

Decision Maker: DEVELOPMENT CONTROL COMMITTEE

Date: 25 March 2021

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

Title: LONDON PLAN ADOPTION

Contact Officer: Ben Johnson, Head of Planning Policy and Strategy
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Chief Officer: Tim Horsman, Assistant Director (Planning)

Ward: (All Wards);

1. Reason for report

- 1.1. This report provides an update on the newly adopted London Plan, which now forms part of the Bromley Development Plan and will be used to determine planning applications. The report provides details on the policies in the new plan and, where relevant, discusses the implications for the Bromley Local Plan.
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2. RECOMMENDATION(S)

- 2.1. That Development Control Committee note this report.

Impact on Vulnerable Adults and Children

1. Summary of Impact: No impact
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Corporate Policy

1. Policy Status: Not Applicable
 2. BBB Priority: Regeneration
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Financial

1. Cost of proposal: N/A
 2. Ongoing costs: N/A
 3. Budget head/performance centre: N/A
 4. Total current budget for this head: N/A
 5. Source of funding: N/A
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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: Planning and Compulsory Purchase Act 2004; Greater London Authority Act 1999
 2. Call-in: Not Applicable
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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? N/A
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

Background

- 3.1. The Mayor of London has prepared a new London Plan, which was adopted on 2 March 2021. The new London Plan now forms part of Bromley's Development Plan and will be used to assess planning applications. It supersedes the previous London Plan, which was adopted in 2016.
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- 3.3. Various reports on the development and progress of the new London Plan have previously been considered by Development Control Committee and provide a useful background for this report. Links to these reports are provided in the background documents section below.
- 3.4. Throughout the London Plan process, there have been a number of changes made to the document as a result of representations made by Bromley and other Boroughs, including a significant reduction to the small sites component of the housing target; concessions relating to Outer London maximum parking standards; and changes to the residential growth potential of Petts Wood and West Wickham Town Centres, reducing from Medium to Incremental.

Legal status

- 3.5. 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."*
- 3.6. Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended) states that decisions on planning applications must be made in accordance with the Development Plan unless material considerations indicate otherwise.
- 3.7. As the London Plan is the last document to become part of the Development Plan, it will take primacy where there is conflict with the Local Plan.
- 3.8. The London Plan adoption was accompanied by a savings statement¹ detailing which Supplementary Planning Guidance documents have been 'saved'.

Summary of new London Plan chapters

- 3.9. This section provides a summary of the new London Plan policies, including comments on specific implications on Local Plan policies where relevant. A number of new London Plan policies will require submission of information to enable proper assessment of applications. The local validation requirements are currently under review, to ensure that the information required at validation stage reflects the new London Plan requirements, and also to make any other necessary changes.

Planning London's future - Good Growth

- 3.10. The Good Growth objectives GG1 to GG6 provide the context for the policies in the London Plan. Good Growth is defined as "growth that is socially and economically inclusive and

¹ https://www.london.gov.uk/sites/default/files/plp_2020_savings_statement.pdf

environmentally sustainable”, in effect duplicating the well-understood principle of planning for sustainable development which already underpins the entire planning system. These objectives were originally intended to be policies in their own right but amended to objectives following a recommended modification by the London Plan Panel of Inspectors.

- 3.11. The objectives cover building strong and inclusive communities; making the best use of land; creating a healthy city; delivering the homes Londoners need; growing a good economy; and increasing efficiency and resilience.

Spatial development patterns

- 3.12. Policies SD1 to SD10 provide a strategic framework for those parts of London that will see significant development over the lifetime of the Plan. The policies address how change will be managed for London’s most sensitive and complex places.
- 3.13. Policy SD1 identifies Bromley Town Centre as an Opportunity Area (OA) within the Bakerloo Line Extension growth corridor. The OA has an indicative capacity for 2,500 homes and 2,000 jobs. This is consistent with the OA policy in the Bromley Local Plan (policy 90). Policy SD1 sets out criteria for plan-making and decision-taking and encourages the development of further guidance (such as Supplementary Planning Documents) to deliver the OA objectives.
- 3.14. Policies SD6 to SD9 concern Town Centres. There is no change to the classification of Town Centres in the Borough. Bromley Town Centre remains as a Metropolitan Centre, one of 14 such centres across Greater London. Orpington remains as Major Town Centre and Beckenham, Crystal Palace, Penge, Petts Wood and West Wickham remain as District Centres.
- 3.15. The policies promote a Town Centre first approach and set out criteria to ensure that the vitality and viability of Town Centres is protected and enhanced. This relates to plan preparation and the determination of specific planning applications. The general thrust of these policies accords with the Local Plan although policy SD6 has a stronger emphasis on the role of residential uses in town centres.
- 3.16. Policy SD10 concerns strategic and local areas for regeneration. This policy is similar to previous London Plan policy 2.14, which informed the development of the Local Plan renewal area policies. The new areas are based on updated deprivation data, but the policy is consistent with the Local Plan.

Design

- 3.17. Policies D1 to D14 relate to design, both in terms of more strategic design principles and also specific detailed considerations.
- 3.18. Policies D1 relates to plan-making. It requires Boroughs to undertake area assessments to define the characteristics, qualities and value of different places within the plan area to develop an understanding of different areas’ capacity for growth.
- 3.19. Policy D2 concerns infrastructure requirements relating to development proposals. The density of development proposals should consider, and be linked to, the provision of future planned levels of infrastructure rather than existing levels; and be proportionate to the site’s connectivity and accessibility by walking, cycling, and public transport to jobs and services (including both PTAL and access to local services). Where there is currently insufficient capacity of existing infrastructure to support proposed densities (including the impact of cumulative development), boroughs should work with applicants and infrastructure providers to ensure that sufficient capacity will exist at the appropriate time.

