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DATE: 3 January 2012

To: Members of the  
**DEVELOPMENT CONTROL COMMITTEE**

Councillor Peter Dean (Chairman)  
Councillor Charles Joel (Vice-Chairman)  
Councillors Douglas Auld, Eric Bosshard, Katy Boughey, Lydia Buttinger,  
John Canvin, Simon Fawthrop, Peter Fookes, John Ince, Russell Jackson,  
Kate Lymer, Mrs Anne Manning, Russell Mellor, Alexa Michael, Richard Scoates and  
Pauline Tunnicliffe

A meeting of the Development Control Committee will be held at Bromley Civic  
Centre on **THURSDAY 12 JANUARY 2012 AT 7.30 PM**

MARK BOWEN  
Director of Resources

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 8313 4745**.

## A G E N D A

- 1 **APOLOGIES FOR ABSENCE AND NOTIFICATION OF ALTERNATE MEMBERS**
- 2 **DECLARATIONS OF INTEREST**
- 3 **CONFIRMATION OF THE MINUTES OF THE MEETING HELD ON  
17 NOVEMBER 2011 (Pages 3-14)**

**4 QUESTIONS BY MEMBERS OF THE PUBLIC ATTENDING THE MEETING**

In accordance with the Council’s Constitution, questions to this Committee must be received in writing 4 working days before the date of the meeting. Therefore please ensure questions are received by the Democratic Services Team by 5pm on Friday 6 January 2012.

**5 PLANNING REPORTS (Pages 15-38)**

Ward	Application Number and Address of Development
Copers Cope	(11/02140/OUT) - Kent County Cricket Ground, Worsley Bridge Road, Beckenham

**6 DRAFT ANNUAL MONITORING REPORT: 2010/11 (Pages 39-84)**

**7 DRAFT LONDON'S DOWNLANDS GREEN GRID FRAMEWORK (Pages 85-90)**

**8 CHANGES TO PPS3 AND SUPPLEMENTARY PLANNING DOCUMENTS (Pages 91-98)**

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## DEVELOPMENT CONTROL COMMITTEE

Minutes of the meeting held at 7.30 pm on 17 November 2011

### Present:

Councillor Peter Dean (Chairman)  
Councillor Charles Joel (Vice-Chairman)  
Councillors Douglas Auld, Eric Bosshard, Katy Boughey,  
Lydia Buttinger, John Canvin, Simon Fawthrop, John Getgood,  
John Ince, Russell Jackson, Kate Lymer, Mrs Anne Manning,  
Russell Mellor, Alexa Michael, Richard Scoates and  
Pauline Tunncliffe

### Also Present:

Councillors Michael Tickner and Stephen Wells

#### **27 APOLOGIES FOR ABSENCE AND NOTIFICATION OF ALTERNATE MEMBERS**

An apology for absence was received from Councillor Peter Fookes; Councillor John Getgood attended as Councillor Fookes' alternate.

#### **28 DECLARATIONS OF INTEREST**

Councillors Mrs Anne Manning, John Ince, Katy Boughey, Richard Scoates and Peter Dean all declared an interest in Item 5 as they had accepted hospitality from Kent County Cricket Club (KCCC). Councillor Mrs Manning's husband was a non-voting member of KCCC and Councillor Ince was a former non-voting member.

#### **29 CONFIRMATION OF THE MINUTES OF THE MEETING HELD ON 8 SEPTEMBER 2011 AND THE SPECIAL MEETING HELD ON 29 SEPTEMBER 2011**

Councillor Kate Lymer had submitted an apology for absence for the meeting held on 29 September 2011; this had not been recorded.

Subject to the amendment above, Members **RESOLVED** that the **Minutes of the meeting held on 8 September 2011 and the Minutes of the special meeting held on 29 September 2011 be confirmed and signed as a true record.**

#### **30 QUESTIONS BY MEMBERS OF THE PUBLIC ATTENDING THE MEETING**

The following questions were submitted in writing by Mr Peter Whiteland in relation to Item 5 of the agenda - planning application for Kent County Cricket Club:-

- 1) *Would a dangerous precedent not be set for further development on Metropolitan Open land in the Borough if planning permission is granted to this application on the grounds of tenuous “very special circumstances”, given that the planning report identifies four fundamental areas in which the application doesn’t meet planning legislation?*
- 2) *Given that one argument of the “very special circumstances” case is that the site is currently loss making, would it be appropriate for public planning legislation to be overridden so that two private companies (KCCC and Leander Sports and Leisure Ltd) can generate profits by building on Metropolitan Open Land?*
- 3) *Another argument of the “very special circumstances” case is continued sporting use. However, does the Committee agree that the application will lead to less sport being played at the ground with the loss of 6 football pitches (including 2 on the “unused” area of land) and 1 cricket pitch?”*

In response, the Chairman stated that all three questions related to material planning considerations which the Committee would have regard to before determining the application.

Mr Whiteland did not attend the meeting and would, therefore, receive a written response.

### 31 PLANNING REPORTS

The Committee considered the Chief Planner’s report on the following planning application:-

Ward	Description of Application
Copers Cope	(11/02140/OUT) 3 detached buildings for use as indoor cricket training centre/multi-function sports/leisure facility, health and fitness centre and conference centre. Spectator stand for 2000-3000 people. Car parking. All weather/floodlit pitches. 48 detached houses <b>OUTLINE at Kent County Cricket Ground, Worsley Bridge Road, Beckenham.</b>

Oral representations in objection to the application were received from Mr John Cossa, resident of Worsley Bridge Road who spoke on behalf of a local protest group.

Mr Cossa referred to Policy G2 of the Unitary Development Plan in relation to development of Metropolitan Open Land and to paragraph 3D.10 of the London Plan. Taking these paragraphs into account, Mr Cossa believed there were no

special circumstances for the ground to be changed from sport and recreational to housing use.

Mr Cossa then referred to the Supplementary Design and Access Statement and commented on the proposed scheme in general. He ended his representations by outlining the reasons why he thought the application should be refused.

Oral representations in support of the application were received from Mr Andrew Braddon, Chairman of Leander Holdings Ltd. Mr Jamie Clifford, Chief Executive of Kent County Cricket Club (KCCC) was also in attendance.

Councillor John Ince asked whether the applicant would be prepared to reduce the amount of new build by amalgamating two buildings into one. Mr Braddon replied that having analysed four projects over the last two years, the application before Members was the minimum amount of build required to make the project sustainable in the forthcoming years.

Mr Braddon informed Members that 26.5% of the land would be used for the proposed application, of which 10.6% would be residential build. The figure of 26.5% included all sports buildings, houses, gardens and highways.

In response to a question from Councillor Simon Fawthrop, Mr Clifford agreed that profit made from the sale of the residential units would enable the club to become sustainable.

Mr Clifford stated that with the new scheme in place, the indoor facilities would attract an increase in participation and although the cricket programme changed year on year, he envisaged an increase in the amount of first class cricket played in the Borough.

Mr Clifford confirmed that four football pitches would be lost if the application was granted.

In response to a question from Councillor Mrs Manning in relation to the lack of affordable housing, Mr Braddon confirmed that, as agreed by the Council's auditors, no offer in lieu of affordable housing would be made.

Councillor Russell Jackson asked Mr Clifford how he proposed to balance membership levels with the rising costs associated with county cricket. In response, Mr Clifford stated that the club would be playing a certain number of games and that infrastructure costs on a day to day basis were high. However, players were on short-term contracts and due to the current economic climate, player salaries were decreasing.

Mr Braddon informed Members that funding in the form of grants had been sought but with a negative result. Grant applications took a long time to process and as a commercial operation, the club could not afford to wait. Mr Clifford confirmed that little funding was available.

Councillor Katy Boughey asked if the profit made from the sale of the units within the housing scheme would be invested in the future of KCCC. Mr Braddon replied that financial appraisals had been undertaken and a business plan had been externally audited. KCCC would not make a profit from the residential scheme, the money generated would form the basis for the construction of the development.

In response to a general question from Councillor Charles Joel, Mr Braddon confirmed that KCCC/Leander would pay for the supply and erection of the new rear boundary fence and the extension of the side division fences together with any costs associated with the changes to the title deeds of any house owners who were affected.

The Chief Planner informed Members that 28 letters of support had been received (mainly from residents of the Gallery and Pavilion flats). A letter from the Chairman of the Gallery and Pavilion Residents Association was reported at the meeting.

A letter from the auditors employed by the Council was also reported at the meeting. In conclusion the auditors had no difficulty in accepting the application as it stood.

A letter from Sport England was read at the meeting. Sport England commented that notwithstanding the additional information received, there were insufficient details to satisfy the question of whether the scale of the redevelopment proposed was required to ensure viability. Sport England therefore asked that the application be deferred until the applicant had provided a full and detailed Playing Field Mitigation Strategy.

The Chief Planner reported that all highways, environment agency and viability issues had been, or could be, resolved by mitigating conditions. It was noted that the application had been amended by documents received on 20/10/11, 24/10/11, 15/11/11 and 16/11/11.

Members were reminded that although certain elements of the development were inappropriate, they were being asked to make a decision based on very special circumstances and, if the application were to be permitted, it would be subject to the Direction from the Mayor of London. The development would also be subject to certain conditions, together with a Section 106 Legal Agreement, the terms of which were reported at the meeting.

Oral representations in objection to the application were received from Ward Member Councillor Michael Tickner. Councillor Tickner was aware of the concerns raised by the Greater London Authority, Transport for London, Sport England and local residents. Several objections were raised by residents whose view would be spoiled by the construction of the housing scheme however, Councillor Tickner acknowledged that the right to a view was not a material planning consideration.

Councillor Tickner thanked Leander and KCCC for their excellent public relations skills.

The following issues were raised by Councillor Tickner:-

- No undertakings had been received from KCCC that more county cricket matches would be played;
- The question of whether commercial viability was a direct concern for planning law;
- Whether the proposal was purely an application to build on Metropolitan Open Land (MOL);
- Concern that should permission be granted, it would set a precedent for other developers to submit applications;
- Concern that should permission be granted, there was no assurance that the developers would not submit further applications to build additional housing;
- Members had not seen the economic viability document;
- Lack of affordable housing with no re-provision offered elsewhere; and
- Loss of playing fields.

In conclusion, Councillor Tickner believed the application did not warrant very special circumstances and asked Members to refuse the application.

Councillor Russell Mellor noted that the application consisted of both appropriate and inappropriate development and acknowledged the need for very special circumstances to be determined. Councillor Mellor had some concern with regard to the proposed housing scheme however in support of the application, he stressed that KCCC was responsible for a first class cricket pitch and it was imperative that KCCC be permitted to remain in situ. He commented that if permission was granted, the new facilities and extra cricket matches played would generate additional revenue to support the continued use of the site.

Councillor Simon Fawthrop proposed a motion for refusal on the grounds that the development on MOL was too great and it was imperative that MOL be preserved.

The Chairman commented that KCCC was the third best cricket ground in London and that its uniqueness was a "jewel in the Borough's crown". He added that although there were some concerns, he believed that very special circumstances did exist and he proposed a motion to permit the application.

On the grounds that there would be a loss of sporting facilities and that the intensity of the housing scheme and conference facilities were too great, Councillor Lydia Buttinger seconded the motion for refusal.

Councillor Charles Joel believed that as cricket playing was seasonable, there were fair grounds to redevelop the site to attract additional sports. Councillor Joel stated that the three new buildings would be isolated and independent of

each other and would be surrounded by openness, foliage and trees. Councillor Joel seconded the motion for permission.

Councillor Mrs Anne Manning stated that if KCCC ceased to exist, it would be a great loss to the young people of the Borough as KCCC worked closely with many schools in the area.

Councillor John Getgood was concerned about the loss of four football pitches and in order for the issue of affordable housing to be considered further, Councillor Getgood favoured a deferral of the application.

Councillor Katy Boughey was disappointed to note that not all material documents had been made available to Members before the meeting, in particular the figures set out in the viability study. Councillor Boughey therefore proposed a motion for deferral of the application in order that those documents could be considered. Councillor Getgood seconded the motion for deferral.

A vote in favour of refusing the application was defeated at 8-9.

A further vote in favour of permission was defeated at 6-8.

Following a third vote in favour of deferral, Members **RESOLVED that the application BE DEFERRED without prejudice to any future consideration, for Members to give fuller consideration to all material documents including the financial viability document.**

## **32 ADDRESSING RISING HOMELESSNESS AND HOUSING NEED AND ASSOCIATED BUDGETARY PRESSURES**

At a meeting held on 27 September 2011, the Adult and Community PDS Committee (A&C PDS Committee) and Portfolio Holder considered the current housing market supply and need position within Bromley and the proposed initiatives and direction undertaken to address the disparity between that need and supply which had resulted in an increased use and cost of temporary accommodation and associated budgetary pressures.

As part of its recommendation, the A&C PDS Committee resolved that the report be referred to the Development Control Committee meeting for members to note matters raised within the report and to consider what action the Council could take to assist when developing and applying its planning policies.

Councillor John Getgood emphasised the Borough's need for more affordable housing and to ensure that housing standards were met at all times.

Councillor Fawthrop suggested that one way of alleviating the pressure of housing supply would be for housing associations to implement the right to buy schemes and he emphasised the need for social housing to be kept in good repair.



Councillor Michael stated that the Council had exceeded its targets to supply new housing and considered that the Council should not be held responsible if developers were not constructing new builds.

Councillor Michael enquired about the progress made in providing accommodation above shop premises and whether the Council still sought volunteers to share their accommodation with young vulnerable people who were on their own. Councillor Mrs Manning commented that the Council were looking at the properties it owned to assess whether such properties were appropriate for residential use.

The Chief Planner advised Members that initiatives to address problems had not been abandoned and that the Council was continuing to do all it could.

**RESOLVED that the matters raised in the report, the pressures faced by the Council in meeting its statutory housing duties and the general matters raised concerning the housing market in Bromley be noted.**

**33 COMMUNITY INFRASTRUCTURE LEVY - CONSULTATION ON DETAILED PROPOSALS AND DRAFT REGULATIONS FOR REFORM**

On 10 October 2011, the Government implemented a consultation on detailed proposals and draft regulations for reforms to the Community Infrastructure Levy. The proposed reforms were the result of changes to the levy proposed by the Localism Bill in its final stages through Parliament (providing for a new neighbourhood planning regime). Members were asked to note the consultation together with the questions attached at Appendix 1 of the report.

As the issues covered by the consultation extended beyond just planning, it was anticipated that a report outlining the suggested corporate response would be submitted to the Executive in time to meet the deadline of 30 December 2011.

The Chairman outlined the report and stated that the Council would levy a charge however, it had not been formally agreed as to how this would be made up.

**RESOLVED that:-**

**1) the publication of the consultation and question at Appendix 1 be noted; and**

**2) the intention for a report to go to the Executive in December 2011 with a suggested corporate response to meet the deadline of 30<sup>th</sup> December 2011 be noted.**

**34 NEIGHBOURHOOD PLANNING REGULATIONS  
CONSULTATION LOCAL PLANNING REGULATIONS**

On 13 October 2011, the Government (Department for Communities and Local Government) issued a consultation on 'Neighbourhood Planning Regulations' which sought views on proposed new regulations governing aspects of the powers proposed within the Localism Bill. In particular, views were sought on the process for establishing neighbourhood areas and forums; the preparation of neighbourhood plans and neighbourhood development orders, together with community right to build orders.

Members were requested to agree the Council's draft response attached at Appendix 2 of the report. The formal response would be finalised by the Chief Planner in consultation with the Committee Chairman in time to meet the deadline of 5 January 2012. It was anticipated that once the Localism Bill had been enacted and the regulations adopted in respect of planning implications, officers would prepare a briefing to be submitted to a future meeting.

The Chairman outlined the report stating that the initiative had been brought about by the change of legislation and that the Council had been requested to respond to the consultation exercise.

