision should normally be provided on-site; however, off-site provision may be acceptable where it can be demonstrated that this addresses the needs of the development and can be provided nearby within an accessible and safe walking distances, and in these circumstances contributions to off-site provision should be secured by Section 106 agreement. Play space provision should be available to all housing tenures to promote social inclusion.

71. Applying the GLA population calculator, the required playspace is 2,204 sq.m. based on the proposed unit mix. The applicant would provide the required play space on site for each age group. The communal courtyards have been well utilised to incorporate play space for the 0-4 years and 5-11 age groups. Play for the 12+ age group would be provided along the vegetated corridor to the east and north of the site. The proposed strategy to accommodate all play space provision on-site is supported. The Council should ensure that the peripheral play space receives adequate visibility from the development and won't interfere with other objectives (i.e. areas for planting within this corridor).
72. The ongoing availability of all play space to all children in the development must be secured by appropriate conditions. The quality and design of equipment provided in play areas should also be secured.

Heritage

73. London Plan Policy HC1 states that proposals affecting heritage assets, and their settings should conserve their significance, avoid harm, and identify enhancement opportunities. The NPPF states that when considering the impact of the proposal on the significance of a heritage asset, great weight should be given to the asset's conservation and the more important the asset, the greater the weight should be. The NPPF states that in weighing applications that affect non-designated heritage assets, a balanced judgement is required having regard to the scale of any harm or loss and the significance of the heritage asset.
74. The site is not within a Conservation Area and there are no heritage assets located on the site, however the Beckenham Place Conservation Area directly adjoins the site to the east. The Grade II* listed Beckenham Place Mansion is situated approximately 150 metres from the eastern boundary of the site, within Beckenham Place Park. The Grade II listed Stable Block, Outbuildings and Garden Walls to Beckenham Place also lie a similar distance from the site boundary.
75. The applicant has submitted a Heritage, Townscape and Visual Impact Assessment (HTVIA) which reviews the surrounding heritage assets and the likely impacts of the development. In this instance, GLA officers consider that there would be a low degree of harm resulting to the significance of the Beckenham Place Conservation Area and to the significance of the Grade II* listed Beckenham Place Mansion and the Grade II listed Stable Block, Outbuildings and Garden Walls. The development would remain peripheral and the applicant has sought to avoid harm by ensuring the development is below the tree line. However, officers have also noted the existing uninterrupted parkland views, including those which form part of the historic setting of the Grade II* and Grade II listed buildings and structures, along with the sensitivity of the park and the perimeter tree belt making up a key element of the designated landscape. Officers consider that a low level of harm would arise from the visibility of the development through the tree canopy in winter months.

76. The Beckenham Place Park Conservation Area (LB Bromley) and Southend Road, Beckenham Conservation Area are located further to the south and south-west of the site and would not be harmed by the proposed scheme. Similarly, no harm would result to the Grade II listed assets the Summer Pavilion, Beckenham Tennis Club and Two Lodges to Beckenham Place.
77. The Council should consider the impact on non-designated assets to allow officers to provide an update to the Mayor at Stage II.
78. In accordance with paragraph 202 of the NPPF, where a development will lead to 'less than substantial harm' to the significance of a heritage asset, the harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. In carrying out this balance, in accordance with the statutory requirements, great weight and importance should be attached to harm to designated assets.
79. GLA officers consider that the proposal would result in some less than substantial harm to the significance of heritage assets within the surrounding vicinity of the subject site. Although harm to heritage assets would be contrary to London Plan Policy HC1, the NPPF heritage balance would also be triggered, and in accordance with the NPPF this harm would need to be able to be weighed against the public benefits of the proposal. The results of the assessment by the Council's heritage officers and Historic England on the proposals' impact on heritage assets will be reported to and taken into account by the Mayor at Stage II.

Transport

Healthy streets – walking & cycling

80. All developments should deliver improvements that support the ten Healthy Street indicators, in line with London Plan policy T2. As there are primary residential accesses along the proposed internal access routes, these should also provide a Healthy Streets environment. Appropriate footway widths, landscaping, and natural surveillance should be provided. In addition, further comments in relation to the public realm and pedestrian environment have been provided in paragraphs 60 and 61 of this report.
81. The proposed development will be required to make contributions towards off-site walking and cycling improvements via a S106 legal agreement. This may include new or improved crossings on Southend Road, signage/wayfinding to local rail stations (e.g. Beckenham Hill or Lower Sydenham), or improvements to local pedestrian and cycling routes.

Vehicular access

82. The proposal replaces one single vehicular access point from Southend Road (Calverley Close) with three separate entrances onto three private roads, all containing surface car parking. This represents a degradation of the quality of the streetscape and worsens the walking and cycling experience along

Southend Road by increasing the potential for vehicle and pedestrian/cyclist conflicts, contrary to Healthy Streets principles and Vision Zero objectives. It also has the potential to negatively affect bus operations along Southend Road. The number of accesses combined with the proposed private highways and surface car parking will perpetuate the car dominated environment of the existing estate. Significant mitigation measures and robust justification would be required to make this acceptable from a Healthy Streets perspective. This should include, amongst other things, traffic calming measures with physical infrastructure (e.g. raised pedestrian crossings) at the accesses, wide footways, and appropriate landscaping and street furniture to provide a buffer from traffic.