- 3.20. When a proposed development is acceptable in terms of use, scale and massing, given the surrounding built form, uses and character, but it exceeds the capacity identified in a site allocation or the site is not allocated, and the borough considers the planned infrastructure capacity will be exceeded, additional infrastructure proportionate to the development should be delivered through the development.
- 3.21. Policy D3 replaces the previous density matrix with a 'design-led approach' that optimises the capacity of sites, meaning that there is no longer a quantitative metric to assess site capacity. This will affect Policy 4 of the Local Plan, which explicitly references the density matrix.
- 3.22. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth, and existing and planned supporting infrastructure capacity. Higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.
- 3.23. The new design-led approach will require a site-specific consideration against specific criteria (grouped under 'form and layout', 'experience' and 'quality and character'); the criteria is based on well understood policy and design principles. The new Good Quality Housing SPG will provide further guidance on the implementation of policy D3.
- 3.24. Policy D4 sets out a detailed approach to scrutinising design and maintaining design quality throughout the lifetime of a development. It requires the provision of the necessary technical information to allow for proper scrutiny of a proposal (commensurate to its size); this could include site specific masterplans and design codes. Applications referable to the Mayor are required to undergo at least one design review (Mayoral or borough level where relevant).
- 3.25. Policy D5 requires development to achieve the highest standards of accessible and inclusive design. The policy sets out detailed qualitative criteria to achieve these high standards. Policy D6 details standards for new housing, including space standards for new residential units and for private outdoor space. Policy D7 sets out requirements for wheelchair user and accessible and adaptable dwellings. Policies D5 to D7 largely reflect policy in the previous London Plan and are consistent with the Bromley Local Plan.
- 3.26. Policy D8 sets out detailed criteria relating to the public realm. This policy has been strengthened compared to the previous London Plan and includes detailed criteria that should be addressed by relevant proposals.
- 3.27. Policy D9 sets out a new approach to tall buildings. Definitions and suitable tall building locations should be determined by boroughs in Local Plans. A default definition is provided for boroughs which do not have a specific local definition. The policy sets out detailed criteria to assess TBs, based on visual, functional, environmental and cumulative impacts. The criteria are more detailed than those set out in policy 47 of the Local Plan.
- 3.28. Policy D10 relates to basement development, encouraging boroughs to develop policies to address the negative impacts of large-scale basement development beneath existing buildings, where this is identified as an issue locally. The policy does not directly apply to development proposals.
- 3.29. Policy D11 requires development proposals to maximise building resilience and minimise potential physical risks, including those arising as a result of extreme weather, fire, flood and related hazards. The importance of designing out crime and measures to deter terrorism is made clear. These measures should be considered at the start of the design process. Policy D12 states that development proposals must achieve the highest standards of fire safety, in accordance with specific design considerations. Major development proposals should be submitted with an independent fire statement which addresses specified criteria.

3.30. Policy D13 introduces the agent of change principle, which places the responsibility for mitigating impacts from existing noise and other nuisance-generating activities or uses on the proposed new noise-sensitive development. The policy requires a design-led approach (considered from an early stage of the design) to preventing impacts, with potential for other mitigation/management measures (which should be secured through planning obligations). Policy D14 sets out specific criteria which proposals should address to manage noise impacts; it links strongly to policy D13.

Housing

3.31. Policies H1 to H16 relate to housing, including housing supply, affordable housing, housing size mix. There are several policies relating to specific housing typologies.

3.32. Policy H1 sets out 10-year housing targets for London Boroughs. The overall target for London is approximately 52,000 homes per annum, an increase of ~10,000 homes per annum compared to the previous London Plan. Bromley's housing target is now 774 homes per annum, compared to 641 homes per annum in the previous London Plan and policy 1 of the Local Plan. The latest housing supply position set out in the Bromley Trajectory September 2020 is based on the annual figure of 774 units and concludes the Council does not have a five-year housing land supply at present.

3.33. Table 1 below sets out the change in targets for all Boroughs:

Table 1 – changes to London Plan housing targets (green text = increase; red text = decrease)

Borough	London Plan 2016 housing target (homes per annum)	London Plan 2021 housing target (homes per annum)	Change (+/- no. homes per annum)	2021 target as % of 2016 target
Barking & Dagenham	1,236	1,944	+708	157%
Barnet	2,349	2,364	+15	101%
Bexley	446	685	+239	154%
Brent	1,525	2,325	+800	152%
Bromley	641	774	+133	121%
Camden	889	1,038	+149	117%
City of London	141	146	+5	104%
Croydon	1,435	2,079	+644	145%
Ealing	1,297	2,157	+860	166%
Enfield	798	1,246	+448	156%
Greenwich	2,685	2,824	+139	105%
Hackney	1,599	1,328	-271	83%
Hammersmith & Fulham	1,031	1,609	+578	156%
Haringey	1,502	1,592	+90	106%
Harrow	593	802	+209	135%
Havering	1,170	1,285	+115	110%
Hillingdon	559	1,083	+524	194%
Hounslow	822	1,782	+960	217%
Islington	1,264	775	-489	61%
Kensington & Chelsea	733	448	-285	61%
Kingston	643	964	+321	150%
Lambeth	1,559	1,335	-224	86%
Lewisham	1,385	1,667	+282	120%
London Legacy DC	1,471	2,154	+683	146%
Merton	411	918	+507	223%