**RESOLVED that:-**

- 1) appendix 2 form the basis of the Council's response to the Neighbourhood Planning Regulations and that the formal response be finalised by the Chief Planner in consultation with the Committee Chairman; and**
- 2) officers provide a briefing for the Committee after the Localism Bill is enacted and that the regulations be adopted with respect to the planning implications.**

**35 CORE STRATEGY ISSUES DOCUMENT - CONSULTATION  
RESPONSE**

Consultation had been undertaken between July and the beginning of October 2011 on a Core Strategy Issue Document.

The timescale and changing context for the preparation of the Core Strategy was set out in Appendix 2 of the report.

The Chairman gave a brief summary of the report and drew Members' attention to paragraph 3.3 which identified ways in which the consultation process had been carried out. Attention was also drawn to paragraph 3.5 which outlined the key issues needed to be taken into consideration during the next stage of the consultation process.

Referring to page 74 - paragraph 3.5, first line of the second bullet point (Areas of Special Residential Character), Councillor Russell Jackson asked that the

words 'Chelsfield Residents Association' be amended to read 'Chelsfield Park Residents Association'. Councillor Jackson looked forward to the consideration of that matter.

In relation to English Heritage and the historical character of the area, Councillor Mrs Manning emphasised the importance of ensuring that this was highlighted as a key issue.

Councillor Michael commented on the need to retain areas specifically for new businesses and industrial use. Referring to the subject of town centres (page 81), Councillor Michael stated that town centres should be safe and welcoming at all times of the day or night and suggested that the borough needed to provide family-friendly venues and that the Council should use its licensing controls with regard to the sale of alcohol etc.

Councillor Jackson commented on the viability of village life as a distinct element of Bromley and asked that this be reflected somewhere within the document.

Councillor Ince stated that urban open space should be included in the first category of paragraph 3.5 (Green Belt and other protected open space).

Councillor Fawthrop requested that Petts Wood be included as an area of special residential character in terms of its housing.

The Chairman informed Members that a further report would be submitted to the Local Development Framework Advisory Panel in March 2012. The Chief Planner advised that the report would reflect all the comments made by Members and would explain the reasons why some would not be pursued.

**RESOLVED that:-**

- 1) Member comments be reflected in a further report to be submitted to the Local Development Framework Advisory Panel in March 2012; and**
- 2) the timescale and changing context for the preparation of the Core Strategy as set out in Appendix 2 of the report be noted.**

**36 BIGGIN HILL HERITAGE CENTRE WORKING PARTY -  
UPDATED TERMS OF REFERENCE**

At a meeting of the Biggin Hill Heritage Centre Working Party held on 3 November 2011, it was considered necessary to update the group's Terms of Reference.

DCC Members were requested to note and endorse the updated Terms of Reference (attached as Appendix 2 to the report).

**RESOLVED that the updated Terms of Reference for the Biggin Hill Heritage Centre Working Party be endorsed.**

**37 MEMBER APPOINTMENT - PLANS SUB-COMMITTEE NO. 1**

Due to the resignation of former Councillor George Taylor in August 2011, it had become necessary to appoint a replacement Member to serve on Plans Sub-Committee No 1 for the remainder of the Municipal Year 2011/12.

Councillor Fawthrop formally nominated Councillor Joel; this was seconded by Councillor Boughey.

Councillor Joel confirmed his willingness to serve as a Member of Plans Sub-Committee No.1.

**RESOLVED that Councillor Joel be appointed to serve as a Member of Plans Sub-Committee No. 1 for the remainder of the Municipal Year 2011/12.**

**38 REPORTS TO NOTE**

**38.1 RENEWAL AND RECREATION BUSINESS PLAN 2011/12**

Members were requested to note the Renewal and Recreation Business Plan 2011/12 which was adopted by the Renewal and Recreation Portfolio Holder on 5 July 2011.

**RESOLVED that the Renewal and Recreation Business Plan 2011/12 be noted.**

**38.2 PLANNING BUDGET MONITORING 2011/12**

Members considered an update on the latest budget monitoring position for 2011/12 for the Planning Division based on expenditure and activity levels up to 31 August 2011. Latest projections indicated an underspend of £127k.

Councillor Fawthrop highlighted a discrepancy between the quoted underspend figure of £127k (page 177) and the quoted overspend figure of £84k stated in paragraph 5.2 (page 179). The Chief Planner explained that these were two separate issues - the overspend of £84k did not relate to strategy and renewal or other elements of the department and was compensated by the underspend of £127k which included all elements of the department. The Chief Planner was confident that a balance would be achieved within six months.

**RESOLVED that the report be noted.**

**38.3 PLANNING APPEALS MONITORING REPORT (APRIL-SEPTEMBER 2011)**

Members considered a report which provided an update on planning appeals statistics for the second and third quarters of 2011, including a breakdown by category of appeal in comparison to the figures for 2010.

**RESOLVED that the report be noted.**

#### **38.4 ENFORCEMENT MONITORING REPORT (JULY-SEPTEMBER 2011)**

The report provided an update on planning enforcement for the second and third quarters of 2011 together with an overview of enforcement activity undertaken during that time.

**RESOLVED that the report be noted.**

#### **38.5 DEVELOPING A SUSTAINABLE FRAMEWORK FOR UK AVIATION: SCOPING DOCUMENT**

The Government had recently published a document entitled 'Developing a Sustainable Framework for UK Aviation: Scoping Document', with the aim of defining the debate as the Government developed its long-term policy for UK aviation. An initial response from the Chairman had been made to the Government (Appendix 1 of the report).

**RESOLVED that the report be noted.**

#### **38.6 UPDATE: PLANNING LEAFLETS AND INFORMATION FOR THE PUBLIC**

At a meeting held on 13 January 2011 (Minute 70), Members agreed a 9-month strategy to review and replace current planning leaflets and fact sheets.

Following an update on 30 June 2011 (Minute 12), Members considered a further information report on the progress achieved so far.

Councillor Mrs Manning emphasised the need for additional leaflets relating to:-

- solar panels;
- front gardens; and
- certificates of lawful use.

**RESOLVED that the report be noted.**

#### Any other business

The Chief Planner continued to receive feedback on issues arising from the relocation of the Planning Reception and asked that patience continue to be exercised whilst work continued.

The Meeting ended at 9.45 pm

Chairman

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# Agenda Item 5

**Application No :** 11/02140/OUT

**Ward:**  
Copers Cope

**Address :** Kent County Cricket Ground Worsley  
Bridge Road Beckenham

**OS Grid Ref:** E: 537216 N: 170872

**Applicant :** Kent County Cricket Club

**Objections :** YES

## **Description of Development:**

3 detached buildings for use as indoor cricket training centre/ multi-function sports/ leisure facility, health and fitness centre and conference centre. Spectator stand for 2000-3000 people. Car parking. All weather/ floodlit pitches. 48 detached houses  
OUTLINE

Key designations:

Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
Green Chain  
London City Airport Safeguarding  
London City Airport Safeguarding Birds  
Local Distributor Roads  
Metropolitan Open Land

This application was originally reported to Members of Development Control Committee at the meeting held on 17th November 2011. Members deferred the application in order to give further consideration to the submitted documents, including the financial viability assessment.

The applicants have responded to the deferral as follows:

KCCC (received 29th November 2011)

- KCCC were encouraged by the lively and high standard of debate at Committee as well as the level of support that exists for this very exciting project
- although the club have had cash flow problems operating the Beckenham site, some memorable fixtures have been hosted including against the West Indies
- if the scheme is approved it will be much more viable to host additional matches there, having the benefit of the spectator stand and the ancillary facilities required at a first class sporting venue
- it is anticipated that the number of members within South East London and Bromley will increase, to be complemented by the other facilities that will be created



- many members from within the Beckenham have already confirmed that they are looking forward to attending cricket fixtures which will be played at the ground
- KCCC believe this development to be their opportunity to establish what will become a financially viable, top class cricket ground
- the plans include increasing the number of fixtures and it is intended to incorporate a 4 day county match if the ECB fixture policy does not change
- KCCC is now anxious to move forward quickly, subject to the approval of Committee – indeed Beckenham staff at present face an uncertain future and this is very unsettling for them
- KCCC has first class staff and their groundsmen have created a wonderful pitch which has won the County Out Ground of the Year Award
- for the past 10 years KCCC has invested significantly in maintaining the ground, and in the employment and training of staff, which has represented an investment approaching a six figure sum each year
- if the scheme is approved, many more will be employed which will be of enormous benefit to the local economy, whilst the redeveloped ground will undoubtedly act as a catalyst for economic regeneration in Beckenham
- the scheme will involve not only the large initial investment in the buildings but a vast increase in annual running costs in terms of employment, supplies and outside services – KCCC are committed and look forward to this with enthusiasm and excitement
- KCCC has already made a significant financial commitment to Beckenham, which will increase very substantially as a result of the proposed development
- the Club, the vast majority of residents and everyone who loves and enjoys playing and watching sport are wholeheartedly behind these proposals and look forward in anticipation to the opening of what will be one of the most impressive sporting venues in South East England
- Members are respectfully asked to allow the club to make this a reality

Leander (received 5th December 2011)

- Hopefully KCCC's letter contains the answers that the Members require but Leander would also like to respond further to the points that led to the deferral, in hoping that Members' concerns and fears can be allayed
- the Council's appointed auditor, GVA Grimley has now confirmed that they agree with the financial appraisals and viability and accept that the plan put forward will create financial sustainability in the years ahead
- it is important for Members to be aware that the financial figures in respect of the development and its ongoing operation have now been comprehensively analysed and confirmed to be correct
- concerning the new lease and contract with KCCC, this will form part of the Legal Agreement if planning permission is granted; this will also regulate and combine the completion dates for the residential element together with the new sports and leisure facilities
- although KCCC have already written to confirm their future commitment to Beckenham, it is important to also consider that the scheme includes the construction of a permanent spectator stand for several thousand people



- the stand is a very expensive structure and it is believed that this demonstrates the firm intention of both the Club and Leander in seeing much increased first class cricket played at the ground, and will provide the facilities expected of a county ground hosting cricket at the very highest level – indeed when Kent played the West Indies there was not enough seating to accommodate the number of spectators
- with regard to Sport England, Leander are using their best endeavours to respond to the comments and it is believed that four of the five issues have been resolved
- the question of affordable housing was raised – it was explained that the value of the residential element only contributes approximately two thirds of the total costs of the remaining sports/leisure/business hub/spectator stand, with the balance of funds being provided by the company
- no capital sum is being derived from the project but a return will be forthcoming on the flow of income i.e. a return on Leander's investment over a number of years
- it is for this reason that the proposal does not allow funds to be available for affordable housing, to do so would mean building more houses and less sports and leisure which would result in reduced income flows and prevent KCCC from achieving financial sustainability

The original report is repeated below, updated as necessary.

## **Proposal**

Outline planning permission is sought for the development described above. All matters are reserved for subsequent approval and accordingly the layout, appearance and scale of the buildings proposed have yet to be determined, although upper and lower limits of the dimensions of the buildings have been provided. Accesses are indicated to be as described below.

The full details of the proposal are as follows.

### Residential element

The proposed residential element of the scheme will comprise 48 detached houses, located against the southern edge of site, adjoining existing residential development on Worsley Bridge Road, Gainsborough Close and Ashfield Close. The dwellings would be a mix of 4 and 5 bedroom units and a maximum of two storeys in height, with some single storey units proposed. A new vehicular access is proposed onto Worsley Bridge Road with a cul-de-sac estate road. It is indicated that the houses would be designed to comply with Lifetime Homes standards. The density of the development would be approx. 23.8 units/ha.

As part of this element, the part of the southern site boundary is proposed to be re-positioned 2m within the site, with this narrow strip of land retained for the benefit of the owners of adjoining properties.

The residential element is submitted to be the 'enabling' development which would part fund the sporting, leisure and conference facilities.

## Sports Centre proposal

To the north of the residential part of the site, new all weather pitches are proposed. Beyond this, 3 detached buildings will be sited, which together with a new spectator stand would encircle the main cricket ground. Between these buildings and the Worsley Bridge Road and Copers Cope Road frontages, car parking spaces would be provided (together with an overflow area in reinforced grass).

The buildings would comprise the following:

Building B – Indoor Cricket Academy (2 storey, maximum height 16m, maximum width 45m, maximum depth 52m)

Building C – Health and Fitness Centre (2 storey, maximum height 16m, maximum width 45m, maximum depth 38m)

Building D – Conference Facility (2 storey, maximum height 16m, maximum width 45m, maximum depth 36m)

Building E – Spectator Stand (single storey, open construction, capacity 2000-3000 people)

## Remainder of site

The remainder of the site would be retained in its current condition, including the main cricket pitch and existing clubhouse.

The application is accompanied by a Design and Access Statement, which also contains a Transport Assessment as an appendix, and a Statement of Community of Involvement. The Design and Access Statement sets out the Applicant's case in support of the proposed development, including a case for special circumstances, and the potential benefits to the community and the local economy.

An addendum to the Design and Access Statement was received on 20th October 2011, which includes an Energy Strategy, Flood Risk and Surface Water Assessment, Tree Survey and Arboricultural Report, and further details relating to compliance with Secured by Design, external lighting to the all weather pitch, the quality of the residential development, childrens play space, inclusive design, climate change, biodiversity and urban design. This information was submitted following initial concerns expressed by the GLA, TfL and Sport England.

The Flood Risk Assessment was updated with an addendum received 15th November 2011.

An updated Transport Assessment was received on 24th October and an Outline Green Travel Plan was received on 17th November 2011.

An amended site layout plan was also received on 20th October 2011, which indicates an alteration to the car parking layout, to incorporate an area of

reinforced grass surface to accommodate overflow parking in the northern corner of the site.

A Planning Statement and a Financial Viability Assessment (submitted confidentially) were also received on 24th October 2011. The main points of the Planning Statement can be summarised as follows:

Overview:

- At present, KCCC play cricket from three locations, including Beckenham, and notwithstanding the high level of support from the community, the Beckenham ground runs at a loss.
- The current lease has expired and KCCC is 'holding over' – unless additional revenue funding can be secured, then the use of the ground by KCCC will cease along with all other uses of the site.
- In conjunction with the freehold owners of the site, Leander Sports and Leisure Ltd ('Leander'), KCCC has reviewed the scope for development at the Beckenham ground with a view to providing additional capital funding to improve the facilities, which can also provide additional revenue support to the Club.
- This scheme includes a new residential development to provide enabling funding, together with new seating, sports and leisure facilities. On the basis that a viable scheme can be secured, KCCC will enter into a new long lease with Leander, and thus ensure the continued long term presence of KCCC at Beckenham and the social and community benefits it brings.
- The scheme represents the optimum scheme from the Club's point of view, providing a source of revenue in tandem with enhanced sporting facilities.
- No affordable housing is proposed, on the basis that this would require further cross-subsidy, thus increasing the amount of enabling development required.
- The application is accompanied by a financial appraisal, which in conjunction with this statement, seeks to further support the case for very special circumstances to allow inappropriate development on Metropolitan Open Land (MOL) and to justify the lack of affordable housing.
- In short, the scheme will secure the continued use of the Beckenham ground by KCCC (being only one of three County standard wickets in London) and the provision of a new indoor facility, a new and enhanced all-weather pitch, conference facilities and a health and leisure club.
- The ambition of KCCC and Leander is to secure the long term use and occupation of the ground by KCCC, and the provision of new and enhanced sporting and associated facilities of benefit to the wider community.

KCCC and Beckenham Today:

At present, the Beckenham Ground provides the following:

- KCCC county matches and Beckenham Festival (full details of County matches and attendance provided as appendix to Planning Statement)



- The ground also includes an astro-turf pitch (can accommodate full size football or hockey pitch), and a grass football pitch which are available for hire, with a second gassed area disused and not laid out (details of the bookings of these facilities also provided as appendix to Planning Statement). This use will cease.
- The grass playing areas have principally been booked/used by Balgowan FC, Dulwich Hamlet FC and to a lesser degree Elite FC. The use of the pitches is limited by weather conditions and the degree of intensity of use that the pitches can sustain. The pitches are managed by KCCC and any revenue received goes to support the overall site. It is not considered that the intensity of the use of these elements can be increased.
- The astro-turf pitch represents a more viable option – existing clubs would continue to be accommodated in the new scheme. The current level of use of the astro-turf facility is limited by the quality of the pitch which is in need of replacement. The new facility will attract a higher level of use and act as a revenue source to support KCCC.