83. Ideally, the proposed parking/vehicular access areas should be consolidated to reduce the number of two-way accesses and to align better with London Plan policy. Ideally, the overall level of car parking should also be reduced. Permeability for pedestrians and cyclists should, however, be retained and improved.

Car parking

84. In line with the Mayor's objectives of reducing car-dependency and ensuring that at least 75% of trips in Outer London are made by public transport or active modes by 2041, car parking should be limited. Table 10.3 of the London Plan provides that Outer London sites with a PTAL rating of 2-3, should provide a maximum car parking ratio of 0.75 spaces per unit for 1-2-bedroom units and one space for 3-bedroom units and larger. In this case, this results in a maximum of 221 car parking spaces.
85. The proposed development provides a total of 125 car parking spaces and thus below the maximum standards as set out in London Plan Policy T6.1. However, Policy T6 requires developments in less well-connected areas to provide only the minimum necessary parking. It is noted that 78 of these spaces are replacing spaces for returning residents who own cars, as determined by the housing needs survey detailed in the Transport Assessment (TA). This is acceptable as long as the residents live in the new development and own a car; however, in line with the London Plan's aspirations, a lower car parking ratio is encouraged to reduce car domination, improve cyclist and pedestrian safety and comfort, and support more sustainable lifestyles.
86. This total also includes nine disabled persons' spaces for Blue Badge holders. Whilst this is slightly in excess of the 3% of total units provision required under Policy T6.1 of the London Plan at the outset, in this case it is considered acceptable provided there are strong controls to ensure the spaces are used only by Blue Badge holders and allocated on the basis of need and not tied to particular homes. It should be made clear how a provision of disabled persons' parking for up to 10% of the total number of units can be accommodated, if demand justifies. It is proposed that Blue Badge spaces are evenly distributed throughout the site. However, this results in some spaces that are far from the residential lobbies and lifts, which it is anticipated most Blue Badge holders will be using. Therefore, the location of these spaces should be further refined to ensure that proximity to where there is likely to be highest demand, or that

there is flexibility in the design and allocation to respond to specific need for such a space.

87. 20% of car parking spaces will be provided with electric vehicle charging points (EVCP) from the outset, with the remainder having passive provision. This should be secured by condition including a plan which would manage the transition of passive ports to active at no cost to residents. It is encouraged that all of the Blue Badge spaces be provided with active ECVP provision from the outset.
88. One car club space is also proposed. The car club space should be appropriately secured alongside arrangements for residents' use of the vehicle.
89. A comprehensive Parking Design and Management Plan should also be secured by way of condition.
90. Residents should be excluded from eligibility from CPZ parking permits and the Council should consider whether the existing CPZs near the site should be enlarged and/or have additional hours of control. If so, an appropriate contribution should be secured.

Cycle parking

91. The proposal incorporates a total of 500 long-stay cycle parking spaces within a number of separate cycle store rooms in each residential core and eight short-stay spaces within the public realm. The minimum London Plan quantum of cycle parking is met. However, further work and clarification is required to demonstrate full compliance with LCDS as also required by Policy T5.
92. Officers query the cycle parking for townhouse units, as the preference is to provide these residents with access to the communal stores rather than on-plot spaces. It must also be demonstrated that exterior accesses to the cycle stores do not present safety concerns. Further details are also required in relation to short-stay spaces. The short-stay spaces must be located in visible and accessible parts of the public realm, close to residential entrances, and should be in at least two separate locations given the size of the site and number of residential cores. Detailed transport comments covering these matters will follow to the Council and applicant.

Transport network impacts

93. Taking into consideration the anticipated trip generation, it is considered that these trips would not result in a significant impact on the SRN but further work is required to demonstrate that additional bus passengers, on route 54, the only bus service which runs adjacent to the site, would not result in peak time crowding.
94. One proposed access would appear to be within the bus stop cage on Southend Road. This part of the scheme should be revised to avoid impacting bus services and passengers.

95. The submitted Travel Plan identifies a number of key services and facilities which can be reached by active travel or public transport. Many are in Beckenham Town Centre. In line with London Plan Policy T2, Section 106 contributions towards healthy streets should be focused on improving walkability long Southend Road, including new and/or improved crossing facilities, subject to discussion with Bromley Council as highway as well as planning authority. Improvements should also be secured towards links with the nearest rail stations and subject to discussion with TfL the nearest bus stops which would be used by residents and their visitors.
96. A comprehensive Travel Plan should be appropriately secured.

Deliveries and servicing

97. An Outline Deliveries & Servicing Management Plan has been submitted in support of the application. Deliveries and servicing are generally proposed to be handled through the three proposed access roads. The current servicing arrangements involve refuse trucks and other large vehicles to reverse over pedestrian footways, contrary to Vision Zero and this should be addressed along with the aforementioned concerns about the proposed vehicle access arrangements.
98. A full Deliveries & Servicing Plan should be secured by way of a planning condition.

Construction

99. A full Construction Logistics Plan (CLP) should be submitted and approved prior to any construction works taking place, including demolition and site clearance. It should demonstrate how the operation of the adjacent bus stop and bus services more generally are not impacted and likewise a pleasant and safe environment for pedestrians and cyclists is maintained. If there is any impact on bus operations this must be discussed with TfL prior to any approval. Delivery and waste hours should avoid peak times as well as drop-off/pick-up hours of local schools.