Newham	1,994	3,280	+1,286	164%
Old Oak Park Royal DC		1,367		
Redbridge	1,123	1,409	+286	125%
Richmond	315	411	+96	130%
Southwark	2,736	2,355	-381	86%
Sutton	363	469	+106	129%
Tower Hamlets	3,931	3,473	-458	88%
Waltham Forest	862	1,264	+402	147%
Wandsworth	1,812	1,950	+138	108%
Westminster	1,068	985	-83	92%

3.34. Policy H1 sets out specific mechanisms that Boroughs should employ to ensure that the targets are achieved. This includes prioritising delivery from 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; and from small sites as set out in Policy H2.

3.35. 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 a minimum target for small sites although this is a component of the overall target; Bromley's small sites target is 379 homes per annum, or 49% of the overall target. Part B of the policy sets out measures that Boroughs should undertake to promote small sites, including recognising 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; and identifying and allocating appropriate small sites for residential development.

3.36. Policy H3 encourages the use of vacant long-term development sites for temporary housing.

3.37. Policies H4 to H6 set out the approach to affordable housing. Proposals for 10 units or more should provide on-site affordable housing, with off-site delivery or cash in lieu contributions only acceptable in exceptional circumstances. This differs from the Local Plan which has a threshold of 11 residential units or more or where the residential floorspace is more than 1000sqm.

3.38. The level of affordable housing is determined through the 'threshold approach'. Applications which meet relevant thresholds (35% on private sites, 50% on public sector sites), are consistent with other policies including tenure split and are subject to an early stage review mechanism, can be fast-tracked, meaning they do not need to provide viability information. Applications which do not address these criteria must follow the 'viability tested' route and provide detailed financial viability information to demonstrate the maximum level of affordable housing. Early and late stage reviews would be applied to these applications. The Affordable Housing and Viability SPG (2017) remains extant and provides further guidance on the operation of the London Plan 'threshold approach'.

3.39. Policy H6 sets out a required affordable housing tenure split of 30% low-cost rented homes (e.g. affordable rent); 30% intermediate (e.g. shared ownership); and 40% to be determined by the Borough. This is consistent with the Local Plan required tenure mix of 60% social-rented/affordable rented housing and 40% intermediate housing.

3.40. Policy H7 concerns the monitoring of affordable housing. Policy H8 concerns estate regeneration, noting that 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. Policy H9 sets out policy to encourage best use of stock, encouraging restrictions on the use of housing as short-term holiday rental accommodation and highlighting the importance of good quality HMOs in meeting local and strategic housing needs.

3.41. Policy H10 states that housing schemes should generally consist of a range of unit sizes; site specific mix should be informed by various factors including the tenures proposed and robust local evidence of need where available or, where this is not available, the range of housing need and demand identified by the 2017 London Strategic Housing Market Assessment.

3.42. Policies H11 to H16 provide specific criteria relating to assess the following housing typologies, including typology-specific criteria relating to design, affordable housing requirements and management:

- Build to rent
- Supported and specialised accommodation
- Specialist older persons housing
- Gypsy and traveller accommodation
- Purpose-built student accommodation
- Large-scale purpose-built shared living

Social Infrastructure

3.43. Policies S1 to S7 set out the strategic approach to social infrastructure and also specific policies for particular types of social infrastructure. Policy S1 states that, when preparing Development Plans, Boroughs should ensure the social infrastructure needs of London's diverse communities are met, informed by a needs assessment of social infrastructure. The policy supports provision of high quality, inclusive social infrastructure that addresses a local or strategic need; and encourages co-location of different forms of social infrastructure and the rationalisation or sharing of facilities to make the best use of land. The loss of social infrastructure may be acceptable if there is appropriate re-provision of services or if the loss is part of a wider public service transformation plan which requires investment in modern, fit for purpose infrastructure and facilities to meet future population needs or to sustain and improve services. Redundant social infrastructure should be considered for full or partial use as other forms of social infrastructure before alternative developments are considered, unless this loss is part of a wider public service transformation plan.

3.44. Policies S2 and S3 concern Health and social care facilities and Education and childcare facilities respectively. Both policies require needs for the specific uses to be identified and addressed and provide criteria to assess sites which come forward for these uses.

3.45. Policy S4 relates to play and informal recreation. The policy requires Boroughs to prepare a needs assessment of children and young person's play and informal recreation facilities to inform plan-making. Development proposals should increase opportunities for play and informal recreation children and young people to be independently mobile; residential developments should incorporate good-quality, accessible play provision for all ages, at least 10 square metres of playspace per child (based on projected child yield).

3.46. Policy S5 aims to ensure a sufficient supply of good quality sports and recreation facilities, by requiring Boroughs to prepare a needs assessment for sports and recreation facilities to inform plan-making; providing criteria to assess proposals for new facilities; and protecting existing facilities and recreational land.

3.47. Policy S6 requires large-scale developments – defined as development with a total floorspace of more than 15,000 square metres (outside Central London) - to provide free publicly accessible toilets. Policy S7 requires Boroughs, when plan-making, to ensure provision is made for the different burial needs and requirements of London's communities. Development proposals for new burial provision should be supported.