#### Financial Performance:

- A financial appraisal has been submitted to accompany the application, which assesses the viability of the existing use and as proposed. The appraisal sets out details of revenue received to date and seeks to demonstrate that the continuation of the existing use is not viable. Because of the commercially sensitive nature of the information contained in such appraisals whether on this application or any other they have to be treated in confidence. However, in all cases where a financial viability assessment is provided the Council seeks independent advice on the submission. In this case the Council instructed GVA Grimley to independently appraise the submitted material. This was reported verbally to Members of Development Control Committee on 17th November 2011. Reference to this is included where appropriate in the Planning Considerations and Conclusions of this updated report
- At present, the use continues due to the generous support of benefactors and the freehold owners. There is therefore a need to place the continued use of the site on a sound financial footing to ensure the continuation of KCCC at Beckenham and associated uses in the long term.

#### Planning Policy Review (overview):

- The development plan confirms the same level of protection to MOL as enjoyed by Green Belt. Accordingly, other than essential development associated with continued sporting use of the site, very special circumstances must be demonstrated. Viability can constitute a very special circumstance, while it is noteworthy that the draft National Planning Policy Framework (NPPF) refers to the provision of 'appropriate' facilities for outdoor sport as exceptional development, rather than 'essential' facilities as is currently the case in policy terms.
- The applicant acknowledges the GLA's view that the all-weather pitch and seating area could be considered appropriate development if the scale is appropriate for the facilities that take place on the site. The other elements

proposed, the conference and banqueting centre, the leisure and health club, indoor cricket centre, associated car parking and the 'enabling' residential element are considered to constitute 'inappropriate development', which the applicant appears to accept.

Options for development:

It is clear that continued presence of KCCC at Beckenham cannot be secured without additional funding and revenue. Two options can be identified:

- Cease the use of the Beckenham Ground – the current likely course of action, whereby KCCC would not renew the lease and cease all involvement at Beckenham. County matches would be played at St Lawrence Ground in Canterbury and the Nevill Ground in Tunbridge Wells. All use of the soft playing areas and the astro-turf pitches would cease. The only alternative option is to generate additional funding and revenue support by way of enabling development to support the continued use.
- The KCCC Brief – KCCC wish to continue playing at Beckenham, the brief was therefore to enhance the level of facilities with a view to increasing revenue, enabled by residential development to generate the necessary capital injection. The financial appraisal tests the benefits of the scheme proposed; the addendum Design and Access Statement sets out the evolution of the scheme and how the configuration of development was determined.

The proposed scheme:

Proposed elements of proposal are as follows:

- New Seating to provide 2-3000 seats – the attendance levels appended show that this level of attendance is sustainable
- Gym and Leisure – Leander has identified market demand for a 'high-end' sports and leisure facility, which would operate as a private members' club to provide additional revenue to support the continued use of the site.
- Conference and Banqueting – consultation with Members and the community has identified an aspiration for conferencing facilities, as at present LB Bromley is poorly served by conferencing facilities. The KCCC ground provides a destination in its own right, as well as providing further match day marketing and revenue generating opportunities.
- New All Weather Playing Surface: booking information set out as an appendix shows a consistent high level of usage of the astro-turf pitch. The level of revenue generated by the new facility would increase over and above that secured at present.
- Residential Development – identified as the optimum and most likely means of securing additional capital revenue, with the brief of providing the maximum level of revenue with the minimum amount of built development.
- Affordable Housing – not proposed as this would require further cross subsidy to be generated by the private sale residential development, resulting in more development and built form to enable the development.

- Legal Agreement – proposed that KCCC and Leander enter into a legal agreement to provide for the delivery of the scheme, with a limitation placed upon the delivery of the residential element and the leisure club to ensure implementation of the all-weather pitch, indoor cricket facility and seating, to include the grant of a new long lease to KCCC. In addition, a financial contribution will be made of an agreed amount to fund the enhancement of existing sports pitches in the area.
- Business Plan – the financial appraisal tested the viability of the existing use and the development as proposed, finding that the existing facilities run at a loss, with no profit for KCCC and Leander receiving only nominal rent (indeed supporting the club). The proposed scheme would generate sufficient capital support to fund the implementation of the scheme and sufficient income to provide a market return over the medium to long term, albeit with losses in the short term. The scheme would be unviable without the leisure club and/or the conference facilities as a consequence of the reduction in revenue, while a reduction in the level of residential development (or reduction in the return arising) would result in a shortfall in capital funding. The resultant loan or mortgage would be required to fund the shortfall would so adversely affect cash flow and returns as to render it unviable.

#### Summary and Conclusions: The Very Special Circumstances Case

- Despite seeking to maximise revenue lettings from the existing pitches at the ground, the KCCC continues to make an annual loss at Beckenham. The use has continued to date due to the generosity of private benefactors and the freehold owner, Leander. This is not a sustainable solution and the use will cease unless additional revenue support can be generated. The application represents a unique opportunity to secure the long-term presence of KCCC at Beckenham and the continued use of the site for sport.
- The application seeks to achieve this by proposing new Indoor Cricket facilities, enhanced all-weather pitch, conference facility and a leisure club, to provide further revenue support to KCCC and to support the continued use of the ground for sporting purposes. The scheme has been the subject of a full financial appraisal which demonstrates that continuation of the existing use is not sustainable and that, the proposed scheme generates a minimal level of return, commensurate with that which can be expected arising from a sports ground.
- Without the enabling development the use of the site will cease.
- If consented, the scheme will secure the continued use of the Beckenham ground by KCCC, being one of only 3 County standard wickets in London; provision of a new indoor cricket facility; provision of a new and enhanced all-weather pitch and provision of conference facilities and Leisure Health Club.

#### Location

The application site comprises approx. 6.3ha of Metropolitan Open Land (MOL), which fronts Worsley Bridge Road and Copers Cope Road, Beckenham. The site



is host to Kent County Cricket Club, which has been established at the ground since 2002. The Club also has grounds at Canterbury (St Lawrence Ground) and Tunbridge Wells (The Nevill Ground).

At present the site is predominantly open in character, with a two storey pavilion building located to the south of the main cricket pitch, which is served by a relatively small car park to the east, accessed from Worsley Bridge Road. To the south is an existing floodlit grass sports pitch, with an all-weather floodlit pitch beyond, and to the west of this is an area indicated as 'unused open land' on the site plan and appears to be slightly overgrown at present, but which appears to have been in use as sports pitches fairly recently.

The immediate surrounding area is mixed in character. Areas to the south, east and north-east are broadly residential in character, excluding the adjacent Worsley Bridge Junior School (designated Urban Open Space) which is located at the junction with Worsley Bridge Road and Brackley Road, while to the west is the adjacent Crystal Palace FC Training Ground (designated MOL), flatted residential accommodation at Gallery House and Pavilion House (and dwellings beyond on the opposite side of Copers Cope Road). To the north-west on the opposite side of Copers Cope Road is the former NatWest sports ground, which is now host to an indoor play centre, a 5-a-side football centre and a gym/leisure centre.

### **Comments from Local Residents**

The owners/occupiers of nearby residential properties were notified of the application by letter, site notices were displayed at various positions around the perimeter of the site and an advert was published in the local press.

At the time of writing a total of 184 responses had been received, comprising 125 in support, 56 objections and 3 neither objecting to nor supporting the development.

Comments made in support can be summarised as follows:

- development will encourage KCCC to play additional games at the ground allowing more people to enjoy county cricket in the area
- indoor cricket facility is needed, and would provide coaching facilities for younger players
- development would provide additional employment and benefit local residents
- proposal would provide improved sports facilities in the community
- youth engagement
- new all weather pitch would benefit local hockey clubs
- concern that site will become derelict if application is not successful and KCCC are forced to leave
- proposal would provide much needed family homes in the area
- the benefits of the scheme far outweigh any detrimental impacts
- youth and local schools would benefit
- excellent way of providing additional new homes

- proposal will benefit Beckenham and the borough of Bromley as a whole
- opposition is short term and ignores the longer term benefits of the scheme.

Objections raised can be summarised as follows:

- proposal would involve development on MOL and no very special circumstances have been demonstrated
- objection in principle to residential development and 'business' uses on MOL
- land should be preserved as open space
- negative impact to Green Chain and Green Chain Walk
- site makes positive contribution to area in current form – proposal would be harmful to visual amenities
- proposal would result in the loss of sports fields (rugby/football pitches), which is contrary to policy which promotes outdoor sport and recreation
- siting of buildings along Worsley Bridge Road frontage would be detrimental to openness of site and amenities of nearby properties, and result in negative visual impact
- increased pollution and harm to the environment
- impact to existing trees on the site
- loss of wildlife habitat
- possibility of flooding in the area
- impact to residential amenities including loss of outlook, loss of view, overlooking, loss of light and noise and disturbance (from both residential and leisure elements of scheme)
- proposed dwellings too close to neighbouring properties
- proposals would result in a loss of value to nearby properties
- various concerns raised relating to increased demand for parking in the area and harm to conditions of road safety as a result of increased traffic (already a problem with nearby Worsley Bridge School)
- proposal would result in an increase in demand for local services, including education and public transport
- demand for leisure facilities insufficient, particularly in view of similar existing facilities in the area
- housing element of scheme is intensive and would result in an overdevelopment
- housing element is not small scale
- objection to absence of affordable housing
- the site is not well used by KCCC and therefore additional facilities are difficult to justify
- no need for permanent spectator stand
- proposal does not secure KCCC's continued future at the site
- previous residential development at the site was supposed to fund the club's long term future at the site
- site is well used by local sporting clubs, including the part of the site marked as 'unused'
- if permission is granted it will be difficult to resist similar proposals elsewhere



- overall footprint of built development on the site (including car parking) is far greater than indicated in the supporting documentation
- impact of increased traffic a concern.

Comments were received from the Halcyon Residents Group (representing Gallery House and Pavilion House which are located on Copers Cope Road overlooking the Ground) which can be summarised as follows:

- planning application should be granted as it is an excellent plan and an exciting opportunity to develop a sports facility, and most importantly to keep KCCC at the ground
- the alternative, that Kent and Leander leave the ground, will open up opportunities for the ground to fall into disrepair, inviting unwanted 'tenants' which would have a very serious effect on these properties.

The Chairman of the Gallery and Pavilion Residents Association has confirmed that the association is in full support of the proposal.

Comments were received from the Copers Cope Area Residents' Association, which can be summarised as follows:

- would not object in principle
- special circumstances were previously accepted in relation to the earlier development at the site (clubhouse and apartment blocks) relating to on-going deterioration of site – this must be taken into consideration in this application in this case in light of the possibility of KCCC vacating the site
- should outline permission be granted, would hope that there are safeguards in place to protect the remaining open spaces within the site, which could contribute to a great sporting legacy in the ward
- height, bulk and appearance of buildings must be given close scrutiny at later stage.

Further comments received from the Copers Cope Area Residents' Association following the deferral of the application can be summarised as follows:

it is clear that there are a wide range of views both in favour and against the scheme

it is of concern that the representations made at Committee, including those of two of the three ward Members were not reflective of the views and opinions of the wider community

the association believes that insufficient debate took place at the meeting with regard to the VSC case, to allow for full consideration either of their particular nature or their significance in taking a decision

would also like to be sure that all DC Members are aware of the state of dereliction, trespass and vandalism that followed the departure of Lloyds Bank Social Club from the site in the early 1990s

there is a concern that such deterioration, should KCCC leave the site, might lead to a development application similar to that on the former Blue Circle Sports Ground on Bromley Common where consent was given at appeal for around 850 units in the Green Belt.

Comments were also received from the Palgrave Estate (representing residents from the residential blocks at Porchester Mead which overlook the ground) following the deferral, which echo the points made by the Copers Cope Area Residents' Association summarised above.

Any further comments received will be reported verbally at the meeting.

### **Comments from Consultees**

From the technical Highways perspective, no objections were raised subject to the submission of an updated travel plan (received 17th November 2011). Various conditions are recommended.

Transport for London (TfL) provided initial comments on the application, which raised concerns regarding parking provision, and advised that a revised Transport Assessment would need to be submitted in order to allow the likely impact of the proposal to the strategic transport network to be fully assessed.

The Environment Agency raise no objection to the proposal subject to the imposition of conditions.

The Greater London Authority (GLA) provided a 'Stage 1' response, which recommended that the proposal does not comply with the London Plan in that the proposed construction of 48 houses, the indoor cricket training centre/sports hall, health and leisure club and conference facility are inappropriate development for which the applicant must identify 'very special circumstances'. Those put forward by the applicant are not sufficient to justify the harm to the openness and character of MOL caused by the inappropriate development, while the proposal would result in the considerable loss of playing fields which is unacceptable. Furthermore, the GLA consider that the design and layout of the scheme is such that the character of the area, which is currently defined by the unobstructed openness of the cricket ground and surrounding playing fields, would be significantly impacted upon. However, the GLA have recommended that the proposal could comply with the London Plan if additional supporting information is provided and the scheme be re-designed to a more compact form to minimise the impact upon the MOL. The applicant has sought to respond to the concerns raised by the GLA and provided a body of further information in support of the application.

Sport England advise that the application could usefully be deferred until such time as the applicant provides a full and detailed Playing Field Mitigation Strategy, however advise that if Members are minded to grant permission, it is respectfully requested that it be subject to the prior completion of a s106 agreement and appropriately worded planning conditions which robustly secure the following:

- Continuity of access to the existing cricket pitch and pavilion during the course of construction
- The submission of a full and detailed Playing Field Mitigation Strategy to include:

- The location and size of any existing off site playing field land to be upgraded or improved
  - Fully costed details of any proposed offsite improvement works to existing playing field land
  - The level of financial contribution to be committed [by the applicant] to secure the mitigation measures identified in the Strategy
- The submission of details of the layout and design of the spectator stand, indoor cricket facility and all weather pitch to the local planning authority for approval in consultation with Sport England prior to the commencement of development
  - Provisions which ensure the indoor cricket facility, spectator stand and all weather pitch are fully constructed and made operational prior to the occupation of the first residential unit
  - Financial contribution (level to be determined by the findings of the Playing Field Mitigation Strategy)

Sport England has formally requested the opportunity to comment on the draft S106 prior to completion to ensure the interests of sport are fully represented.

The Football Association (FA) object to the application on the grounds that the loss of pitches would constitute a major negative impact on local sports provision and would have a detrimental impact on grass roots football. The FA further advise that the applicant should submit a mitigation strategy to the Council that makes adequate provision for replacement pitches of a suitable quantity and quality within the Borough, which could include upgrading existing grass pitches to enable them to be used more frequently, or providing new all-weather pitches, or a combination of the two.

The Council's Housing division note that the scheme triggers the requirements within policy to provide affordable housing, however no such housing is proposed as part of this scheme and no justification had been provided. Accordingly a financial viability assessment was sought and has now been received.

With regard to archaeology, English Heritage recommend a standard condition requiring a programme of archaeological work to be submitted/implemented.

The Metropolitan Police Crime Prevention Design Advisor recommended that a 'Secured by Design' condition be imposed on any approval to require certification (rather than seeking to achieve certification).

The Council's in-house drainage advisor requires a standard condition to be imposed requiring details of foul drainage to be provided, and require a petrol interceptor to the outlet of car parking area.

Thames Water advise that the existing water supply infrastructure has insufficient capacity to meet the additional demands for the proposed development, and therefore recommend that a condition be imposed requiring a study to be carried out to determine the magnitude of any new additional capacity required in the system and a suitable connection point, prior to development commencing.