Sustainable development

Energy strategy

100. The London Plan requires all major developments to meet a net-zero carbon target. Reductions in carbon emissions beyond Part L of the 2013 Building Regulations which should be met on-site. Only where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site a contribution to a carbon offset fund or reductions provided off site can be considered.
101. An energy statement has been submitted with the application. The energy statement does not yet comply with London Plan Policies SI2, SI3 and SI4. The applicant is required to further refine the energy strategy and submit further

information to fully comply with London Plan requirements. Full details have been provided to the Council and applicant in a technical memo that should be responded to in full; however outstanding policy requirements include:

- Be Clean – demonstration that the heat loads served by on-site communal networks has been maximised;
- Be Green – demonstration that renewable energy has been maximised, including detailed roof layouts showing the extent of PV provision to all roofs and further details of the proposed air source heat pumps;
- Be Seen – compliance to be secured within the S106 agreement;
- Energy infrastructure – further details on the design for future district heating network connection is required, and this future-proofing must be secured by condition or obligation;
- Managing heat risk – further details to demonstrate the cooling hierarchy has been followed.

102. In addition, the applicant should confirm the carbon offset payment that will be made to the borough. For the domestic new-build element, the development is estimated to achieve a 74% reduction in CO2 emissions compared to 2013 Building Regulations.

103. The development falls short of the net zero-carbon target in Policy SI2, although it meets the minimum 35% reduction on site required by policy. As such, a carbon offset payment is required to be secured. This should be calculated based on a net-zero carbon target using the GLA's recommended carbon offset price (£95/tonne) or, where a local price has been set, the borough's carbon offset price. The draft s106 agreement should be submitted when available to evidence the agreement with the borough.

Whole life-cycle carbon

104. In accordance with London Plan Policy SI2 the applicant is required to calculate and reduce whole life-cycle carbon (WLC) emissions to fully capture the development's carbon footprint.

105. The applicant has submitted a whole life-cycle carbon assessment. The WLC assessment does not yet comply with London Plan Policy SI2. Further information is required on third-party verification mechanisms, details on the options assessment for retaining the existing buildings and in relation to the key actions to reduce whole life-cycle carbon emissions. The applicant needs to respond to the WLC Memo provided and update the GLA WLC Template accordingly. Detailed comments have been provided to the applicant and Council.

106. A condition should be secured requiring the applicant to submit a post-construction assessment to report on the development's actual WLC emissions.

The template and suggested condition wording are available on the GLA [website](#)¹.

Circular economy

107. London Plan Policy D3 requires development proposals to integrate circular economy principles as part of the design process. London Plan Policy SI7 requires development applications that are referable to the Mayor of London to submit a Circular Economy Statement, following the Circular Economy Statements LPG.
108. The applicant has submitted a Circular Economy Statement. The Circular Economy Statement does not yet comply with London Plan Policy SI7 and a revised Circular Economy Statement must be provided in line with the adopted London Plan Guidance (March 2022). Further information is required in relation to the design approach and principles, pre-redevelopment and pre-demolition audits, bill of materials, recycling and waste reporting, operational waste, Circular Economy targets, post-construction report, end-of-life strategy and in relation to supporting documentation. Detailed comments on these aspects have been provided to the applicant and Council.
109. A condition should be secured requiring the applicant to submit a post-construction report. The template and suggested condition wording are available on the GLA [website](#)².

Digital connectivity

110. A planning condition should be secured requiring the submission of detailed plans demonstrating the provision of sufficient ducting space for full fibre connectivity infrastructure within the development in line with London Plan Policy SI6.

Environmental issues

Green infrastructure and urban greening

111. The proposed development presents a well-considered approach to integrating green infrastructure and urban greening. This includes the green links across the site to integrate into London's wider green infrastructure network. This also includes the incorporation of rain gardens which supports multifunctionality, in accordance with Policy G1 of the London Plan. The opportunity for the provision of biosolar roofing should be explored.

¹ <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/whole-life-cycle-carbon-assessments-guidance>

² <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/circular-economy-statement-guidance>

112. The applicant has calculated the Urban Greening Factor (UGF) score of the proposed development as 0.4, which meets the minimum target set by Policy G5 of the London Plan.

Trees

113. There are a number of existing trees on site. It is clear that the retention of trees of value has been carefully considered within the Design and Access Statement (DAS). The applicant has provided an Arboricultural Impact Assessment (AIA), which states that 59 individual trees are to be removed to facilitate the proposed development, including Category B trees and a single Category A tree. 40 standard trees and 57 multi-stemmed trees are proposed.

114. The applicant should provide an assessment of the value of the trees to be lost using the appropriate valuation system and set out how this has been accounted for through replacement tree planting within a reasonable timescale, such as 15-20 years to allow proposed trees to establish and mature. Tree value can be derived from 'i-tree' or 'CAVAT', or another appropriate valuation system, in accordance with Policy G7 of the London Plan. Without this valuation comparison, compliance with Policy G7 cannot be determined.

Open space

115. The applicant demonstrates consideration of access to public open space across the site, in accordance with London Plan Policy G4.

Biodiversity

116. London Plan Policy G6 states that proposals that create new or improved habitats that result in positive gains for biodiversity should be considered positively. Policy G6 further states that development proposals should aim to secure net biodiversity gain. The DAS sets out that there will be a biodiversity net gain of 12.5%.

Local planning authority's position

117. Bromley Council planning officers are currently assessing the application. In due course the Council will formally consider the application at a planning committee meeting.