Economy

- 3.48. Policies E1 to E11 cover a range of economic uses. Policy E1 notes that improvements to the quality, flexibility and adaptability of office space of different sizes (for micro, small, medium-sized and larger enterprises) should be supported by new office provision, refurbishment and mixed-use development. Increases in office stock are supported in specific locations, including town centres outlined in Annex 1 (which in Bromley is only Bromley Town Centre) and locally-oriented, town centre office provision to meet local needs. Existing viable office floorspace capacity in these and other locations should be retained, supported by borough Article 4 Directions to remove permitted development rights where appropriate.
- 3.49. Policy E2 encourages Boroughs to put in place local policies that support the provision, and where appropriate, protection of a range of B Use Class business space, in terms of type, use and size, at an appropriate range of rents, to meet the needs of micro, small and medium-sized enterprises and to support firms wishing to start-up or expand. Development proposals for new B Use Class business floorspace greater than 2,500 sqm (gross external area), or a locally determined lower threshold in a local Development Plan Document, should consider the scope to provide a proportion of flexible workspace or smaller units suitable for micro, small and medium-sized enterprises.
- 3.50. Policy E3 encourages Boroughs, when developing their Local Plans, to consider the need for affordable workspace, which is B-use space secured through planning obligation at rents maintained below the market rate for that space, for a specific social, cultural or economic development purpose
- 3.51. Policies E4 to E7 concern industrial land. Policy E4 states that a sufficient supply of land and premises in different parts of London to meet current and future demands for industrial and related functions should be provided and maintained. The policy sets out three categories for London's land and premises for industry, logistics and services: Strategic Industrial Locations (SIL); Locally Significant Industrial Sites (LSIS); and non-designated industrial sites. Policies E5 to E7 provide specific criteria relating to these three industrial land categories.
- 3.52. Policy E5 states that SIL should be managed proactively through a plan-led process to sustain them as London's largest concentrations of industrial, logistics and related capacity for uses that support the functioning of London's economy. Boroughs should define detailed SIL boundaries through plan-making and develop local policies to protect and intensify the function of SILs and enhance their attractiveness and competitiveness. Boroughs are also encouraged to explore opportunities to intensify and make more efficient use of land in SILs in Development Plan reviews, which links with policy E7 promotion of co-location of industrial uses with housing. Proposals for industrial uses in SIL are supported. Proposals within or adjacent to SILs should not compromise the integrity or effectiveness of these locations in accommodating industrial-type activities and their ability to operate on a 24-hour basis. Residential development adjacent to SILs should be designed to ensure that existing or potential industrial activities in SIL are not compromised or curtailed.
- 3.53. Policy E6 encourages Boroughs to designate and define detailed boundaries and policies for LSIS, justified by evidence in local employment land reviews, and make clear the range of industrial and related uses that are acceptable in LSIS.
- 3.54. Policy E7 encourages the intensification of business uses in Use Classes B1c, B2 and B8 occupying all categories of industrial land. Development Plans and planning frameworks should be proactive and consider, in collaboration with the Mayor, whether certain logistics, industrial and related functions in selected parts of SIL or LSIS could be intensified to provide additional industrial capacity. Intensification can also be used to facilitate the consolidation of an identified SIL or LSIS to support the delivery of residential and other uses, such as social infrastructure, or to contribute to town centre renewal. Detailed criteria to guide this process is set out in the latter

part of policy E7. Mixed-use or residential development proposals on Non-Designated Industrial Sites should only be supported where specific criteria are met, including a requirement for such sites to be specifically allocated in an adopted local Development Plan Document.

3.55. Policy E8 encourages innovation and the development of new employment sectors to facilitate new employment opportunities.

3.56. Policy E9 concerns retail, markets and hot food takeaways. The policy was drafted and examined prior to the introduction of the new use classes order, which will affect implementation of the policy. Policy E9 states that Boroughs should identify future retail requirements and set out policies to meet them. Comparison retailing is prioritised in Metropolitan and Major Town Centres, with district, local and neighbourhood centres more of a focus for convenience retailing. This is broadly consistent with the retail policies in the Local Plan.

3.57. Proposals for hot food takeaways within 400 metres walking distance (or a locally-set distance) from the entrances and exits of an existing or proposed primary or secondary school should not be permitted.

3.58. Policy E10 supports a strong visitor economy, which includes the need for a sufficient supply and range of serviced accommodation should be maintained. In outer London, serviced accommodation should be promoted in town centres and within Opportunity Areas (in accordance with the sequential test) where they are well-connected by public transport, particularly to central London. The policy requires a proportion of bedrooms in serviced accommodation to be accessible.

3.59. Policy E11 states that development proposals should support employment, skills development, apprenticeships, and other education and training opportunities in both the construction and end-use phases, including through Section 106 obligations where appropriate.

Heritage and Culture

3.60. Policies HC1 to HC7 concern heritage and cultural issues. Policy HC1 encourages Boroughs to develop evidence that demonstrates a clear understanding of London's historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to, and interpretation of, the heritage assets, landscapes and archaeology within their area. The policy also concerns development proposals, requiring them to avoid harm to heritage and archaeological assets, and, where possible, enhance them.