## Planning Considerations

The application falls to be considered against the following policies:

### Unitary Development Plan

- BE1 Design of New Development
- H1 Housing Supply
- H2 Affordable Housing
- H7 Housing Density and Design
- T2 Assessment of Transport Effects
- T3 Parking
- T18 Road Safety
- NE7 Development and Trees
- G2 Metropolitan Open Land
- G7 South East London Green Chain
- L1 Outdoor Recreation and Leisure
- L6 Playing Fields
- L9 Indoor Recreation and Leisure

### The London Plan

- 3.4 Optimising Housing Potential
- 3.5 Quality and Design of Housing Developments
- 3.8 Housing Choice
- 3.11 Affordable Housing Targets
- 3.12 Negotiating Affordable Housing on Individual Private Residential and Mixed Use Schemes
- 3.13 Affordable Housing Thresholds
- 3.19 Sports Facilities
- 5.3 Sustainable Design and Construction
- 5.7 Renewable Energy
- 5.12 Flood Risk Management
- 5.13 Sustainable Drainage
- 6.9 Cycling
- 6.13 Parking
- 7.1 Building London's Neighbourhoods and Communities
- 7.3 Designing Out Crime
- 7.4 Local Character
- 7.6 Architecture
- 7.17 Metropolitan Open Land

### Planning Policy Statements/Guidance Notes

- PPS 1 Delivering Sustainable Development
- PPG 2 Green Belts
- PPS 3 Housing
- PPS 25 Development and Flood Risk



PPG 17 'Planning for Open Space, Sport and Recreation' advises that careful consideration should be given to any planning applications involving development on playing fields and sets out the requirement (in conjunction with Statutory Instrument 1996 No. 1817) for local planning authorities to consult Sport England about developments that affect land used as playing fields.

As part of the application process, it was necessary for the Council to give a Screening Opinion as to whether an Environmental Impact Assessment was required. The proposal constitutes Schedule 2 development within the meaning of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011. After taking into account the selection criteria in Schedule 3 of the Regulations and the terms of the European Directive, it was considered that the proposed development would not be likely to have significant effects on the environment by virtue of factors such as its nature, size and location. This opinion was expressed taking into account all relevant factors including the information submitted with the application, advice from technical consultees, the scale/characteristics of the existing and proposed development on the site. The applicants have been advised accordingly.

The applicants submitted a viability assessment in support of their application. The Council instructed GVA to review the applicant's intentions to use the capital receipt generated by the sale of the property with planning consent for residential development to subsidise the cost of building new sports facilities at the ground.

In GVA's opinion the applicants approach to taking "sports field" values as the current use value of the site is acceptable. Having reviewed the applicant's figures for market conditions and sales values, GVA found the figures assumed to be reasonable. As regards leisure facility rental values, GVA found the assumptions used by the applicants to be broadly sound. On development costs, GVA consider the overall assumed costs to be competitive and reasonable. That conclusion assumes the applicant is building the development to Code for Sustainable Homes Level 4.

In summary, GVA checked and verified the assumptions made by the applicants in producing a GLA toolkit to accompany the viability report and the build cost assumptions for the construction of the sports facilities and concluded that none of the assumptions used were so unreasonable as to have a significant impact on the outcome of the toolkit. The effect of this is that the value of the residential site pays for approximately two thirds of the remaining sports, leisure and business facilities with the balance being provided by the applicants.

### **Planning History**

There is extensive planning history at the site. The following applications are considered to be of relevance to the current proposal:

00/03131/OUT – outline planning permission granted for the demolition of the existing buildings, excluding the façade of the pavilion, and construction of 3 storey development (including façade) comprising 42 flats with car parking spaces, and two storey sports pavilion building with car parking spaces on Worsley Bridge Road

frontage. This development was allowed, in part, to enable the site to be brought back into sporting use for Kent County Cricket Club. KCCC's use of the site was safeguarded for a period of 10 years in accordance with the terms of the legal agreement.

Details pursuant to the above permission were approved under ref. 01/02978/DET, and 02/01532/DET.

02/02290/FULL1 – permission granted for formation of earth bund.

03/00719/FULL1 – permission granted for detached single storey building for score board.

07/00779/FULL1 – permission granted for siting of detached scoreboard.

### **Conclusions**

The application site comprises Metropolitan Open Land (MOL) within which there is a presumption in policy terms against inappropriate development, unless very special circumstances can be demonstrated which clearly outweigh the harm by reason of inappropriateness or any other harm.

The existing use of the site is predominantly for outdoor sport and recreation (which is an appropriate use of MOL), operating as a 'satellite' ground for Kent County Cricket Club (KCCC) who play a limited number of county games at the ground each year, as well as providing playing fields and an all-weather pitch which are used by local clubs for football, hockey and cricket, as well as providing significant sporting and community benefits. The applicant submits, however, that the cost of running the ground exceeds any income and consequently that it runs at a loss each year (and has done since 2002), and that these losses can no longer be sustained.

As a consequence of their financial situation, the proposed development has been put forward by KCCC in conjunction with the owners of the ground, in seeking to provide enhanced facilities for county cricket matches in the form of a spectator stand and additional car parking, along with three detached buildings to provide a complementary indoor cricket training centre, together with a health and fitness centre and conference centre which would provide alternative revenue streams to support the club. In addition, a new all-weather pitch would be provided to replace the existing facility. The proposal would be delivered by way of an 'enabling' development of 48 private houses on part of the site.

Whilst certain elements of the scheme may be considered 'appropriate' development on MOL in the form essential facilities for outdoor sport and recreation, the remainder would constitute 'inappropriate' development and would require the demonstration of very special circumstances to outweigh the harm by reason of inappropriateness (or indeed any other harm) in order to be accepted. Specifically, the spectator stand which would appear to be of a scale appropriate for county cricket matches played at the site, and the all-weather pitch which would replace an existing all-weather facility in need of improvement, would appear to be

acceptable development within MOL. Conversely, the indoor cricket centre, conference centre, health and leisure centre and housing development would be 'inappropriate' development.

It will therefore be a case of balancing the benefits of KCCC remaining at the ground, against the harm that would arise to the openness and visual amenities of the MOL as a result of the inappropriate development having regard to the case for very special circumstances (VSC) set out by the applicant (and detailed at the beginning of this report), in considering whether the proposed development can be acceptable. In addition, Members will need to consider the acceptability of the loss of playing fields, and whether the absence of any affordable housing as part of the residential element of the scheme can be accepted in this case.

In short the VSC case centres on the current financial situation at the ground, the importance of retaining a first class cricket square and the playing of first class games, and submits that in order for KCCC to remain at the ground alternative revenue streams must be secured to support the continued sporting use of the site. The housing development would effectively fund the rest of the scheme, which would result in enhanced facilities for the ground, and a complementary indoor cricket centre, health/leisure centre and conference centre to provide alternative revenue streams and allow KCCC to remain at the site in the medium to long term. It is submitted that the inappropriate development would facilitate the continued use of the remainder of the site for outdoor sport and recreation including cricket, football and hockey, with the alternative being that KCCC would be forced to leave the ground, resulting in all uses of the site ceasing. The applicant has submitted a financial viability assessment in support of the case for very special circumstances, and to seek to demonstrate that the development proposal would involve the minimum amount of 'enabling' development to allow the proposal to go ahead with a reasonable operating profit, which would secure KCCC's future at the ground.

The submitted financial viability assessment has been independently appraised, and it has been confirmed by the auditors to be reasonable. The value of the residential element of the proposal funds approximately two thirds of the remaining sports, leisure and business facilities with the balance being provided by the applicants. Whilst there is no immediate return, the future flow of income from the operation of the conference/health and fitness centres would generate a return commensurate with the applicant's original investment in the development over the lifetime of the scheme being promoted in the application.

While the VSC case and the desire for KCCC to remain at the site is noted, the proposed development would result in the loss of just over half of the open space on the site. The residential development of 48 houses and the three detached buildings along the Worsley Bridge Road frontage (together with the areas retained for landscaping and car parking) would fundamentally alter the open character of the site, affecting views into the site and seriously compromising the openness and visual amenities of the MOL. In this case, the harm to the MOL by reason of inappropriateness is compounded by the amount of development and its siting, scale and form. The residential element of the scheme would comprise a relatively low density development of large detached dwellings, which would not represent the optimum amount of 'enabling' development for this sensitive site in terms of its



built form and the degree of site coverage. The three detached buildings for the indoor cricket centre, health and fitness centre and conference centre would be of significant scale and be highly visible along the Worsley Bridge Road frontage, giving rise to a very apparent loss of openness, compromising views into the site and harming the visual amenities of the MOL.

Members will be aware of the balancing exercise that needs to be undertaken in this case, in determining whether the case for VSC put forward by the applicant is sufficient to clearly outweigh the harm to the openness and character of the MOL by reason of inappropriateness and other harm, as identified in the preceding paragraph.

In addition to the impact to the openness and visual amenities of the MOL, the development would result in the loss of playing fields, including almost half of the existing cricket field, and the grassed area to the west of the existing all-weather pitch. In policy terms it is possible to consider the re-provision of playing fields elsewhere in order to mitigate any loss, and the applicant has indicated that were planning permission to be granted a financial contribution would be put forward as part of a legal agreement to enhance existing sports pitches in the area. However, details of the size and location of these local pitches have not been provided in order to enable an assessment as to how this might mitigate against the loss proposed in this case. Any further comments in respect of this matter, particularly from the applicant and Sport England will be reported at the meeting.

With regard to the impact of the proposed development to the amenities of neighbouring residents, it is clear that the proposal would alter views into the site as a result of the amount and scale of development proposed. However, assessing this impact as a residential amenity issue (rather than a public amenity issue such as the openness of MOL), it is not considered that the impact of the proposal to views from neighbouring properties could constitute grounds for the refusal of planning permission. Regarding the residential development, this would be located adjacent to a number of existing residential properties on Worsley Bridge Road, Ashfield Close and Gainsborough Close. Again while there would be likely to be a degree of impact to these properties, the indicative separation between these adjacent properties and the proposed dwellings would appear to be acceptable (at a minimum of approx. 22m back-to-flank and 27m back-to-back), and it is highly likely that the proposed dwellings could be designed to ensure that no undue overlooking or loss of privacy would arise.

Regarding affordable housing, the Council's policies require 35% provision on housing sites capable of providing 10 or more dwellings. In this case, no affordable housing is proposed as part of the residential element of the scheme on the basis that this would require further cross subsidy to be generated by the private sale residential development, resulting in more development and built form to enable the remainder of the development. Members will need to consider this issue carefully in the context of the findings of the independent appraisal of the submitted financial viability assessment. On the basis that the housing development funds approximately two thirds of the remaining elements of the scheme, and the scheme is reliant upon further investment from the applicant, the scheme as submitted could not sustain any affordable housing contribution.



Concerning the highways aspect of the development, the technical objections initially raised have been lifted in light of the additional information provided in the form of the updated Transport Assessment and Outline Green Travel Plan.

Finally with regard to the impact of the development on flood risk, the Environment Agency raises no objection in light of the submitted Flood Risk Assessment.

Background papers referred to during production of this report comprise all correspondence on files refs. 00/03131, 01/02978, 02/01532, 02/02290, 03/00719, 07/00779 and 11/02140, excluding exempt information.

as amended by documents received on 20.10.2011 24.10.2011 15.11.2011  
17.11.2011

### **RECOMMENDATION: MEMBERS' VIEWS ARE REQUESTED**

D00002                      If Members are minded to grant planning permission, any resolution to be subject to Direction from the Mayor and to evidence being supplied to the Council of an agreement for a lease or of a lease to KCCC for a period of not less than 20 years at a nominal rent that confers rights and benefits to enable KCCC to operate the KCCC facilities and provides for construction of the KCCC elements and their operation.

The following S106 heads of terms are suggested:

1. Prior to the implementation of the permission, details of the reserved matters shall be submitted to and approved by LBB for the KCCC uses (seating, indoor cricket facility, conference facility, leisure club, all weather pitch and KCCC sports ground).
2. Prior to the occupation of the first dwelling, a scheme for construction of KCCC elements, including phasing and programme, shall be submitted to and approved by LBB in writing. The scheme as approved by the Council shall be implemented.
3. Prior to the occupation of the 28th residential dwelling; the indoor cricket facility will be completed. Prior to the occupation of the 37<sup>th</sup> residential dwelling, the astro-turf pitch will be completed. Prior to the occupation of the 45<sup>th</sup> residential dwelling, the spectator stand will be completed. No further dwelling shall be occupied until this requirement is met.
4. The all-weather pitch shall be made available for hire to the public, subject to normal terms and conditions.
5. The Pavilion and Playing Fields shall remain available for recreational use by KCCC. Future maintenance of Playing Fields and the all-weather pitch and the spectator stand shall be on terms which are acceptable to and agreed in writing by KCCC, or in default the Council, and the obligation in respect of future maintenance should be for a period of 20 years from the

date of the Agreement between KCCC or in default the developer and the Council.

6. The terms of the future maintenance of the Playing Fields, all-weather pitch and the spectator stand shall be agreed prior to occupation of the last remaining house.
7. A financial contribution of £xxxx will be made to LBB to fund the enhancement of sports pitches in the local area in discussion with Sport England.
8. Prior to occupation of first dwelling, the owner shall write to the owners of adjoining residential properties offering to transfer a 2m strip of land alongside the southern site boundary. In respect of those properties that accept the offer the 2m strip shall only be used as residential curtilage in connection with the property it shall be transferred to in accordance with the offer.

Subject to the following conditions:

- |    |                |   |         |
|----|----------------|---|---------|
| 1  | ACA02          | Details req. pursuant outline permission                            | access, |
|    |                | appearance, landscaping, layout and scale                           |         |
|    | ACA02R         | Reason A02  |         |
| 2  | ACA03          | Compliance with landscaping details                                 |         |
|    | ACA03R         | Reason A03  |         |
| 3  | ACA07          | Boundary enclosure - no detail submitted                            |         |
|    | ACA07R         | Reason A07  |         |
| 4  | ACK08          | Archaeological access   |         |
|    | ACK08R         | K08 reason  |         |
| 5  | ACI21          | Secured By Design   |         |
|    | ACI21R         | I21 reason  |         |
| 6  | ACD04          | Foul water drainage - no details submit                             |         |
|    | ADD04R         | Reason D04  |         |
| 7  | ACD06          | Sustainable drainage system (SuDS)                                  |         |
|    | ADD06R         | Reason D06  |         |
| 8  | ACJ23          | Details of floodlights  |         |
|    | ACJ23R         | J23 Reason  |         |
| 9  | ACI20          | Lifetime Homes Standard/wheelchair homes                            |         |
|    | ADI20R         | Reason I20  |         |
| 10 | ACI02          | Rest of "pd" Rights - Class A, B,C and E                            |         |
|    | <b>Reason:</b> | In order to comply with Policy BE1 of the Unitary Development Plan. |         |
| 11 | ACH01          | Details of access layout (2 insert)                                 |         |
|    | ACH01R         | Reason H01  |         |
| 12 | ACH02          | Satisfactory parking - no details submit                            |         |
|    | ACH02R         | Reason H02  |         |
| 13 | ACH21          | Car parking to be for customers/employee                            |         |
|    | ACH21R         | Reason H21  |         |
| 14 | ACH22          | Bicycle Parking   |         |
|    | ACH22R         | Reason H22  |         |

- |    |        |  |            |    |
|----|--------|--|------------|----|
| 15 | ACH12  | Vis. splays (vehicular access) (2 in)  | 2.4m x 38m | 1m |
|    | ACH12R | Reason H12   |            |    |
| 16 | ACH16  | Hardstanding for wash-down facilities  |            |    |
|    | ACH16R | Reason H16   |            |    |
| 17 | ACH29  | Construction Management Plan   |            |    |
|    | ACH29R | Reason H29   |            |    |
| 18 | ACH30  | Travel Plan  |            |    |
|    | ACH30R | Reason H30   |            |    |
| 19 | ACH32  | Highway Drainage   |            |    |
|    | ADH32R | Reason H32   |            |    |
| 20 | ACH23  | Lighting scheme for access/parking   |            |    |
|    | ACH23R | Reason H23   |            |    |
| 21 |        | No loose materials shall be used for surfacing of the parking and turning area hereby permitted. |            |    |

**Reason:** In order to comply with Policy T18 of the Unitary Development Plan.

22 Details of a surface water drainage system (including storage facilities where necessary and a petrol interceptor to the outlet of the car parking area) shall be submitted to and approved in writing by the Local Planning Authority before any part of the development hereby permitted is commenced and the approved system shall be completed before any part of the development hereby permitted is first occupied, and permanently retained thereafter.