Legal considerations

118. Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to

allow the draft decision to proceed unchanged; or, direct the Council under Article 6 of the Order to refuse the application; or, issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application (and any connected application). There is no obligation at this stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

119. There are no financial considerations at this stage.

Conclusion

120. London Plan policies on land use principles, housing, equality, urban design, heritage, transport, sustainable development, and the environment are relevant to this application. Whilst the proposal is supported in principle, the application does not fully comply with these policies, as summarised below:

- **Land Use Principles:** The proposal would comply with the Mayor's key principles for estate regeneration set out in the London Plan and GPGER. The uplift in housing is supported and GLA officers could accept the re-provision of the former sheltered accommodation units as regular affordable housing, subject to consideration of the Council's assessment of the rehousing arrangements at Stage II.
- **Housing:** The application would provide an uplift in affordable housing when measured by floorspace and habitable rooms. Considering the estate regeneration nature of the scheme, the proposal will need to follow the Viability Tested Route and GLA officers are currently scrutinising the information submitted. Early and late stage reviews are required. GLA officers do not raise any strategic concern with the unit mix proposed.
- **Equality:** Given that the development involves the redevelopment of an existing housing estate including affordable housing, the applicant should demonstrate that possible equality impacts have been considered and if impacts of the proposals on protected characteristics are identified, the ways in which the applicant has sought to minimise any potential negative impacts.
- **Urban design:** GLA officers are broadly supportive of the design in terms of the built form and residential quality. The applicant should address comments in relation to site layout and public realm, notably in relation to the expanse of surface parking, along with comments in relation to fire safety and inclusive design. GLA officers do not consider that the proposal would include tall buildings, however will also review the Council's determination of the scheme in relation to this aspect at Stage II.

- Heritage: GLA officers consider at this stage that the proposal would result in a low level of less than substantial harm to nearby heritage assets which would need to be weighed against the benefits of the proposal at Stage II.
- Transport: The applicant should address comments in relation to healthy streets, vehicle access, car and cycle parking, transport network impacts and deliveries and servicing. Contributions should be discussed and secured towards healthy streets and rail and bus infrastructure improvements. Details outlined within the transport section of this report should be secured.
- Sustainable development and environmental issues: The applicant must address outstanding comments in relation to the energy strategy, whole-life cycle carbon, circular economy and trees.

For further information, contact GLA Planning Unit (Development Management Team):

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We are committed to being anti-racist, planning for a diverse and inclusive London and engaging all communities in shaping their city.

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Report No.
HPR2023/004

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: DEVELOPMENT CONTROL COMMITTEE AND RENEWAL,
RECREATION AND HOUSING PDS COMMITTEE

Date: DCC: 10 January 2023
RRH PDS: 23 January 2023

Decision Type: Non-Urgent Non-Executive Non-Key

Title: LOCAL PLAN REVIEW: ISSUES AND OPTIONS
CONSULTATION

Contact Officer: Ben Johnson, Head of Planning Policy and Strategy
E-mail: ben.johnson@bromley.gov.uk

Chief Officer: Tim Horsman, Assistant Director (Planning)

Ward: All Wards

1. Reason for report

1.1 This report provides details of the proposed 'Issues and Options' Local Plan consultation.

2. RECOMMENDATION(S)

2.1 That the Development Control Committee and Renewal, Recreation and Housing PDS Committee:

- 1) Note the details of the proposed Local Plan 'Issues and Options' consultation including the example section provided at Appendix 1; and,
- 2) Note that the final decision to approve the 'Issues and Options' draft for public consultation will be for the Director of Housing, Planning, Property and Regeneration, in discussion with the Portfolio Holder for Renewal, Recreation and Housing.

Impact on Vulnerable Adults and Children

1. Summary of Impact: No Impact
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Transformation Policy

1. Policy Status: New Policy – review of the Local Plan
 2. Making Bromley Even Better Priority:
 - (1) For children and young People to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
 - (4) For residents to live responsibly and prosper in a safe, clean and green environment great for today and a sustainable future.
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Financial

1. Cost of proposal: costs associated with consultation will be met from the Planning Policy and Strategy budget and funds from the Council's Growth Fund earmarked reserve.
 2. Ongoing costs: future costs associated with the Local Plan review will be met from the Planning Policy and Strategy budget and funds from the Council's Growth Fund earmarked reserve.
 3. Budget head/performance centre: Planning Policy and Strategy; Council's Growth Fund earmarked reserve
 4. Total current budget for this head: £0.568m; £0.6m
 5. Source of funding: Existing Revenue Budget for 2022/23; Council's Growth Fund earmarked reserve
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Personnel

1. Number of staff (current and additional): 10 FTE
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Planning and Compulsory Purchase Act 2004; Town and Country Planning (Local Planning) (England) Regulations 2012
 2. Call-in: Not Applicable
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Procurement

1. Summary of Procurement Implications: N/A
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Property

1. Summary of Property Implications: N/A
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: The Local Plan review will include policies concerning carbon reduction and sustainability. The Local Plan will be subject to a

sustainability appraisal which assesses the extent to which the policies within the document will help to achieve sustainable development.