3.61. Policy HC1 is consistent with the approach to heritage assets in the Bromley Local Plan. With regard to Archaeological Priority Areas (APAs), the London Plan refers to a new tier system of classification, recognising their different degrees of archaeological significance and potential as presently understood.

3.62. Policy HC2 relates to World Heritage Sites, hence it does not have any implications for Bromley. Policy HC3 sets out policy for strategic and local views, while policy HC4 sets out criteria to assess development proposals within strategic views. There are no strategic views from, to or across Bromley. Boroughs are encouraged to identify local views in their Local Plans and strategies, using the principles of Policy HC4 London View Management Framework for the designation and management of local views. Where a local view crosses borough boundaries, the relevant boroughs should work collaboratively to designate and manage the view.

3.63. Policy HC5 protects existing cultural venues, facilities and uses where appropriate and supports the development of new cultural venues in town centres and places with good public transport connectivity. The policy encourages Boroughs to identify cultural quarters through Local Plans.

3.64. Policy HC6 encourages Boroughs to develop a vision for the night-time economy, supporting its growth and diversification, in particular within strategic areas of night-time activity identified in Annex 1; this identifies Bromley Town Centre as an area of regional or sub-regional significance, and Beckenham Town Centre as an area with more than local significance. The policy sets out criteria for assessing applications for night-time economy uses, including a requirement to address the cumulative impact of high concentrations of licensed premises on anti-social behaviour, noise pollution, health and wellbeing and other issues for residents and nearby uses, and seek ways to diversify and manage these areas.

3.65. Policy HC7 concerns public houses. The policy encourages protection public houses where they have a heritage, economic, social or cultural value to local communities, or where they contribute to wider policy objectives for town centres, night-time economy areas or specific designated cultural areas. Applications that propose the loss of public houses with heritage, cultural, economic or social value should be refused unless there is authoritative marketing evidence that demonstrates that there is no realistic prospect of the building being used as a pub in the foreseeable future. Redevelopment of associated accommodation, facilities or development within the curtilage of the public house that would compromise the operation or viability of the public house use should be resisted. New public houses are supported in specific areas such as Town Centres.

Green Infrastructure and Natural Environment

3.66. Policies G1 to G9 focus on green infrastructure, setting out the strategic approach and also specific policies for different types of green infrastructure. Green infrastructure is defined as the network of parks, rivers, water spaces and green spaces, plus the green elements of the built environment, such as street trees, green roofs and sustainable drainage systems, all of which provide a wide range of benefits and services.

3.67. Policy G1 promotes the protection and enhancement of green infrastructure. Green infrastructure should be planned, designed and managed in an integrated way to achieve multiple benefits. It should be incorporated into design and detailed information should be provided, focussing on connectivity of green spaces.

3.68. Policy G2 concerns the Green Belt. The policy reflects the NPPF Green Belt policy, requiring inappropriate development proposals to justify ‘very special circumstances’, while ‘exceptional circumstances’ are required to justify either the extension or de-designation of the Green Belt through the preparation or review of a Local Plan.

3.69. Policy G3 covers Metropolitan Open Land (MOL). MOL is afforded the same status and level of protection as Green Belt. This is consistent with the Local Plan. Any alterations to the boundary of MOL should be undertaken through the Local Plan process, in consultation with the Mayor and adjoining boroughs. MOL boundaries should only be changed in exceptional circumstances when this is fully evidenced and justified, in line with criteria set out in the policy.

3.70. Policy G4 encourages Boroughs to assess need for open space when plan-making and include appropriate designations and policies for the protection of open space to meet needs and address deficiencies. Loss of protected open space is resisted and development proposals are encouraged, where possible, to create areas of publicly accessible open space, particularly in areas of deficiency.

3.71. Policy G5 sets out the urban greening factor (UGF). This is a new policy approach which sets up a specific metric for the provision of green infrastructure as part of major development. Different types of green infrastructure are attributed a factor, which is used to calculate an overall score. Boroughs are encouraged to develop their own UGF but the policy sets out an

interim target score for developments that are predominately residential, and for predominately commercial development (excluding B2 and B8 uses).

- 3.72. Policy G6 emphasises the need to protect Sites of Importance for Nature Conservation (SINCs) through plan-making and sets out a mitigation hierarchy that should be applied to minimise development impacts where harm to a SINC is unavoidable, and where the benefits of the development proposal clearly outweigh the impacts on biodiversity. 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.
- 3.73. Policy G7 concerns protection and enhancement of trees and woodlands. 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. Policy G8 encourages Borough to protect existing allotments and encourage provision of space for urban agriculture through the plan-making process. Policy G9 concerns geodiversity; the policy seeks the identification of specific geological sites in Local Plans and requires proposals to make a positive contribution to the protection and enhancement of geodiversity.