ADD02R Reason D02

23 Development should not be commenced until: Impact studies of the existing water supply infrastructure have been submitted to and approved in writing by the Local Planning Authority (in consultation with Thames Water). The studies should determine the magnitude of any new additional capacity required in the system and a suitable connection point.

**Reason:** To ensure that the water supply infrastructure has sufficient capacity to cope with the/this additional demand.

24 Prior to commencement of the development hereby permitted, a full and detailed Playing Field Mitigation Strategy shall be submitted to the Local Planning Authority for approval in consultation with Sport England. The Strategy shall include:

- The location and size of any replacement playing field land
- The location and size of any existing off site playing field land to be upgraded or improved
- Fully costed details of any proposed offsite improvement works to existing playing field land
- The level of financial contribution to be committed [by the applicant] to secure the mitigation measures identified in the Strategy

**Reason:** To ensure the satisfactory re-provision of playing fields locally and to comply with Policy L6 of the Unitary Development Plan, Policy 3.19 of the Unitary Development Plan and PPG 17 'Planning for Open Space, Sport and Recreation'.

- 25 The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) by Gilmour Infrastructure Ltd. (Report Ref. C955/DR/EAJ/U0422) and the following mitigation measures detailed within the FRA:
- (i) During detailed design the Geo-environmental Site Investigation is to include soakage testing in accordance with BRE 365 at locations to be agreed with the LPA and the Environment Agency in order to determine the suitability of infiltration based SUDS measures for inclusion with the surface drainage strategy (Refer to Section 2.0 of FRA Addendum);
  - (ii) Run-off rates from the proposed drainage strategy will be limited to the Mean Annual Greenfield rate (QBAR) of 30l/s for all events up to and including the 1 in 100 year plus climate change critical duration storm event (Refer to Section 4.0 and 6.0)

Note: In the event that the site investigation results confirm that infiltration based SUDS are deemed unsuitable, the detailed design shall be based on the proposed drainage strategy as set out within the Shepherd Gilmour Infrastructure Limited Drg. C955-204 Rev A

**Reason:** To reduce the impact of flooding both to and from the proposed development and third parties.

#### INFORMATIVE(S)

- 1 RDI16 Contact Highways re. crossover
- 2 Any repositioning, alteration and/ or adjustment to street furniture or Statutory Undertaker's apparatus, considered necessary and practical to help with the forming of vehicular crossover hereby permitted, shall be undertaken at the cost of the applicant.

D00003 If Members are minded to refuse planning permission the following grounds are suggested:

- 1 The proposed indoor cricket centre, health and leisure centre and conference centre, together with the residential development of 48 dwellings would constitute inappropriate development within Metropolitan Open Land by definition, and would seriously harm the openness and visual amenities of this prominent site by reason of the number and size/type of dwellings proposed, the scale and siting of the three detached buildings and the associated car parking and landscaping areas along the Worsley Bridge Road frontage. No very special circumstances exist to warrant the setting aside of normal policy requirements, and in the absence of which the proposal would be contrary to Policy G2 of the Unitary Development Plan, Policy 7.17 of the London Plan and PPG 2 'Green Belts'.
- 2 The proposed residential development of 48 dwellings does not include affordable housing, and no evidence has been provided to justify the setting aside of normal policy requirements, and in the absence of which the proposal would be contrary to Policies H2 and H3 of the Unitary Development Plan and Policies 3.11 and 3.12 of the London Plan.



- 3 The proposed development would result in the loss of playing fields on the site, and no information has been submitted to demonstrate that this loss can be mitigated by appropriate re-provision elsewhere. The proposal would therefore be contrary to Policy L6 of the Unitary Development Plan, Policy 3.19 of the London Plan and PPG 17 'Planning for Open Space, Sport and Recreation'.



**Application:**11/02140/OUT

**Address:** Kent County Cricket Ground Worsley Bridge Road  
Beckenham

**Proposal:** 3 detached buildings for use as indoor cricket training centre/  
multi-function sports/ leisure facility, health and fitness centre and  
conference centre. Spectator stand for 2000-3000 people. Car parking. All  
weather/ floodlit pitches. 48 detached houses OUTLINE





Report No.  
DRR11/151

London Borough of Bromley

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**Decision Maker:** Development Control Committee

**Date:** 12<sup>th</sup> January 2012

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

**Title:** **DRAFT ANNUAL MONITORING REPORT:  
2010/11**

**Contact Officer:** Mary Manuel, Head of Planning Strategy and Projects,  
Louisa Bruce (Policy Officer)  
Tel: 020 8313 4303  
E-mail: mary.manuel@bromley.gov.uk

**Chief Officer:** Chief Planner, Bob McQuillan

**Ward:** Boroughwide

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## 1. REASON FOR REPORT

- 1.1 The Planning and Compulsory Purchase Act 2004 requires the submission of an Annual Monitoring Report to the Department of Communities and Local Government by 31<sup>st</sup> December each year. This report provides, at Appendix 1, the report for 2010/11, which has been submitted to the Secretary of State to meet the December 2011 deadline as a draft, subject to this Committee's endorsement.

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## 2. RECOMMENDATION

- 2.1 That the Committee Agrees the Annual Monitoring Report 2010/11 - attached as Appendix 1, and asks the Chief Planner to confirm to the Secretary of State the decision of this Committee.

### Corporate Policy

1. Policy Status: Existing policy
  2. BBB Priority: Excellent Council
- 

### Financial

1. Cost of proposal: N/A
  2. Ongoing costs: Recurring cost
  3. Budget head/performance centre: Planning Division
  4. Total current budget for this head: £3.3m
  5. Source of funding: Existing Revenue Budgets
- 

### Staff

1. Number of staff (current and additional): 98
  2. If from existing staff resources, number of staff hours: Not known
- 

### Legal

1. Legal Requirement: Localism Act 2011 & The Planning and Compulsory Purchase Act 2004
  2. Call-in: Call-in is not applicable.
- 

### Customer Impact

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

### Ward Councillor Views

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



### **3. COMMENTARY**

- 3.1 The 2010-11 Annual Monitoring Report (AMR) based on a similar template to previous years has been prepared and submitted to the Secretary of State to meet the 31<sup>st</sup> December deadline subject to endorsement by this Committee. This forms Appendix 1. The format for future years will be kept under review in the context of national legislation and guidance and local policy circumstances.
- 3.2 The Planning and Compulsory Purchase Act 2004 currently requires the submission of an Annual Monitoring Report to the Department of Communities and Local Government by 31<sup>st</sup> December each year. The Council is required to prepare and publish monitoring reports, analysing how planning document preparation work has progressed against published timetables and progress on implementing policies. Monitoring is important in assessing whether existing planning policies are achieving their objectives and to review the progress on the preparation of new planning documents including the elements of the Local Development Framework.
- 3.3 The Government has issued proposed changes to the monitoring requirements for planning which come into force on the 15<sup>th</sup> January 2012 under the provisions of the Localism Act 2011. This will remove the need for conformity with the previously mandatory national indicators for planning policy annual monitoring and the requirement to submit the AMR to the Secretary of State by 31<sup>st</sup> December in future years. The Government's Localism Agenda and Decentralisation activity offer the opportunity for the Council to decide how to deliver monitoring of planning policy.
- 3.4 The 2010/11 AMR contains data on a range of indicators intended to measure the effectiveness of the Council's planning policies in achieving sustainable development. Key achievements include:
- § Following adoption of the Bromley Town Centre Area Action Plan the move to its implementation.
  - § The adoption of the Planning Obligations Supplementary Planning Document
  - § The annual housing target has been exceeded due in part to the new housing developments at Blue Circle
  - § In terms of social infrastructure, 110 extra care units were permitted.
  - § An application was also permitted for the complete redevelopment of a school and 19 extensions to schools and colleges to provide additional teaching space.

### **4. POLICY IMPLICATIONS**

- 4.1 The AMR monitors progress against policies saved in the UDP and DPD for Bromley. These are key elements in progressing Bromley 2020 in particular 'Our Valued Environment' and 'Vibrant and Thriving Town Centres' and 'An Excellent Council'.

<b>Non-Applicable Sections:</b>	<b>Legal, Personnel and Financial Implications</b>
Background Documents: (Access via Contact Officer)	The Localism Act 2011; The Planning & Compulsory Purchase Act 2004; Local Development Framework Monitoring: A Good Practice Guide, March 2005 (ODPM); Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008; Report to Development Control Committee, 1st December 2009

# LONDON BOROUGH OF BROMLEY

## LOCAL DEVELOPMENT FRAMEWORK

### ANNUAL MONITORING REPORT 1<sup>st</sup> April 2010 – 31<sup>st</sup> March 2011

December 2011



# **LONDON BOROUGH OF BROMLEY ANNUAL MONITORING REPORT 2010-11**

## **Contents**

<b>Section</b>	<b>Page</b>
1.0 Introduction	3
2.0 Report Highlights	4
3.0 Development Plan Production	5
4.0 Progress towards targets and indicators	9
5.0 Business Development and Town Centre Core Policies	10
6.0 Housing Policies Core Indicators	15
7.0 The Natural Environment Core Indicators	19
8.0 The Built Environment Core Indicators	22
9.0 The Community Core Indicators	23
Appendices	25
Appendix 1 - Section 106 Agreements 2010/11	
Appendix 2 - Housing Trajectory (to follow)	
Appendix 3 - Saved and expired policies	

# ANNUAL MONITORING REPORT

## 1.0 Introduction

- 1.1 This is the seventh Annual Monitoring Report (AMR) prepared by Bromley Council. The first Annual Monitoring Report was submitted in December 2005.
- 1.2 The report focuses on monitoring the implementation of the saved policies within the UDP which continue to serve as the Development Plan for the Borough (together with the London Plan) and progress in preparing the Local Development Framework.

## Background

- 1.3 The Annual Monitoring Report (AMR) collates information which allows assessment of the performance of planning policies over the period 1st April 2010 to 31st March 2011. The report highlights the various elements of monitoring reporting on employment levels, retail and leisure development, housing provision and a range of environmental indicators around biodiversity, flood risk, low carbon development and Green Belt. In addition the report comments on waste related development and the preservation of conservation and heritage assets.
- 1.4 The AMR is required under the Planning and Compulsory Purchase Act 2004. From the 15<sup>th</sup> January 2012 Part 113 of the Localism Act 2011 amends the 2004 Planning & Compulsory Purchase Act and local planning authorities will no longer have to report annually to the Secretary of State regarding the implementation of their development schemes and policies. They will still have to report at least annually to the public and local community.
- 1.5 The purpose of The Annual Monitoring Report analyses the progress of planning document preparation work against the published timetables and the effects that the implementation of policies on the locality. Monitoring is essential in assessing whether existing planning policies are addressing their objectives and to review progress on the preparation of new planning documents such as the Local Development Framework (LDF). However, during 2011 the Government has published consultative documents reforming the planning system which refers to 'local plans' rather than LDF's and Core Strategies of the current system.
- 1.6 The Council has identified a range of indicators to measure as far as possible the effectiveness of the Council's planning policies in achieving sustainable development. These are included in the report under the relevant sections and reflect where appropriate those used in previous reports. This means meeting the development needs of the Borough whilst achieving a sustainable economy, safeguarding environmental assets, addressing social equity, ensuring accessibility and addressing climate change. These indicators are included in the report under the relevant sections and reflect where appropriate those used in previous reports.

## **2.0 Report Highlights**

- 2.1 The highlights of the report are set out in two key sections, progress against the preparation of the Local Development Framework as outlined in the Local Development Scheme and the monitoring results from the saved policies within Bromley's UDP and other core indicators.

### **Key aspects of the Local Development Scheme:**

- § Following the adoption of the Bromley Town Centre Area Action Plan (AAP) as a statutory planning document on the 12<sup>th</sup> October 2010, the focus is now on its implementation. A development programme for the delivery of the various projects of the AAP has been drafted and is regularly monitored.
- § The preparation of evidence for the Core Strategy has continued. This included workshops with Members early in the year to develop the approach to the Borough and forms the basis of much of the further work and pen portraits and strategic themes considered by the Local Development Framework Action Plan (LDFAP) and Development Control Committee early in February/March 2011.
- § The timetable for the preparation of the Core Strategy was revised in light of work with Members during the year, however, further discussion with the LDFAP in 2011 formed the production of the consultation Core Strategy Issues Document. Substantial consultation took place over the summer with responses reported to Development Control Committee in the autumn. The potential implications of the Government's draft National Planning Policy Framework (NPPF) and the progress of the Localism Bill have led to further revisions and the timescale is being kept under review by the LDFAP.
- § Consultation on the draft Supplementary Planning Document for Planning Obligations took place in 2009 and the response to the final document was considered by Development Control Committee in November 2010 and formally adopted on 8th December 2010 by the Executive.
- § Phase 1 of the environmental improvements in Orpington High Street was completed in July 2010 in line with the Masterplan for Orpington.

### **Key findings of the Policy Progress Section:**

- § During 2010/2011 672 new residential units were completed in the Borough exceeding the target of 485. A significant factor was the completion of Phase 1 of the Blue Circle development.
- § There is continuing awareness of the loss of existing employment land to other uses. The loss of employment land requires careful consideration and has to be considered against a healthy supply of housing land.

### **3.0 Development Plan Production**

- 3.1 The Council's Local Development Scheme (LDS) was prepared as required by Government, illustrating how the preparation of the LDF would be managed. However, this has been updated in consultation with Members, in particular through the Local Development Framework Advisory Panel (LDFAP) keeping the plan making process and timescales under review to ensure it is as efficient as possible and 'light touch' minimising bureaucracy. The preparation of the Core Strategy, in particular, the work throughout 2011 has focused on reflecting local issues and developing a robust plan to meet the existing and emerging plan requirements.
- 3.2 In line with government guidance the LDS is not being formally updated but its progress will continue to be reported and made available to the public. The current position is outlined in page 7.

#### **Progress since April 2011**

- 3.3 Since the end of March and the formal monitoring period there has been particular progress with the Core Strategy and the production of the Core Issues document. This went out to public consultation for 3 months over the summer of 2011. The scale of the work involved has been greater than anticipated and this together with the government's many consultation documents, and the planned reform of the plan making process contributed to the review of the overall LDF process, to ensure that it is delivered effectively within the current environment of major public spending cuts impacting on the Council and other key partners. In particular the LDFAP and Development Control Committee are mindful of the move to a local plan process. Officers are working on this basis to ensure that all the work for the Core Strategy can be utilised for a robust Bromley Local Plan. Reference is made to the development of a Core Strategy/Local Plan.
- 3.4 The Local Development Framework Advisory Panel (LDFAP), chaired by the Leader of the Council, has continued to meet and guide the process. The panel comprises representatives from Development Control Committee, key portfolios, and the Chairman of Executive and Resources PDS. The LDFAP's role is to advise officers, the Development Control Committee and the Executive on developing the Local Development Framework in accordance with national guidance and legislation and local priorities. This focus on how the LDF/Local Plan can be used to reflect the emerging localism agenda will be increasingly important over the coming year.
- 3.5 The timetable of the Core Strategy/Local Plan as outlined on page 7 shows how the Council is progressing the plan making process.