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): N/A
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

Background

- 3.1 On 6 October 2022, Executive agreed to commence a review of the Bromley Local Plan¹ and agreed additional one-off funding of £600k for the Local Plan review process, to be met from the Council's Growth Fund earmarked reserve.
- 3.2 Ahead of commencing the review, a call for sites consultation exercise was undertaken between August and November 2021. As part of this exercise, landowners, developers and other interested parties were invited to put forward potential development sites for allocation, for development of housing, employment and retail uses or any other uses. These sites will help to give an understanding of what land is available to meet different development needs.
- 3.3 The next stage of the Local Plan review will be an 'Issues and Options' consultation, in line with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

'Issues and Options' consultation

- 3.4 The 'Issues and Options' consultation will include separate chapters covering topic areas to be included in the Local Plan, e.g. housing, economy, design. Each topic chapter will set out the current Local Plan position, highlight relevant changes since adoption (e.g. changes to national or London-wide planning policy); and then identify various potential options for the new Local Plan to address any relevant changes. The full 'Issues and Options' document is not yet prepared but an example draft section (covering Housing²) is provided at Appendix 1, to set out what the document will look like and the scope of the content. There are likely to be a number of issues which cut across different topic areas, for example, design could refer to general design principles, housing design, or sustainable design standards, meaning it could potentially be discussed in at least three sections. Where possible, the document will seek to avoid repetition and will discuss issues within a specific topic area, to help focus responses.
- 3.5 The Government announced forthcoming changes to the planning system in early December 2022, and indicated that a consultation on changes to the National Planning Policy Framework (NPPF) would be launched later in December 2022. Any proposed changes to the NPPF will be reflected in the 'Issues and options' draft document, where they would have an impact on the scope of the Local Plan review; at the time of writing, there is little specific detail on the extent of changes, hence any commentary at this stage would only be speculation.
- 3.6 The Director of Housing, Planning, Property and Regeneration will approve the final 'Issues and Options' document for consultation, in discussion with the Portfolio Holder for Renewal, Recreation and Housing.
- 3.7 The rationale of this consultation is to seek views from stakeholders on potential policy options at an early stage; these views would then help inform the drafting of the Local Plan, alongside requirements set out in national and London-wide planning policy, Council priorities and updated evidence base documents. The 'Issues and Options'

¹ Executive report 6 October 2022, 'LOCAL PLAN REVIEW – TIMESCALES AND BUDGET', available from: <https://cde.bromley.gov.uk/documents/s50100152/Exec%20210922%20Local%20Plan%20Review%20Report.pdf>

² There may be changes to the housing section prior to finalising the 'Issues and Options' consultation draft.

document will not set out any preferred policy positions at this stage.

- 3.8 There is no statutory minimum consultation period for a Regulation 18 consultation, but it is proposed to consult for a period of 8 weeks. Consultation would be undertaken in line with relevant regulations and the Council's Statement of Community Involvement (SCI). A specific communications plan will be prepared with support from the Council's communications team, to ensure that the reach of the consultation is extensive.

Integrated Impact Assessment

- 3.9 The Integrated Impact Assessment (IIA) is an important technical document which underpins the Local Plan process, and includes various statutory assessments/appraisals including a Sustainability Appraisal (SA) which is governed by specific legislation.
- 3.10 Stage A of the SA process (the scoping stage) needs to identify the scope and level of detail of the information to be included in the SA report. It should set out the context, objectives and approach of the assessment; and identify relevant environmental, economic and social issues and objectives. The scoping stage helps ensure the SA process is proportionate and relevant to the plan being assessed.
- 3.11 When deciding on the scope and level of detail of the information to be included in the report, the plan-maker must consult the statutory consultation bodies (Historic England, Natural England and the Environment Agency). Officers intend to undertake this scoping consultation alongside the 'Issues and Options' consultation.

4. POLICY IMPLICATIONS

- 4.1 The preparation of a Local Plan is informed by various statutory and policy requirements, including national policy and guidance set out in the NPPF and Planning Practice Guidance (PPG); and London-wide policy set out in the London Plan.
- 4.2 The Levelling Up and Regeneration Bill proposes some significant changes to the plan-making process, and will result in consequential amendments to the NPPF and PPG as a result. Such amendments could affect the Local Plan review process, for example, changes to process requirements or impacts on the scope or type of evidence needed. Officers will keep up-to-date with ongoing policy changes, in terms of the impacts on the plan-making process.

5. FINANCIAL IMPLICATIONS

- 5.1 Costs associated with the 'Issues and Options' consultation will be met from the Planning Policy and Strategy budget and funds from the Council's Growth Fund earmarked reserve.

6. LEGAL IMPLICATIONS

- 6.1 The Planning and Compulsory Purchase Act (2004) (as amended); and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) set out the statutory requirements for preparation of a Local Plan. Additional legislation applies with regard to preparation of the different assessments that form part of the IIA. The Local Plan and supporting documents will be prepared in line with relevant legislation.

Non-Applicable Sections:	Impact on Vulnerable Adults and Children; Personnel/Procurement/Property Implications; Customer Impact
Background Documents: (Access via Contact Officer)	<p>Bromley Local Plan 2019, available from: https://www.bromley.gov.uk/downloads/file/51/bromley-local-plan</p> <p>London Plan (adopted 2 March 2021), available from: https://www.london.gov.uk/sites/default/files/the_london_plan_2021.pdf</p> <p>National Planning Policy Framework (July 2021), available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf</p> <p>National Planning Practice Guidance – https://www.gov.uk/guidance/plan-making</p> <p>Planning and Compulsory Purchase Act 2004 - https://www.legislation.gov.uk/ukpga/2004/5/contents</p> <p>The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) - https://www.legislation.gov.uk/uksi/2012/767/contents</p> <p>Bromley Statement of Community Involvement (July 2016) - https://www.bromley.gov.uk/planning-policy/statement-community-involvement</p> <p>Executive report 6 October 2022, 'LOCAL PLAN REVIEW – TIMESCALES AND BUDGET', available from: https://cds.bromley.gov.uk/documents/s50100152/Exec%20210922%20Local%20Plan%20Review%20Report.pdf</p>

1. Housing

What is our current approach?