Sustainable Infrastructure

- 3.74. Policies SI1 to SI17 set out a comprehensive suite of policies relating to sustainability issues.
- 3.75. Policy SI1 concerns air quality. All development proposals should be ‘air quality neutral’ with additional requirements for large-scale developments to be ‘air quality positive’. Development Proposals should use design solutions to prevent or minimise increased exposure to existing air pollution and make provision to address local problems of air quality in preference to post-design or retrofitted mitigation measures. Major developments must be submitted with an air quality assessment which addresses criteria specified in the policy. As well as the existing Air Quality Management Area in the Borough, there are also two Air Quality Focus Areas. Development proposals in these focus areas are subject to additional requirements.
- 3.76. Policy SI2 requires all major development to be net zero carbon. This is consistent with the Local Plan although the policy sets out more prescriptive requirements on how it is to be achieved. The policy sets out an energy hierarchy which prioritises reducing emissions through the design of a scheme. A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development; residential development should achieve 10%, and non-residential development should achieve 15% specifically through energy efficiency measures. Measures such as renewable energy generation can be used to address remaining emissions, albeit this is further down the hierarchy and efficiency measures would still be the priority.
- 3.77. 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, through a cash-in-lieu contribution (i.e. a carbon offsetting payment) or off-site provided that an alternative proposal is identified and delivery is certain. The price per tonne of carbon for offsetting calculations has increased from £60 per tonne in the previous London Plan to £95 per tonne; Boroughs are encouraged to set their own carbon price but can use the London Plan figure in the absence of this local requirement.
- 3.78. Development that is referable to the Mayor must include a “whole life cycle” approach to assessing carbon emissions; this requires consideration of unregulated emissions (i.e. those associated with cooking and small appliances), embodied emissions (i.e. those associated with raw material extraction, manufacture and transport of building materials and construction) and

emissions associated with maintenance, repair and replacement as well as dismantling, demolition and eventual material disposal).

- 3.79. Policy SI3 concerns energy infrastructure for large-scale development proposals such as Opportunity Areas, Town Centres, other growth areas or clusters of significant new development. Energy masterplans should be developed for these which establish the most effective energy supply options. Major development proposals within Heat Network Priority Areas (which includes northern and western parts of Bromley) should have a communal low-temperature heating system.
- 3.80. Policy SI4 requires development to minimise adverse impacts on the urban heat island through design, layout, orientation, materials and the incorporation of green infrastructure. The policy sets out a cooling hierarchy which major development proposals should adhere to; the hierarchy prioritises design features which reduce overheating over mechanical ventilation.
- 3.81. Policy SI5 sets out measures to ensure adequate water supply infrastructure and require development proposals to adhere to water usage and efficiency requirements.
- 3.82. Policy SI6 requires development proposals to be futureproofed to allow for future full fibre connectivity. Mobile digital infrastructure is supported in specific locations. Development Plans should support the delivery of full-fibre or equivalent digital infrastructure, with particular focus on areas with gaps in connectivity and barriers to digital access.
- 3.83. Policy SI7 promotes the circular economy, where materials are retained in use at their highest value for as long as possible and are then re-used or recycled, leaving a minimum of residual waste. Applications referable to the Mayor should provide a circular economy statement (which addresses criteria set out in the policy) and aim to be net zero-waste. Lower thresholds for these statements can be set in Local Plans.
- 3.84. Policy SI8 concerns waste capacity and net waste self-sufficiency. Boroughs should plan for identified waste needs and allocate sufficient sites, identify suitable areas, and identify waste management facilities to provide the capacity to manage the apportioned tonnages of waste, as set out in policy. Bromley is part of the South East London Joint Waste Planning Group. The technical paper prepared by this group demonstrates that there is sufficient waste capacity, in line with the London Plan policy requirement.
- 3.85. Existing waste management sites should be safeguarded in line with policy SI9; these sites should be safeguarded and retained in waste management use. Loss of such sites should be established through Development Plans and will only be acceptable where specific criteria is met.
- 3.86. Policy SI10 concerns aggregates, which is not particularly relevant for Bromley. Policy SI11 states that development proposals for exploration, appraisal or production of shale gas via hydraulic fracturing (fracking) should be refused.
- 3.87. Policy SI12 promotes partnership working to manage flood risk. Through plan-making, Boroughs should identify areas where particular and cumulative flood risk issues exist and develop actions and policy approaches aimed at reducing these risks. Development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI13 requires use of sustainable drainage systems. Development proposals for impermeable surfacing should normally be resisted unless they can be shown to be unavoidable, including on small surfaces such as front gardens and driveways.
- 3.88. Policy SI14 states that Development Plans and development proposals should address the strategic importance of London's network of linked waterways, including the River Thames, and should seek to maximise their multifunctional social, economic and environmental benefits.

Policy SI15 concerns water transport, policy SI16 concerns the use and enjoyment of waterways and policy SI17 aims to protect and enhance London's waterways.