#### **Bromley's Unitary Development Plan**

- 3.6 A small number of policies in the UDP expired on 20th July 2009. The remaining policies continue to be saved as part of the development plan following the Direction issued by the Secretary of State for Communities and Local Government. Only those policies that have been specified as part of the



direction now form part of the UDP and all other UDP policies cease to be relevant for development control purposes. A list of the saved policies are outlined at Appendix 3.

### **Bromley Town Centre Area Action Plan**

- 3.7 Following the adoption of the Bromley Town Centre Area Action Plan (AAP) as a statutory planning document in October 2010, the focus is now on implementation. Planning applications have been received on Site K (Westmoreland Road Car Park), Site E (The Pavilion) and Site M (Queen's Gardens). All were submitted this year and are currently being assessed by the Planning Department.

### **Core Strategy, Site Allocations and Development Standards**

- 3.8 The Core Strategy is the central part of the Local Development Framework and will set out the key elements of the planning framework for the Borough reflecting spatial choices about where development should go in broad terms. Government guidance emphasises that core strategy preparation should be based on robust local evidence. In this context, more time than originally anticipated has been required to ensure that the Council has a sound base within which to inform discussions on significant emerging issues and options. The identification of 21 areas and pen portraits reflecting the geographies within the Borough and emerging issues has been an important foundation for the Core Strategy or a future 'Local Plan' if the reforms as proposed by the Government are progressed.
- 3.9 Substantial data is held across Council departments and by a number of external organisations. This is being brought together and assessed for its usefulness and analysed at both the borough and local level. Gaps in information have been and will continue where necessary to be augmented by specialist studies.
- 3.10 The LDFAP will continue to keep under review the number and scope of development plan documents and the approach required to meet the needs of the borough and current and proposed government legislation and guidance.
- 3.11 The table below shows the schedule proposed to adopt the Core Strategy or a wider Local Plan as envisaged as part of the draft NPPF. Whilst the schedule is correct of December 2011 it will be subject to change with the Government's National Planning Policy Framework coming into force next year which will mean changes to PPG12: Local Plans which details the local plan making process.

## Core Strategy/Local Plan - Schedule December 2011

	2011	2012				2013			
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Refine evidence base</b>									
<b>Develop and test options</b>									
<b>Consultation on options and preferred strategy</b>									
<b>Prepare Draft Local Plan</b>									
<b>Formal public consultation (Reg 27)</b>									
<b>Independent Examination (Reg 30)</b>									
<b>Adoption</b>									

### Adopted Document Plan Documents

- § Unitary Development Plan
- § Bromley Area Action Plan
- § Statement of Community Involvement
- § Draft Orpington Supplementary Planning Guidance
- § Supplementary Planning Documents – Housing Planning Obligations
- § Planning Obligations Supplementary Planning Document

### Planning Obligations Supplementary Planning Document

3.12 Public consultation on the Draft Supplementary Planning Document on Planning Obligations took place in February and March 2010. The final document was prepared in light of responses received, and considered by the Development Control Committee in November 2010 and formerly adopted by the Executive on the 8<sup>th</sup> December 2010.

### Annual Monitoring Report

3.13 This document forms the Annual Monitoring Report required to be submitted to the Secretary of State by December 31<sup>st</sup> 2011. This has been submitted subject to the endorsement of the Council's Development Control Committee in January 2012.

### Performance Indicators and measuring progress

3.14 The monitoring of the UDP/LDD policies requires a set of targets and indicators to be developed to assess whether the Plan's objectives are being met. In Bromley the approach comprises:

3.15 Contextual indicators devised with the aim of understanding the major demographic, economic, environmental or social 'spatial' characteristics of Bromley. Changes in these characteristics will be monitored and flagged up

as early as possible to indicate where Policy may need to be amended appropriately through the LDF process.

- 3.16 **Local** indicators set out in the Sustainable Communities section of the UDP. These are limited in number and focus on priority areas for the Council which can be measured and monitored.
- 3.17 Mandatory **Core** Indicators developed by the former ODPM and set out in the 'Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008'. These indicators are considered to provide the basis for all 'policy monitoring', which all local authorities are expected to monitor. Of particular importance is the Housing Trajectory (See Appendix 2).

### **Data Availability**

- 3.18 Although the Council holds much data that has been used in this AMR, there remain a number of significant gaps. Some, may only effectively be filled when the data from the 2011 Census is available. Other data required for measuring the core indicators is only available at national/regional level, e.g. climate change and biodiversity.
- 3.19 The AMR focuses on those indicators which are either central to monitoring the delivery of Council priorities or if not, are relatively easy to collect at present.
- 3.20 Within the Policy Assessment section of the AMR, the intention is to provide a commentary on any significant policy effects under the headings of the UDP objectives.

#### **4.0 PROGRESS TOWARDS TARGETS AND INDICATORS**

4.1 The following pages summarise the progress that has been made in meeting the Government and locally derived objectives and indicators:

- § All Core and Local indicators are included, even where the data is not available.
- § Tables and charts are used, where appropriate, to enhance clarity.
- § Brief commentary is provided where this helps the understanding of the information presented.

## 5.0 BUSINESS DEVELOPMENT & TOWN CENTRES

- 5.1 This section of the AMR reports on indicators in relation to employment land, retail and town centres.
- 5.2 The Borough's main employment centres are Bromley Town Centre, the Major Town Centre of Orpington; the District Centres of Beckenham, Penge, Petts Wood and West Wickham; and the Business Areas in St. Mary Cray, Lower Sydenham, Elmers End and Biggin Hill.
- 5.3 Bromley Town Centre is the main location for the Borough's office-based businesses.

Indicator	Core BD1: Total amount of additional floorspace – by type Local Policy Objective I: Vacancy rates in town centres (see para 5.10)
Current Position	B1 = - 4103m <sup>2</sup> B2 = 1077 m <sup>2</sup> B8 = 4080m <sup>2</sup>

Indicator	Core BD2: Total amount of employment floorspace on previously developed land by type
Target	100%
Progress/Target met	100%

Indicator	Core BD3: Employment land supply by type
Current Position	Total land within designated Business use = 902,818.6 sqm (land allocated within the UDP as Business Area)

- 5.4 Bromley Town Centre and its surroundings are by far the largest centre of employment in the Borough. There are nearly 26,000 jobs based in the area, about a quarter of all jobs in the Borough. Orpington is also a significant employment and secondary office location and the Borough's second largest retail centre.



5.5 A selection of the contextual indicators from the Office of National Statistics show below a relatively high economic activity rate amongst the Borough's residents, largely in the banking/finance and public administration occupants. The economic activity rate in 2010 for people of working age for Bromley was 76.7%. Unemployment for the monitoring period was lower than last year and consistently lower than that of London. Many residents travel to work locations outside the Borough, particularly central London.

#### Population ages 16-64 (2010)

	<b>Bromley (numbers)</b>	<b>Bromley (%)</b>	<b>London (%)</b>	<b>Great Britain (%)</b>
All people aged 16-64	199,400	63.8	68.9	64.8
Males aged 16-64	97,300	64.7	70.0	65.8
Females aged 16-64	102,100	63.0	67.9	63.8

Source: ONS id-year population estimates

#### Employment and unemployment (April 2010-March 2011)

	<b>Bromley (numbers)</b>	<b>Bromley (%)</b>	<b>London (%)</b>	<b>Great Britain (%)</b>
All people				
Economically active	156,900	76.7%	74.8	76.2
In employment	149,800	73.1	68.2	70.3
Self employed	22,700	10.7	10.6	9.0
Unemployment (model based)	10,600	6.6	8.6	7.6

Source: ONS annual population survey

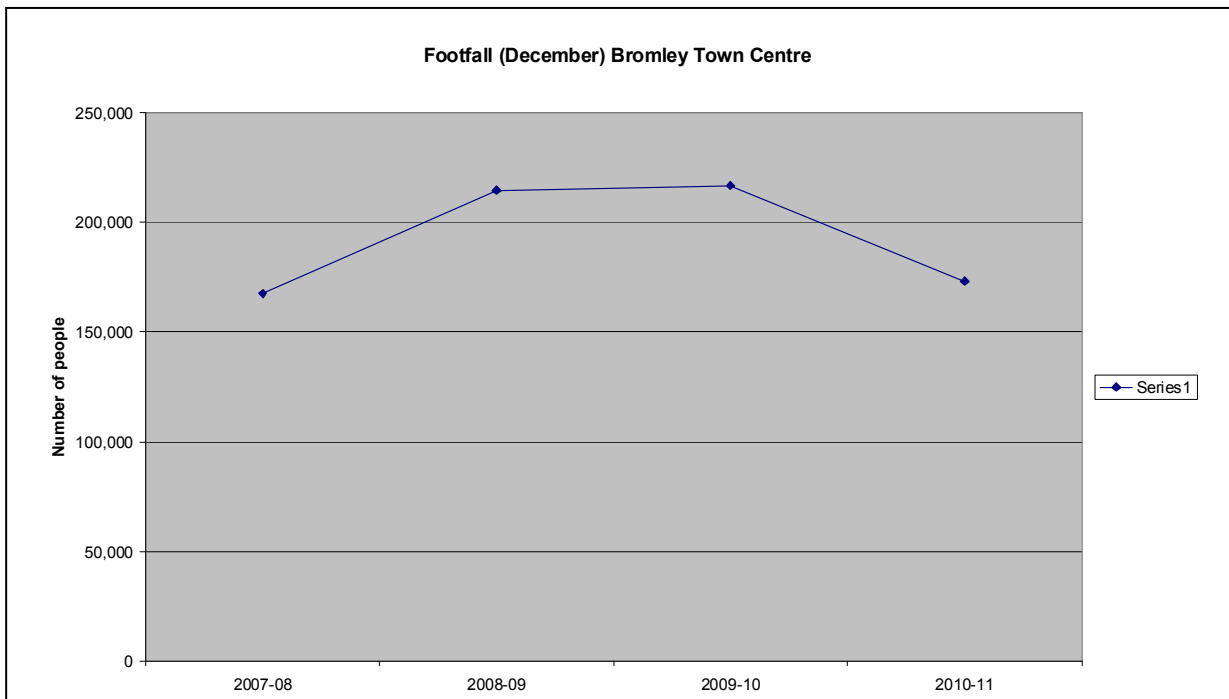
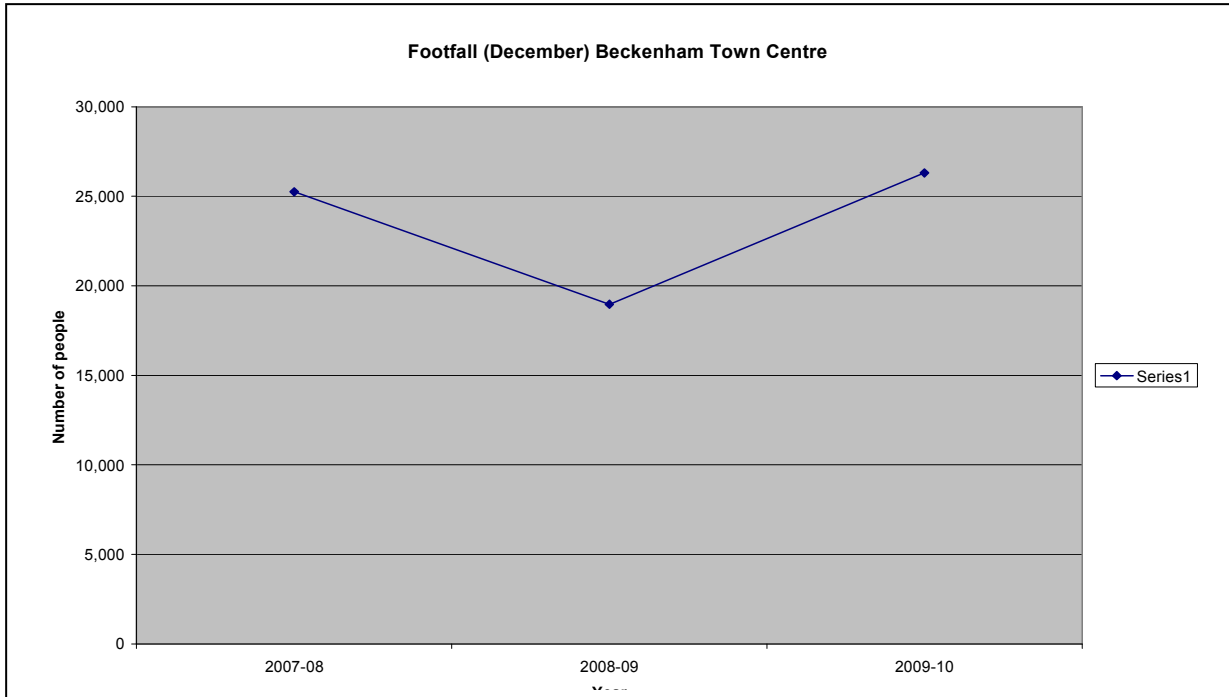
5.6 Chapter 11 of the UDP refers to town centres and shopping. The UDP recognises that town centres have traditionally been the focus for shopping and for community, cultural and entertainment activities. The centres have a crucial role in the local economy, are a focus for public transport networks, and sustainable development.

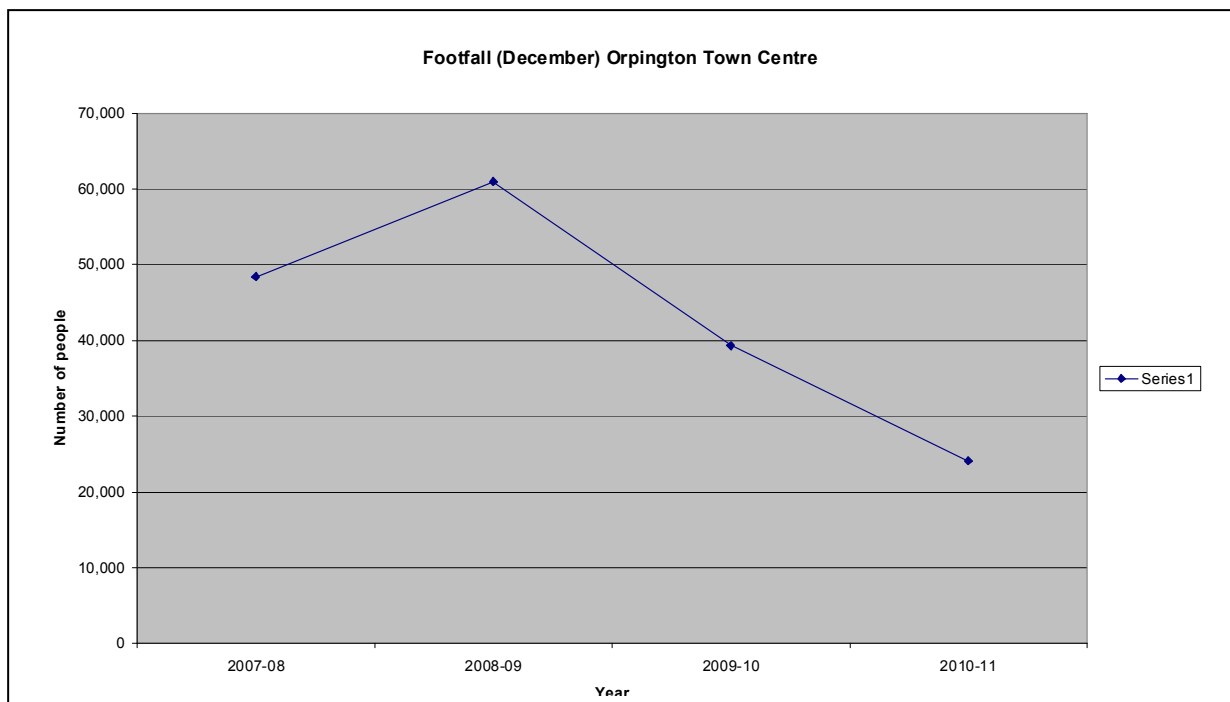
5.7 Bromley Town Centre is the main shopping destination and largest centre within the Borough. The UDP identifies the following centre hierarchy across the Borough as shown in the table on page 12.