- 1.1 The Bromley Local Plan sets out policies covering all aspects of housing, including identifying housing targets and suitable locations for housing; setting out affordable housing requirements; and providing guidance on housing design, residential extensions and conversions.
- 1.2 Policy 1 sets a broad range of locations where new housing will be developed to meet the Borough housing target, including allocated sites and town centres. Delivery of housing on small sites – less than 0.25 hectares – is also identified as an important element of housing supply. The Bromley Town Centre Opportunity Area is identified in the Local Plan and London Plan as an area for housing growth, with an indicative target of 2,500 homes to be delivered.
- 1.3 Policy 2 sets out the threshold for affordable housing provision, and policy on the required affordable housing tenure and housing size mix, informed by a Strategic Housing Market Assessment (SHMA). The policy mirrors the approach set out in the London Plan, whereby provision above 35% that also addresses other policy requirements is not required to provide viability evidence to justify the proposed provision. Exceptional circumstances where the Council would accept off-site affordable housing or payments in lieu are also set out.
- 1.4 The Local Plan includes a policy which supports the provision of specialist and older peoples accommodation. It also allocates a number of sites to help meet an identified need for Gypsy and Travellers and Travelling Showpeople, and sets out criteria that any new sites should accord with.
- 1.5 A number of Local Plan policies relate to householder applications, including policies on residential extensions and conversions.

What has changed?

- 1.6 The Bromley Corporate Strategy commits to delivering the housing targets set out in the Local Plan. The adoption of the new London Plan has increased Bromley's housing target from 641 units per annum (as set out in the adopted Local Plan) to 774 units per annum. This creates additional challenges in terms of finding new sites for housing development and optimising the capacity of housing sites in a way that also preserves Bromley's character.
- 1.7 Bromley cannot currently demonstrate a five-year housing land supply, meaning that there are not currently enough sites to meet our future housing targets. There are likely to be a number of reasons for this, for example several sites projected to come forward by the adopted Local Plan have not materialised; and macro-economic factors and associated impacts on the housebuilding sector are likely to have affected applications coming forward.
- 1.8 The new London Plan sets out the following policies to increase housing supply:
 - Policy H1 requires boroughs to prepare delivery-focused Development Plans which allocate an appropriate range and number of sites that are suitable for residential and mixed-use development and intensification, and optimise the potential for housing delivery

on all suitable and available brownfield sites through their Development Plans and planning decisions, including sites with existing or planned public transport access levels (PTALs) 3-6 or which are located within 800m distance of a station or town centre boundary. It is noted that this can take a number of forms, such as new build, infill development, residential conversions, redevelopment or extension of existing buildings, including non-residential buildings and residential garages, where this results in net additional housing provision.

- Policy H2 states that boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making; the policy sets out an indicative small site housing target, although this is a component of the overall housing target, not a specific target to be met in its own right in addition to the overall housing target. The policy also requires boroughs to recognise in their Development Plans that local character evolves over time and will need to change in appropriate locations to accommodate additional housing on small sites; identify and allocate appropriate small sites for residential development; and where appropriate, prepare site-specific briefs, masterplans and housing design codes for small sites.

- 1.9 The NPPF, at paragraph 69, also recognises that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and states that local planning authorities should identify, through the development plan, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless there are strong reasons why this cannot be achieved. The NPPF also advocates the use of tools such as area-wide design assessments to help bring small and medium sized sites forward;
- 1.10 The new London Plan has retained the Bromley Town Centre opportunity area designation, which identifies an indicative capacity of 2,500 new homes and 2,500 new jobs in the town centre. Policy SD1 sets out policy concerning opportunity areas, stating that boroughs should clearly set out how they will encourage and deliver the growth potential of Opportunity Areas in their development plans; and should support development which creates employment opportunities and housing choice for Londoners. London Plan Policy H1 notes that boroughs should enable the delivery of housing capacity identified in Opportunity Areas, working closely with the GLA, to help achieve housing targets.
- 1.11 London Plan Policy H1 states that boroughs should establish ambitious and achievable build-out rates at the planning stage, incentivising build-out milestones to help ensure that homes are built quickly and to reduce the likelihood of permissions being sought to sell land on at a higher value. The NPPF sets out definitions for 'deliverable' sites, i.e. sites which are expected to come forward within five years; and 'developable' sites or locations, i.e. sites or locations which are considered likely to come forward in the longer-term.
- 1.12 The NPPF and London Plan affordable housing threshold has also changed, to align with the definition of major development as set out in legislation, i.e. development proposals providing 10 residential units or more. The Local Plan threshold does not reflect this, instead seeking affordable housing on all housing developments capable of providing 11 residential units or more or where the residential floorspace is more than 1000sqm, irrespective of the number of dwellings.
- 1.13 The NPPF also states that provision of affordable housing should not be sought for residential developments that are not major developments; and expects that at least 10% of the total number of homes delivered as part of development be available for affordable home ownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups.