Transport

- 3.89. Policies T1 to T9 concern transport, covering strategic transport issues as well as providing more detailed policy requirements. Policy T1 states that Development Plans should support, and development proposals should facilitate the delivery of the Mayor's strategic target of 80 per cent of all trips in London to be made by foot, cycle or public transport by 2041. The supporting text breaks down the expected changes in mode shares in Central, Inner and Outer London that are required to achieve this aim; Outer London mode share for walking, cycling and public transport would need to increase from 60% in 2015 to 75% in 2041. Reference is made to a number of transport schemes that will help achieve Mayor's strategic target; this includes various Healthy Streets and active travel schemes and the Bakerloo Line extension.
- 3.90. Policy T2 states that development proposals and Development Plans should deliver patterns of land use that facilitate residents making shorter, regular trips by walking or cycling. The policy promotes use of the Mayor's Healthy Streets Approach, which sets out ten indicators which Boroughs should consider during plan-making to ensure that policies support the Mayor's overarching strategic transport aims. In Opportunity Areas and other growth areas, new and improved walking, cycling and public transport networks should be planned at an early stage, with delivery phased appropriately to support mode shift towards active travel and public transport. Designs for new or enhanced streets must demonstrate how they deliver against the ten Healthy Streets Indicators. Development proposals should demonstrate how they will deliver improvements that support the ten Healthy Streets Indicators in line with Transport for London guidance.
- 3.91. Policy T3 states that Development Plans should develop effective transport policies and projects to support the sustainable development of London and the Wider South East as well as to support better national and international public transport connections. Development Plans should appropriately safeguard the transport schemes set out in the policy supporting text; particular priority should be given to securing and supporting the delivery of upgrades to Underground lines, Crossrail 2, the Bakerloo line extension, river crossings and an eastwards extension of the Elizabeth line. Development proposals should support capacity, connectivity and other improvements to the bus network.
- 3.92. Policy T4 requires Development Plans and development proposals to reflect and be integrated with current and planned transport access, capacity and connectivity. Transport assessments/statements should be submitted with development proposals, as per TfL guidance. network), at the local, network-wide and strategic level, are fully assessed. Transport assessments should focus on embedding the Healthy Streets Approach within, and in the vicinity of, new development. Where appropriate, mitigation, either through direct provision of public transport, walking and cycling facilities and highways improvements or through financial contributions, will be required to address adverse transport impacts that are identified.
- 3.93. Policy T5 promotes increased levels of cycling and improvements to cycling infrastructure. Appropriate levels of cycle parking should be provided, which should be fit for purpose, secure and well-located. Developments should provide cycle parking at least in accordance with the minimum standards set out in table 10.2 of the policy supporting text. These minimum standards do not differ greatly from those in the previous London Plan. The Bromley Local Plan defers to the London Plan (2016) standards, hence these new standards will be directly applicable.
- 3.94. Policy T6 states that car parking should be restricted in line with levels of existing and future public transport accessibility and connectivity. Car-free development should be the starting point

for all development proposals in places that are (or are planned to be) well-connected by public transport, with developments elsewhere designed to provide the minimum necessary parking ('car-lite'). Car-free development has no general parking but should still provide disabled persons parking. An absence of local on-street parking controls should not be a barrier to new development, and boroughs should look to implement these controls wherever necessary to allow existing residents to maintain safe and efficient use of their streets.

- 3.95. Outer London boroughs wishing to adopt minimum residential parking standards through a Development Plan Document (within the maximum standards set out in Policy T6.1 Residential parking) must only do so for parts of London that are PTAL 0-1. The Bromley Local Plan minimum standards for PTAL 0-1 areas could therefore still apply, although it is not clear whether a Development Plan Document whose adoption predates the adoption of the new London Plan would constitute a relevant plan as envisaged by policy T6.
- 3.96. A Parking Design and Management Plan should be submitted alongside all applications which include car parking provision, indicating how the car parking will be designed and managed, with reference to Transport for London guidance on parking management and parking design. Where sites are redeveloped, existing levels of parking do not justify provision in excess of standards set out in relevant policies.
- 3.97. Maximum residential parking standards are set out in policy T6.1. Car-free development is required in Metropolitan and Major Town Centres and in all areas of PTAL 5-6. Outer London PTAL 4, 2-3 and 0-1 areas each have maximum standards relating to 1-2 bed units and 3+ bed units. The new maximum parking standards would supersede the maximum standards set out in Policy 30 of the Local Plan, by virtue of S38(5) of the PCPA (discussed above). Table 2 below compares the standards for information.

Table 2 – comparison of London Plan and Local Plan maximum parking standards

Location/PTAL	Local Plan maximum standard	London Plan 2021 maximum standard
Metropolitan and Major Town Centres	Bromley TC: majority of area = PTAL 6, so maximum standard = 1-2 spaces per unit depending on unit size Orpington: majority of area = PTAL 3-4, so maximum standard = 1-2 spaces per unit depending on unit size	Car-free
All areas of PTAL 5 – 6	1-2 spaces per unit depending on unit size	Car-free
Outer London Opportunity Areas	Bromley TC = 1-2 spaces per unit depending on unit size	Up to 0.5 spaces per dwelling
Outer London PTAL 4 (1-2 bed units)	1 space per unit	Up to 0.5 - 0.75 spaces per dwelling
Outer London PTAL 4 (3+ bed units)	1.5-2 spaces per unit	Up to 0.5 - 0.75 spaces per dwelling
Outer London PTAL 2-3 (1-2 bed units)	1 space per unit	Up to 0.75 spaces per dwelling
Outer London PTAL 2-3 (3+ bed units)	1.5-2 spaces per unit	Up to 1 space per dwelling
Outer London PTAL 0-1 (1-2 bed units)	1 space per unit (minimum)	Up to 1.5 spaces per dwelling
Outer London PTAL 0-1 (3+ bed units)	1.5-2 spaces per unit (minimum)	Up to 1.5 spaces per dwelling