**Table identifying the shopping hierarchy of the Borough's centres**

Centres	Retail Hierarchy
Bromley Town Centre	Metropolitan Centre
Orpington	Major Town Centre
Beckenham Penge Petts Wood West Wickham	District Centres
Biggin Hill Chislehurst Hayes Locksbottom Mottingham	Local Centres

- 5.8 A network of smaller Local centres and Neighbourhood Parades primarily offer convenience and 'top up' shopping and services to their localities. Local centres and neighbourhood are a vital service with the majority of parades operating well and offering a good range of vital services and facilities for local residents.
- 5.9 The Council has developed town centre management initiatives to help enhance the vitality and viability of all the town centres. Bromley biggest competitors are Croydon and Bluewater. Bromley lies in 34<sup>th</sup> place as set out in the CACI annual retail rankings (2010) slightly behind Croydon (29<sup>th</sup>) and Bluewater (11<sup>th</sup>).
- 5.10 The graphs below show footfall data for Orpington, Bromley and Beckenham over the last 3-4years. In Beckenham, footfall was measured at 25,260 in 2007/08 and was slightly up at 26,304 in 2009/10. Unfortunately due to adverse weather conditions footfall data for the period 2010-11 was not available. Shoppers visiting Bromley fell from 216,450 in 2009-10 to 173,160 in 2010-11. In Orpington footfall has dropped considerably from a peak of 60,984 in 2008/09 to 24,084 in 2010/11.





5.11 The retail sector is of major importance to the Borough, employing 13,600 people. Bromley Town Centre is identified as a Metropolitan Centre in the Local Plan and is the largest town centre in the Borough with a retail floorspace of 170,000 sqm (figure as quoted in the London Plan sub regional framework 2006). Bromley Town Centre benefits from a wide range of shopping, leisure and business opportunities. In accordance with the Council priority of having 'vibrant, safe and thriving town centres' work is progressing on the implementation of the Bromley Town Centre Area Action Plan.

5.12 Orpington Town Centre is the second largest centre within the Borough and defined as a major town centre in the UDP and in the London Plan, Orpington has a floorspace of 56,169 sqm with 256 outlets, 20 of which were vacant.

5.13 Beckenham is identified as a district centre in the UDP and also in the London Plan, Goad identifies 201 outlets of which 20 were vacant.

Town	Survey Date	Total Number of units	Vacant Outlets	Number of National Retailers
Bromley	26-10-07	444	43	35
	14-01-09	450	38	36
	01-07-11	442	43	33
Orpington	07-03-07	261	30	15
	02-07-09	252	30	14
	11-08-10	256	34	13
Beckenham	09-04-08	199	14	9
	11-12-09	199	19	9
	14-06-11	201	20	9

Source: Goad

## 6.0 HOUSING

6.1 The 2011 London Plan sets an annual monitoring target of 500 units per annum for the period 2011/12-2020/21. A target of 485 from the 2008 London Plan still applies for the monitoring year 2010/11.

Indicator	Core H1: Plan period and housing targets
Target	485 units per annum 2007/08 – 2010/11 = 1940 units  500 units per annum 2011/12-2021/22 = 5000 units
Progress/ Target met	672 units completed

### Five year supply position

- 6.2 A five year housing supply paper was agreed by the Council in April 2011. The paper was based on the current London Plan period of 2007/08 – 2016/17 to which the annual housing completion target of 485 units still relates for this monitoring period.
- 6.3 The paper showed that between 2007/08 – 2009/10 housing completions had exceeded targets by over 300 units.
- 6.4 For information housing completions for 2010/11 totalled 672 net units, largely due to the first phase of houses being built at Blue Circle. Therefore an average of 418 completions would need to be achieved per annum up to 2016/17. Over the next five year supply period of 01/04/12 – 31/03/17 this totals approximately 2090 units. The annual target of 500 units per annum has been incorporated from 2011/12 – 2016/17. This target is included in the adopted London Plan (July 2011) and the target comes into force from the 2011/12 monitoring period.

Financial Year	Completions	Cumulative Completions	Cumulative Target	Progress against target
2007/08	<i>713</i> <sup>1</sup>	713	485	+228
2008/09	<i>494</i>	1207	970	+237
2009/10	<i>553</i>	1760	1455	+305
2010/11	672	2432	1940	+492
2011/12	418 (est.)	2850	2440	
2012/17	2090	4940	4940	

\*anticipated/forecast

<sup>1</sup> Italics show actual unit completions 07/08-10/11.  
December 2011



6.5 The Council's five year supply paper will be formally updated on an annual basis and will represent the most current position on housing supply for the Borough.

### **Housing completions, Land supply and the Housing Trajectory**

6.6 The housing trajectory for Bromley is attached as Appendix 2. The trajectory sets out Bromley's housing supply position from 2007/08 – 2016/17. The trajectory includes the following information:

- Completions by ward 2007/08 - 2010/11;
- Unit Completion 2007/08 - 2010/11;
- Large sites (10 units and above) aggregated by ward that have planning permission or where development has commenced on site and has not been completed;
- UDP Proposal Sites and BAAP sites that have not got planning permission;
- For the purposes of the trajectory a small sites target of 200 units over a five year period is incorporated. This is consistent with the approach taken in the April 2011 five year supply paper.

## Housing Monitoring Figures

Target		07/08	08/09	monitoring year 09/10	current year 10/11	11/12	12/13	13/14	14/15	15/16
H2a	Net additional dwellings	713	494	553	672					
H2b	Net additional dwellings									
H2c	a) Net Additions									
	b) hectares									
	c)Target	485	485	485	485	500	500	500	500	500
H2d	Managed delivery target									

<b>Indicator</b>	<b>Core H3: New and converted dwellings – on previously developed land</b>
Target	100%
Progress/Target met	93.67%

<b>Indicator</b>	<b>Core H4: Net additional pitches (Gypsy and Traveller)</b>
Target	The Draft London Plan (minor amendment Sept 2010) does not set borough targets, indicating that boroughs will be responsible for determining the right level of site provision, reflecting local need and historic demand and for bringing forward land in DPD's.
Progress/Target met	Temporary (5yr) permission was granted on appeal for Hockenden Lane .

<b>Indicator</b>	<b>Core H5: Gross affordable housing completions Local Policy Objective: Progress towards the target for 3012 affordable dwellings (1997-2016)</b>
Current Position	224 completed

6.7 Policy H2 of the Unitary Development Plan seeks the provision of affordable housing on sites which are capable of providing 10 or more units or are greater than 0.4 ha in size. In negotiating the level of affordable housing on each site, the Council will seek a provision of 35% of habitable rooms on a site. The tenure split for the affordable provision amounts to 70% social-rented units and 30% intermediate housing. The policy will assist in the provision of affordable housing across the borough in line with the housing objectives as set out in the UDP.

6.8 The Unitary Development Plan sets a target of 11,450 (now 10,570) additional homes from 1997 to 2016 of which 3,012 will be affordable. This gives an annual average target of 150 dwellings per year. A total of 224 affordable units have been completed during 10/11.

<b>Indicator</b>	<b>Core H6: Housing Quality – Building for Life Assessment</b>
Target	Number of BfL Assessments completed for housing sites with 10 or more new dwellings
Progress/Target	No data available

## 7.0 THE NATURAL ENVIRONMENT

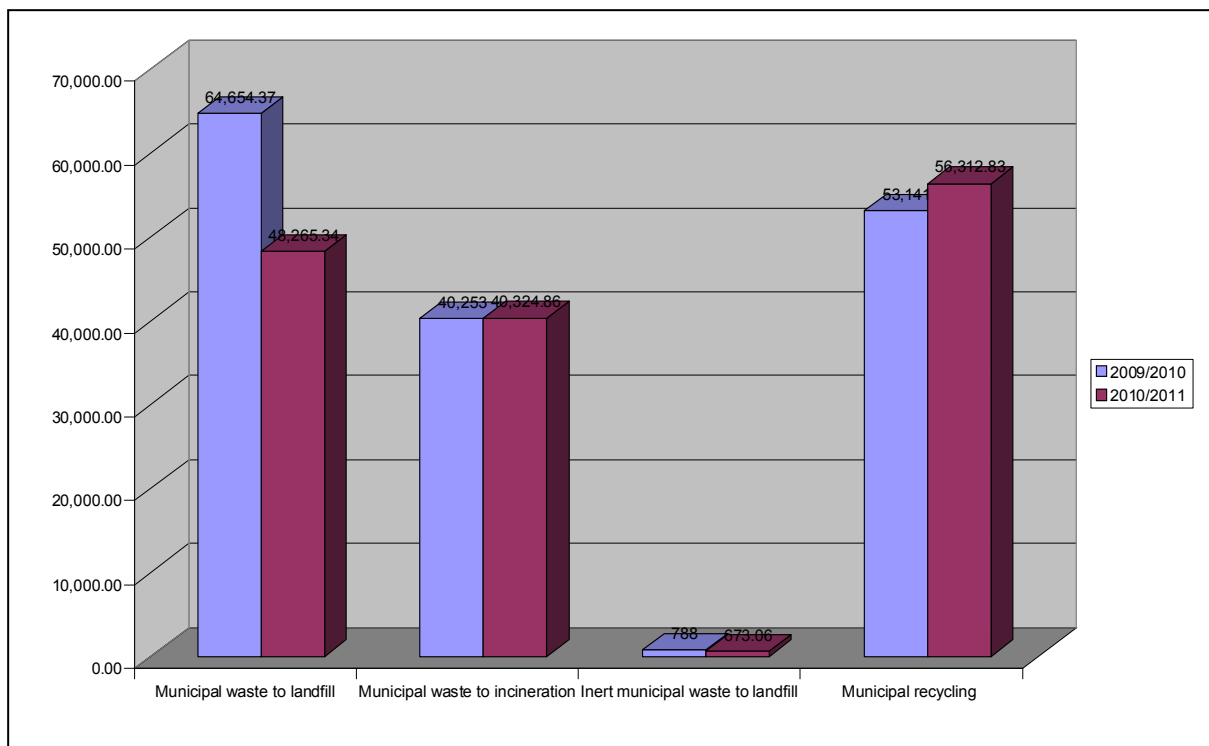
<b>Indicator</b>	<b>Core E1 - Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds</b>
Current Position	None

<b>Indicator</b>	<b>Local Policy Objective 2: To encourage energy efficiency and promote environmentally acceptable energy generation and use.</b>
Current Position	All major applications are required to include details of how the proposed development will meet or preferably exceed building regulations

<b>Indicator</b>	<b>Core E3 Renewable energy generation</b>
Current Position	A reduction in CO2 emissions of 20% from (on-site) renewable energy is expected from all major developments unless it is proven not to be feasible

<b>Indicator</b>	<b>Core W1: Capacity of new waste management facilities by waste planning authority</b>
Current Position	No new facilities have been granted or completed within the reporting period

<b>Indicator</b>	<b>Core W2: Amount of municipal waste arising and managed by type by waste planning authority</b>
Current Position	30% Recycled = tonnes 56,312 40% Landfill = tonnes 48,265 30% Incinerated = tonnes 40,324 Inert waste to landfill = 673,06 Total = 145,576,09



7.1 In terms of core indicator W1, there were no changes in capacity made to the two Civic Amenity sites (Churchfields Road, Penge and Waldo Road, Bromley) in 2009/10. The London Plan (2008) consolidated with alterations since 2004 has set a target (Policy 4A.21) for London to be 85% self-sufficient in dealing with its waste by 2020, and the tonnage allocations required by each borough to reflect this. All boroughs are required to set aside sufficient land to manage this waste. In Bromley, existing waste management sites will be safeguarded through the LDF process, with future provision being dealt with on a sub-regional basis. The five south-east London Boroughs (Bexley, Bromley, Greenwich, Lewisham and Southwark) have prepared a joint Technical paper to support this position and provide a sound evidence base for their emerging Core Strategy documents.

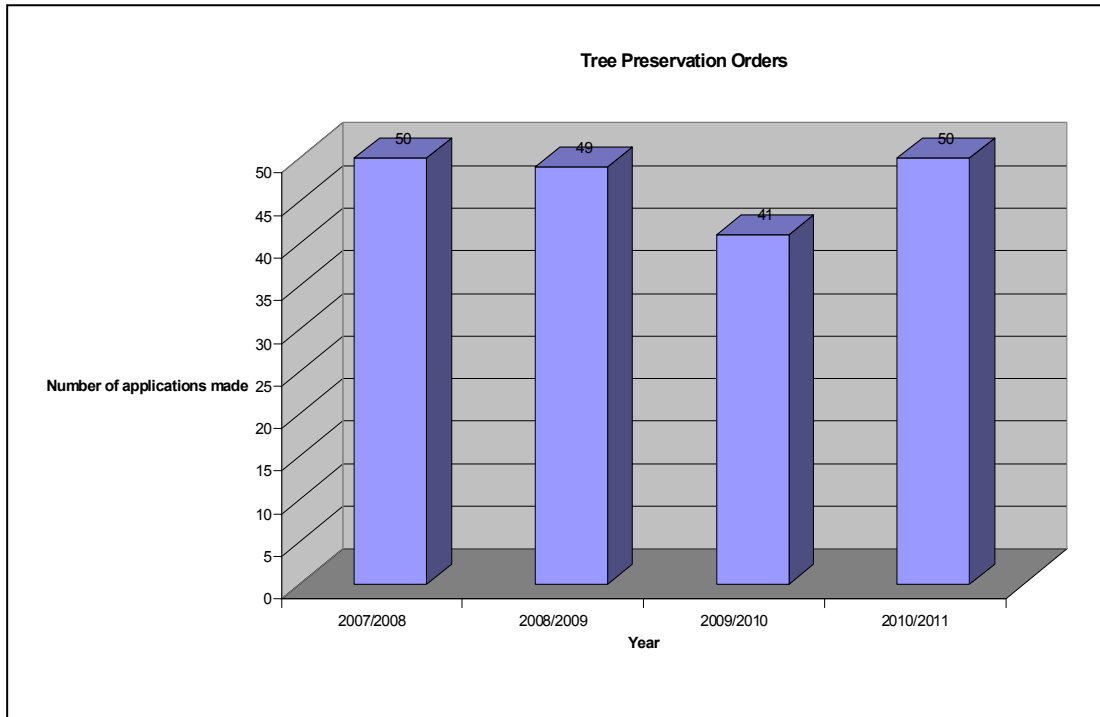
<b>Indicator</b>	<b>Local Policy Objective: Number of permissions, involving planning obligations or conditions securing the creation, enhancement and management of wildlife habitats or landscape features or mitigation measures</b>
Current Position	0

7.2 The Bromley Biodiversity Action Plan (the first produced by a London Borough and has been continuous since 1999) is being reviewed for 2011-15 and actions are placed on the national Biodiversity Action Recording Scheme. A phase 1 biodiversity survey of all species in the borough over 0.25ha was



completed and over 100,000 species records have been placed on Geographic Information for Greater London.

7.3 50 Tree Preservation Orders were made during 2010/11 compared with 41 in 2009/10, increasing the total to 2453.