- 1.14 The Bromley Corporate Strategy sets out the aim to ensure the delivery of 1,000 new affordable quality homes; and that the housing needs and aspirations of more vulnerable people, including adults who have learning disabilities and older people, feature consistently in the development and delivery of our housing plans. Bromley's affordable housing completions in recent years have been poor, with less than 200 units completed since 2017/18.
- 1.15 The new London Plan incorporates the threshold approach to affordable housing, first introduced in the Affordable Housing and Viability Supplementary Planning Guidance (SPG) and reflected in the adopted Bromley Local Plan.
- 1.16 The NPPF definition of affordable housing was updated in 2018, with further amendments to PPG published in 2021 relating to the Government's new 'First Homes' tenure, a specific kind of discounted market sale housing.
- 1.17 London Plan policy H6 sets out new policy on affordable housing tenures that should be sought as part of new development, informed by evidence from the London-wide SHMA. The policy requires:
- a minimum of 30 per cent low-cost rented homes, as either London Affordable Rent or Social Rent, allocated according to need and for Londoners on low incomes;
 - a minimum of 30 per cent intermediate products which meet the definition of genuinely affordable housing, including London Living Rent and London Shared ownership; and
 - the remaining 40 per cent to be determined by the borough as low-cost rented homes or intermediate products based on identified need.
- 1.18 Policy D3 of the new London Plan replaced the density matrix approach, which set out a range of suitable housing densities, with a design-led approach, which requires all development to make the best use of land to ensure that site capacities are optimised. This means ensuring that development is of the most appropriate form and land use for the site, and that different design options are considered to determine the most appropriate form of development that responds to a site's context and capacity for growth, and existing and planned supporting infrastructure capacity.
- 1.19 The new London Plan has policies covering various forms of housing, including build to rent (policy H11), supported and specialised accommodation (policy H12), specialist older persons housing (policy H13), gypsy and traveller accommodation (policy H14), purpose-built student accommodation (policy H15) and large-scale purpose-built shared living (policy H16). The NPPF requires local planning authorities to assess the size, type and tenure of housing needed for different groups in the community, including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes. Where need for such housing is established, it is expected that local planning policies would aim to address this need.

How can the new Local Plan respond to these changes?

- 1.20 Identifying sufficient housing supply to meet housing targets will be a key challenge for the new Local Plan. A significant element of housing supply is likely to be delivered from large sites (0.25 hectares or more), and the Local Plan can play a significant role in bringing such sites forward by allocating them for development. Any allocated sites would be identified in accordance with the Local Plan spatial strategy, which will identify locations for strategic development and in broad terms the location for growth, areas with significant opportunities

for change and enhancement, as well as areas where protection and more constrained development is anticipated. Detailed evidence will be compiled to inform the spatial strategy, including a characterisation study.

- 1.21 The NPPF, at paragraph 119, is clear that objectively assessed needs (such as housing need) is accommodated in a way that makes as much use as possible of previously-developed or 'brownfield' land; and at paragraph 105, the NPPF states that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. The London Plan policy H1 echoes the NPPF, requiring boroughs to optimise the potential for housing delivery on all suitable and available brownfield sites.
- 1.22 The site allocations in the adopted Local Plan have basic parameters in terms of site specific requirements. Considering the London Plan shift to a design-led approach, any site allocations in the new Local Plan could set out more detailed parameters, including detailed design requirements relating to height, scale, massing and other components of design. This would serve to give a realistic indication of housing capacity on sites, which would help to demonstrate deliverability of sites, give more certainty to site owners about what is considered suitable and ultimately assist with the adoption of a delivery-focused Local Plan as per London Plan requirements.
- 1.23 Small sites currently play an important role in housing delivery in Bromley, and will continue to do so. Some intensification of small sites delivery, increasing the current rate of delivery, could be investigated, in line with London Plan policy H2 requirements; however, any intensification would need to be particularly mindful of the borough's predominantly suburban, low-rise character. Tools such as design codes could be put in place to set clear parameters for such intensification. This could cover different geographies, for example covering a specific site or a broad area.
- 1.24 Maximising affordable housing delivery is also a key issue for the Local Plan, reflecting policy requirements in the London Plan and NPPF, and Council priorities. A new SHMA will be prepared to provide updated evidence on affordable housing need, which will inform any new policy on affordable housing in terms of the tenure and amount of affordable housing sought, along with requirements set out in the NPPF and London Plan. While noting the NPPF policy limiting the ability of local planning authorities to seek affordable housing on non-major development, such provision could help improve affordable housing delivery to help address identified need, either through direct provision of homes or through financial contributions. A small sites affordable housing requirement could therefore be explored as part of the new Local Plan.
- 1.25 Viability considerations also need to be taken into account when preparing the Local Plan policies; any level of affordable housing sought in the new Local Plan will need to be viable. This will be considered as part of an overarching Local Plan viability study.
- 1.26 The new SHMA will also inform new policy on the required housing size mix, in terms of what size units are needed as part of new housing development; and set out evidence of need for different types of housing, such as older persons accommodation. Updated evidence on gypsy and traveller need will also be sought. Evidence of need for these different types of housing will be used to inform the development of Local Plan policies for each different type of housing.
- 1.27 The adopted Local Plan has a policy on houses in multiple occupation (HMOs), which sets out criteria to assess potential adverse impacts that may arise from such development. The Council has put in place Article 4 Directions to remove C3 to C4 permitted development rights, covering the entire borough this means that all HMOs will now need planning permission. The

Local Plan review gives an opportunity to revisit this policy to ensure that the full range of potential impacts associated with HMOs can be adequately assessed.