- 3.98. Outer London Opportunity Areas have a maximum standard of up to 0.5 spaces per dwelling, meaning there could be confusion in Bromley Town Centre about what standard applies. However, the policy supporting provides clarity, specifying that when calculating general parking provision within the relevant standards, the starting point for discussions should be the highest existing or planned PTAL at the site, although consideration should be given to local circumstances and the quality of public transport provision, as well as conditions for walking and cycling.
- 3.99. Requirements for disabled persons parking apply to developments of ten or more units. All residential car parking spaces must provide infrastructure for electric or Ultra-Low Emission vehicles. At least 20 per cent of spaces should have active charging facilities, with passive provision for all remaining spaces. The policy states that car club spaces may be considered appropriate in lieu of private parking. Any car club spaces should have active charging facilities.
- 3.100. Policies T6.2 (office parking), T6.3 (retail parking) and T6.4 (hotel and leisure uses parking) set out maximum standards for each respective use; these standards are a reduction on the standards in the previous London Plan. Disabled persons parking for each use should be provided as set out in Policy T6 .5 Non-residential disabled persons parking. The Local Plan policy 30 states that parking for all types of non-residential development is to be provided at levels set out in London Plan (2016).
- 3.101. Policy T7 concerns deliveries, servicing and construction. Development proposals should facilitate safe, clean, and efficient deliveries and servicing. Provision of adequate space for servicing, storage and deliveries should be made off-street, with on-street loading bays only used where this is not possible. Construction Logistics Plans and Delivery and Servicing Plans will be required and should be developed in accordance with Transport for London guidance and in a way which reflects the scale and complexities of developments.
- 3.102. Policy T8 covers aviation. The policy notes the Mayor's support for the role of the airports serving London in enhancing the city's spatial growth, particularly within Opportunity Areas well connected to the airports by public transport and which can accommodate significant numbers of new homes and jobs. Criteria is set out to assess proposals for airport expansion and proposals involving changes in airport operations or air traffic movements. Development proposals relating to general and business aviation activity should only be supported if they would not lead to additional environmental harm or negative effects on health, nor impact on scheduled flight operations. Any significant shift in the mix of operations using an airport – for example, the introduction of scheduled flights at airports not generally offering such flights – should be refused.
- 3.103. Policy T9 notes that the Mayor will charge the Mayoral Community Infrastructure Levy (MCIL) to secure funding towards transport infrastructure of strategic importance such as Crossrail 2, and potentially other strategic transport infrastructure. In consultation with the Mayor, Boroughs should identify a package of other strategically important transport infrastructure, as well as improvements to public realm, along with other funding streams to deliver them.

Funding the London Plan

- 3.104. Policy DF1 states that applicants should take account of Development Plan policies when developing proposals and acquiring land. Development proposals should provide the infrastructure and meet the other relevant policy requirements necessary to ensure that they are sustainable and to support delivery of the Plan. Policy DF1 also provides guidance on viability testing, noting that where relevant policies in local Development Plan Documents are up to date, it is expected that viability testing should normally only be undertaken on a site-specific basis where there are clear circumstances creating barriers to delivery.

3.105. Where it is accepted that viability of a specific site should be considered as part of an application, the borough should determine the weight to be given to a viability assessment alongside other material considerations, ensuring that developments remain acceptable in planning terms. Viability assessments should be tested rigorously and undertaken in line with the Mayor's Affordable Housing and Viability SPG. In situations where it has been demonstrated that planning obligations cannot viably be supported by a specific development, applicants and decision-makers should firstly apply priority to affordable housing and necessary public transport improvements.

Monitoring

3.106. Policy M1 notes that the implementation of the London Plan will be kept under review using, in particular, a number of Key Performance Indicators, and the Annual Monitoring Report.

4. POLICY IMPLICATIONS

4.1 Policy implications are set out in the report.

5. FINANCIAL IMPLICATIONS

5.1 There are no financial implications.

6. LEGAL IMPLICATIONS

- 6.1 Section 38(5) of the Planning and Compulsory Purchase Act 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."*
- 6.2 This means that where policies in the new London Plan conflict with those in the Bromley Local Plan, the new London Plan would take precedence.
- 6.3 The new London Plan will also influence any review of the Bromley Local Plan, as there is a requirement for Local Plans to be "in general conformity" with the London Plan.

Non-Applicable Sections:	IMPACT ON VULNERABLE ADULTS AND CHILDREN PERSONNEL IMPLICATIONS PROCUREMENT IMPLICATIONS
Background Documents: (Access via Contact Officer)	Bromley Local Plan 2019 - https://www.bromley.gov.uk/download/downloads/id/4768/bromley_local_plan.pdf London Plan (adopted 2 March 2021), available from: https://www.london.gov.uk/sites/default/files/the_london_plan_2021.pdf 'Draft London Plan Update' Development Control Committee report dated 23 July 2019, available from: http://cdslbb/documents/s50071016/Draft%20London%20Plan%20UpdatePART%201%20REPORT%20TEMPLATE.pdf 'London Plan Update' Development Control Committee report dated 3 October 2019, available from: https://cds.bromley.gov.uk/documents/s50073162/LONDON%20PLAN%20UPDATE%20REPORT.pdf

	<p>'London Plan Update' Development Control Committee report dated 28 January 2020, available from: http://cdslbb/documents/s50078220/Local%20Plan%20Update.pdf</p> <p>'London Plan update - note for Development Control Committee 18/03/2020' - Matter Arising report at the Development Control Committee on 18 March 2020, available from: http://cdslbb/documents/b50014516/MATTER%20ARISING%20-%20LONDON%20PLAN%20UPDATE%20Wednesday%2018-Mar-2020%2019.30%20Development%20Control%20Committee.pdf?T=9</p> <p>'London Plan Update' Development Control Committee report dated 28 January 2021, available from: http://cdslbb/documents/s50085730/LONDON%20PLAN%20UPDATE.pdf?SLO\$=1</p>
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