- 1.28 New housing typologies and development models have emerged in recent years and are reflected in the London Plan and NPPF, such as large-scale purpose-built shared living (also known as co-living accommodation) and purpose-built private rented sector accommodation (also known as 'build to rent'). The Local Plan could set out local-specific policy for such housing, potentially including specific locations that may be suitable. Any policy could also reflect the impact that certain typologies may have on delivering Council priorities, for example co-living proposals do not usually propose on-site affordable housing, meaning that such developments will have a lesser contribution towards meeting Bromley's affordable housing need.

Let us know your thoughts on Housing policy

Q1: Where should new housebuilding be focused in the borough, in order to meet housing need?

Q2: Should the Council seek to increase delivery from smaller sites (less than 0.25 hectares)?

Q3: Do you think the Council should seek to put in place detailed guidance and utilise tools such as design codes to guide housing development in the Borough?

Q4: How important is the delivery of affordable housing, and what (if any) specific affordable housing tenures should be prioritised, e.g. social rent, low cost home ownership?

Q5: Do you think the Council should investigate the potential for seeking affordable housing on small sites (less than 10 units)?

Q6: What size of new homes do you think should be prioritised?

Q7: What (if any) types of housing, other than conventional self-contained dwellings, do you think the Council should prioritise as part of the new Local Plan?

Q8: Is there anything else that you feel we need to address through the new Local Plan housing policies?

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Report No.
HPR2023/005

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: DEVELOPMENT CONTROL COMMITTEE

Date: 10th January 2023

Decision Type: Non-Urgent Non-Executive Non-Key

Title: COUNCILLOR PLANNING APPLICATION 'CALL INS'

Contact Officer: Tim Horsman, Assistant Director (Planning)
Tel: 020 8313 4956 E-mail: Tim.Horsman@bromley.gov.uk

Chief Officer: Director of Housing, Planning & Regeneration

Ward: All Wards

1. Reason for report

1.1 Following Planning Service Improvements, Councillor 'call-ins' for planning applications are regularly reported to Development Control Committee for information.

2. RECOMMENDATION

2.1 Members note the report.

Impact on Vulnerable Adults and Children

1. Summary of Impact: N/A
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Corporate Policy

1. Policy Status: Existing Policy:
 2. BBB Priority: Excellent Council:
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Financial

1. Cost of proposal: Applications considered at committee cost more than those determined under delegated authority
 2. Ongoing costs: Recurring Cost:
 3. Budget head/performance centre: Planning / Development Management
 4. Total current budget for this head: £1.7m
 5. Source of funding: Existing budget
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Personnel

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Non-Statutory - Government Guidance:
 2. Call-in: Not Applicable.
-

Procurement

1. Summary of Procurement Implications: N/A
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): N/A
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

- 3.1 A report is regularly brought to DCC summarising the number of Councillor planning application 'call ins' and this figure broken down by Ward. Officers have delegated authority to determine applications in a range of circumstances except where a Councillor makes a written request to 'call in' a specific application to committee.
- 3.2 The data provided below is for 'call ins' relating to applications determined by the Council since the recent elections in May 2022 up to the end of October 2022. There is no historic comparison yet for this data due to changes in the ward structure. The next reporting period for this information will be November 2022 up to the end of March 2023 and then in 6 monthly cycles after that. Please note that some cases may have been called in by former Councillors.
- 3.3 The data includes all cases which were subject to a 'call in' request (including 'conditional' call ins) and thus includes cases which may not ultimately have been determined at committee.

Figure 1 - Planning application 'call ins' for applications determined within period

Ward	May – November 2022		
	No. call ins	Total Apps Decided	Call ins as % of total
Beckenham Town and Copers Cope	0	66	0.0%
Bickley and Sundridge	1	95	1.1%
Biggin Hill	3	47	6.4%
Bromley Common and Holwood	2	89	2.2%
Bromley Town	5	187	2.7%
Chelsfield	1	45	2.2%
Chislehurst	11	264	4.2%
Clock House	0	128	0.0%
Crystal Palace and Anerley	0	23	0.0%
Darwin	2	85	2.4%
Farnborough and Crofton	0	161	0.0%
Hayes and Coney Hall	5	154	3.2%
Kelsey and Eden Park	5	136	3.7%
Mottingham	1	33	3.0%
Orpington	1	135	0.7%
Penge and Cator	2	113	1.8%
Petts Wood and Knoll	9	173	5.2%
Plaistow	0	40	0.0%
Shortlands and Park Langley	2	89	2.2%
St Mary Cray	1	46	2.2%
St Paul's Cray	0	27	0.0%
West Wickham	1	129	0.8%
Total	52	2265	2% (Av)

3.4 Although not directly comparable on ward level due to the boundary changes, the previous average call in rate (as a percentage of applications determined) across the whole Borough in 2021 was 3%.

4. FINANCIAL IMPLICATIONS

4.1 Applications determined at committee result in a higher cost per application than those determined under delegated powers.

5. PERSONNEL IMPLICATIONS

5.1 Applications determined at committee result in more staff time and in particular a greater requirement for staff working outside of normal hours.

Non-Applicable Sections:	Impact On Vulnerable Adults and Children; Policy Implications; Legal Implications; Procurement Implications
Background Documents: (Access via Contact Officer)	N/A