## 8.0 THE BUILT ENVIRONMENT

<b>Indicator</b>	<b>Local Policy Objective – to protect, promote, enhance and actively manage the natural environment, landscape and biodiversity of the Borough.</b>
Current Position	See appendix 3

- 8.1 During 2010/11, 516 applications were considered within conservation areas and 37 applications for listed building consents compared with 989 and 43 listed building applications in 2009/10. The Council's Advisory Panel for Conservation Areas (APCA) met on 12 occasions and considered approximately 278 applications. A total of 815 address points are listed on the statutory list with 2155 address points listed on the local list.
- 8.2 There are 45 Conservation Areas in the Borough. Up-to-date Supplementary Planning Guidance or Appraisals exists for all conservation areas.
- 8.3 Just over 9000 hectares of the Borough is Green Belt, Metropolitan Open Land or Urban Open Space (59.7 % of the total area). It is estimated that there is about 4 hectares of publicly accessible open space per 1000 population.
- 8.4 209 applications were submitted in 2010/11 in respect of Green Belt Metropolitan Open Land and Urban Open Space applications (compared with 281 in 2009/10, 252 in 2008/09 and 302 in 2007/2008).
- 8.5 Bromley is well served in terms of playing fields and outdoor recreation facilities. An Audit of playing pitches and open spaces (2003) confirmed that the Borough has a total of 488 pitches of which 293 (60%) are secured for community use. At that time, the ratio of adult pitches per 1000 adults was 1:735, which was above that of all other London Boroughs and above the estimated national average of 1:989 people. Based on the situation at that time, the Audit indicated that the Borough had a playing field standard of 0.9ha per 1000 population.

<b>Area</b>	<b>Area hectares (approximate)</b>	<b>% of Borough Area</b>
Total Area of the Borough	15,014	100%
Green Belt (GB)	7,728	51.5%
Metropolitan Open Land (MOL)	682	4.5 %
Urban Open Space (UOS)	605	4.0 %
MOL/GB/UOS Sub-total	9,015	60.0%

## 9.0 COMMUNITY

<b>Indicator</b>	<b>Local Policy Objective: Number of applications safeguarding or achieving the provision of services/facilities for the community</b>
Current Position	<b>15 additional new sites provided community facilities.</b> 7 related to health or complimentary health provision, 4 new training / colleges, 2 places of worship / church halls, a new scout headquarters and an Extra Care Housing facility. <b>5 pubs / members clubs were lost whilst 4 new leisure / social sites were permitted.</b>

9.1 Some 230 applications related to a range of community facilities were permitted over the period 2010/11, the vast majority involving small scale alterations, significantly around 100 related to enhancements to education early years & childcare settings. New community facilities have been sought by or in partnership with the voluntary & commercial sector. This trend has been clear to see over the last few years, particularly in respect of places of worship, and this role for faith and other 3<sup>rd</sup> sector organisations to facilitate community service provision is likely to increase as the Government develops it's "Big Society" agenda.

9.2 Other than minor alterations the applications determined over the period are outlined below and include the following:

- § 10 involving health and complementary health
- § 29 proposals related to education and training
- § 7 involving places of worship
- § 9 other community / leisure uses (the majority of which resulted in losses of community facilities)
- § 52 to sports & recreation
- § 8 for provision for the elderly

9.3 The health permissions include 2 additional dental surgeries, 2 medical centres (diagnostic and chemotherapy unit in Bromley Town Centre and GP provision at the Blue Circle / Trinity Village development) as well as extensions at 3 existing GP surgeries and 3 new Chiropractic clinics.

9.4 Over half the applications related to educational facilities involved minor alterations, including numerous canopies related to early years provision. More significant applications included the complete redevelopment of Holy Innocents Primary School (granted on appeal) and 19 extensions to schools / colleges to provide additional teaching space. 5 applications proposed

enhanced sports provision on school sites and 4 applications were received regarding new training / college provision.

- 9.5 Almost half of the applications on Places of Worship related to nursery care provided on their sites. These 13 applications accounted for around a third of all day nursery enhancement applications, mostly involving access improvements and canopies but also including a new build nursery on one site. These applications highlight the importance of Places of Worship to the Borough's early years provision. Other (non- early years) applications included 4 extensions to existing buildings and two applications for new Places of Worship, one in a redundant Public House was permitted, whilst the other, in a Business Area, was refused. Permission was also granted for a new church outreach function hall in Beckenham providing services to the wider community.
- 9.6 Other than permissions linked to Places of Worship (referred to above) only 5 leisure / social facilities were permitted (a bar close to Bromley Town Centre and 2 new dance studios and a new scout headquarters). Whilst losses include 3 permissions for the change of use from public houses and 2 members clubs (including the Royal British Legion Club, Chislehurst). 18 permissions, changes to conditions, refurbishments etc were granted, a third relating enhanced Early Years provision on a range of community buildings (including 7 youth or scout sites).
- 9.7 Sports & recreation proposals include a new fitness club, the extension of allotments and proposals to enhance the facilities at 5 schools and 3 sports clubs, whilst permission was granted for the change of use from "mini gym" under the stadium at Crystal Palace National Sports Centre to education/training facilities. An Environmental Impact Assessment was required for a Football Stadium and other facilities (including hotel and conference facilities) in the Green Belt, and an application for extension / enhancements at a sports club in MOL was refused and dismissed at appeal. There were 18 applications for minor alterations, again including a number related to Early Years provision.
- 9.8 As part of the Councils strategy for accommodation and care for older people two significant developments of 50 and 60 extra care units were permitted (one on the site of an existing care home). There were several applications for minor alterations to existing homes and the conversion of a smaller home, not longer fit for purpose, into two dwellings. There were no applications for other types of supported accommodation other than a mother and baby unit which was refused (and dismissed on appeal).

## **LIST OF APPENDICES**

**Appendix 1 - Section 106 Agreements 2010/11**

**Appendix 2 - Housing Trajectory**

**Appendix 3 - Saved policies**



## Appendix 1 – Bromley Record of Sealed s106 Legal Agreements 2010-11

242 (142)	09/01552	Ruxley Manor Garden Centre Maidstone Road Sidcup Kent DA14 5BQ	H Evans And Sons Ltd	Building for storage and retail display (with first floor offices within part) on site of building destroyed by fire	H Evans and Sons Limited	21 <sup>st</sup> May 2010	To include the new permission under the original S106 agreement. Replacement definitions relating to “applications”, “buildings/ structures”, “development”, “plans” and “planning permission”. Replace plan C0323-17 with new plan H3113/103. DEED OF VARIATION	none
244	08/02864	173 - 175 High Street Orpington Kent BR6 0LW	Bridgewater Estates	Part one/ three/ four storey building comprising retail shop and 1 one bedroom and 7 two bedroom flats with refuse storage and bicycle parking	ETG Developments Limited and Lloyds TSB Bank PLC	15 <sup>th</sup> June 2010	Car club contribution £10,000 due prior to the first occupation of any of the units. In the event of that the start up costs in respect of the scheme do not attract the upper limit of the Contribution of £10,000 the Council shall reimburse the Owner.	£10,000
246	07/04337	Primrose Farm Jail Lane Biggin Hill Westerham Kent TN16 3AX	Mrs S Richards	Demolition of existing farmhouse and outbuildings and erection of detached two storey 4 bedroom house with associated vehicular access and driveway	Watercolour Finance Limited	16th June 2010	The owner to permanently remove all the existing buildings as shown hatched black on Plan 1(attached to the agreement). All rubbish including any fly tipped items will be permanently removed prior to the commencement of development.	Remove existing buildings.  Remove all rubbish and fly tipped items
247	09/03025	One-O-One Club 101A Parish Lane Penge London SE20 7NR	Asprey Homes/ London And Quadrant Housing	Four storey block comprising 2 one bedroom, 13 two bedroom and 5 three bedroom flats with 16 car parking spaces (accessed from adjacent development to north-west), refuse/ recycling store and bicycle parking AMENDED DESCRIPTION AND ADDITIONAL INFORMATION	Asprey Homes Limited  And  London Quadrant Housing Trust	7th June 2010	20 affordable units. The site shall have free right of way from the adjoining land known as Vickers Court, 101B Parish Lane, London, SE20 7HU in accordance with the details shown on the attached plan.	20 units

248 See also 223	09/02881	Anerley School For Boys Versailles Road Penge London SE20 8AX	Goldcrest Homes (Piccadilly) Ltd	Four storey block with basement car park for 33 cars and bicycle parking (Block D) and four storey block (Block E) comprising 92 flats (32 studio/ 28 one bedroom/ 13 two bedroom/ 19 three bedroom) and 23 surface car parking spaces and formation of vehicular and pedestrian access OUTLINE	Goldcrest Land (UK) Limited	19th August 2010	Paragraph relating to affordable housing in the previous legal agreement shall be deleted and substituted by the following: "Dwellings comprising 47.5% of the total number of habitable rooms being a total of 32 apartments comprising 19 three-bed apartments and 13 two-bed apartments." DEED OF VARIATION	none
252 And 251	07/03897	Crystal Palace Park Thicket Road London SE20 8DT	London Development Agency	Comprehensive phased scheme for landscaping and improvement of Park comprising demolition of and alterations to existing buildings and structures including removal of existing hard surfaces; changes of use including of part of the caravan site to public open space and museum to park rangers base; erection of new buildings and structures for various uses including museum/ park maintenance facilities/ community facility/ information kiosk/ greenhouses/ retail kiosks/ cafes/ toilets/ classroom/ children's nursery/ treetop walk/ college and up to 180 residential dwellings; erection of new regional sports centre including indoor swimming pool; alterations to ground levels with new pedestrian paths/ vehicular access roads/ car park/ highway works/ water features together with associated and ancillary works/ plant and equipment (Part Outline/Part Full Application)	The London Development Agency	23rd September 2010	No development shall be carried out on the northern land unless a planning agreement has been entered into by the Council and persons with a land interest in Rockhills – draft attached. No development shall be carried out on the southern land unless a planning agreement has been entered into by the Council and persons with a land interest in Sydenham Gate – draft attached. (The intention being to ring fence income from sales of residential land for park improvements)	none
253	09/01483	23 Tweedy Road Bromley BR1 3PR	Mr Martin Egan-Wyer	Two storey rear extension and conversion into 1 three bedroom 4 one bedroom and 1 two bedroom flats with one car parking space	Martin Derek Egan-Wyer and Carolyn Michelle Egan-Wyer	27th July 2010	The residents will not be able to apply for a parking permit	REST

254	10/00756	Sussex House 8 - 10 Homesdale Road Bromley BR2 9LZ	Taylor Wimpey East London	Six storey block comprising 12 one bedroom, 19 two bedroom and 1 three bedroom flats (including bicycle parking and refuse/ recycling storage within block) and 20 car parking spaces	Taylor Wimpey Developments Limited	8th December 2010	Obligations within the agreement dated 11th September 2009 shall also apply to planning permission ref. 10/00756	none
255	09/02919	135 Albemarle Road Beckenham BR3 5HS	South East Living	Demolition of 135 and 137 Albemarle Road and erection of four storey block comprising 8 one bedroom and 10 two bedroom flats and rear two storey block comprising 2 two bedroom flats with 8 covered car parking spaces and bicycle parking and 12 external car parking spaces OUTLINE	Peter Mansi and Patricia Audrey Mansi And Jean Skinner And S E Living LTD	28th April 2010	To pay the sum of £50,000 towards an affordable housing PIL, on or before first occupation of the units UNILATERAL UNDERTAKING	50,000
256 – see also 230	09/02191	Enterprise House 45 Homesdale Road Bromley BR2 9LY	London & Quadrant Housing Trust	Block between two and six storeys high with semi-basement parking area comprising 82 flats (21 one bedroom/ 55 two bedroom/ 6 three bedroom) with 82 car parking spaces/ cycle parking/ refuse storage (amendments to scheme permitted under ref 08/01469/FULL1 to change internal floor layouts and external appearance including for wheelchair accessible homes/ to windows/ increase in height to provide parapet to roof)	London & Quadrant Housing Trust	27th Jan 2011	Obligations within the agreement dated 3rd July 2009 shall also apply to planning permission ref. 09/02191. Amendments to the Affordable housing schedule. To pay on completion of the deed a housing contribution of £4,000, the council will repay any unspent funds within 5 years	£4,000
257	10/01675	Kelsey House 2 Perry Hall Road Orpington Kent BR6 0HS	Stonechart Property Ltd	Three storey rear extension and rooftop stairwell extension and conversion of Kelsey House to provide 4 one bedroom, 11 two bedroom and 6 three bedroom flats and erection of three storey block comprising 3 one bedroom, 3 two bedroom and 3 three bedroom flats with 32 car parking spaces and associated bicycle parking and refuse storage	A2 Dominion Homes Limited	4th February 2011	30 affordable units	30 units

258	08/03796	Cedar Farm Cudham Lane South Cudham Sevenoaks Kent TN14 7QD	Mr G Morgan	Detached two storey 6 bedroom dwelling (Amendments to dwelling granted under permission 05/00617) RETROSPECTIVE APPLICATION	George Morgan And Dr Leonora Adele Wolfe	15th February 2011	To include application reference 08/03796/FULL6 in the s106 agreement DEED OF VARIATION see 175 for original	none
259	07/04544	Orpington Halls 311 High Street Orpington Kent BR6 0NN	Trustees Of Orpington Town Hall And Stonechart Development	Five storey block comprising restaurant (Class A3) on ground floor/ replacement community hall (Class D1) on first floor/ 19 flats on upper floors OUTLINE	Official custodian for Charities And Town and Country Housing Group And Stonechart property limited	3rd March 2011	To amend the Affordable Housing Schedule as contained in schedule 3 of the principal agreement. Definitions amendment DEED OF VARIATION	none
260	10/02673	Dunoran Home 4 Park Farm Road Bromley BR1 2PF	Colbalt Ltd	Demolition of extensions and outbuildings and erection of part one/two/three storey extension to nursing home and conversion into 6 three bedroom and 1 two bedroom maisonettes and 2 detached part two/three storey 6 bedroom dwellings with associated garaging, car parking and access road	Lewisham Healthcare National Health Service Trust  And Colbalt Limited	11th March 2011	For the owner to undertake the highways works. Dwellings will not be occupied until the highway works have been completed UNILATERAL UNDERTAKING	REST
261	10/01049	First Church Of Christ Scientist 54B Widmore Road Bromley BR1 3BD	Trustees Of First Church Of Christ Scientist	Three storey block comprising terrace of 5 three bedroom houses and 3 two bedroom flats with single storey reading room at front and associated car parking/bin store and cycle store.	The trustees of first church of Christ, scientist, Bromley And Urban Evolution Limited	4th March 2011	Residents will not be able to apply for a parking permit	REST
262	10/00155	Land Adjacent To 23 To 27 Thornton Road Bromley	Baxter Homes	One pair of semi detached two storey three bedroom dwellings with accommodation in roof space and provision of new vehicular access from Thornton Road with new turning area and 4 car parking spaces.	Baxter Homes (South East) Limited  And Thames Water Utilities Limited	25 February 2011	The developer shall agree to pay the Council on demand the costs of checking the drawing and supervision of the work. The developer agrees to dedicate the land coloured pink on the plan attached to this agreement. From the date of adoption the land shall be added to form part of the public highway – maintenance at the public expense. No building is to be occupied until the highway	REST

							works have been constructed and any sewers completed to the satisfaction of the council. Prior to the implementation of the highways works the developer will enter into a performance bond with the council. (refer to agreement for full details of drainage and highway clauses)	
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**Appendix 2 – Housing Trajectory  
To follow**

## Appendix 3 – Saved policies

### Expired policies

H5	Accessible Housing
BE6	Environmental Improvements
NE10	Hedgerow retention
NE13	Green Corridors
EMP9	Vacant Commercial Sites and Premises
EMP10	Advice for Business
S14	Pedestrian Environment
C3	Access to Buildings for People with disabilities
ER1	Waste Management Principles
ER3	Promoting Recycling
ER4	Sustainable and Energy Efficient Development
ER5	Air Quality
ER6	Potentially Polluting Development
ER8	Noise Pollution
ER12	Controlling Development in Flood Risk Areas
ER13	Foul and Surface Water Discharge from Development
ER14	Surface and Ground Water Quality
ER15	Conservation of Water Resources

## **Saved policies**

### **Housing policies**

H1	Housing Supply
H2	Affordable Housing
H3	Affordable Housing – payment in lieu
H4	Supported Housing
H6	Gypsies and Travelling Show People
H7	Housing Density and Design
H8	Residential Extensions
H9	Side Space
H10	Areas of Special Residential Character
H11	Residential Conversions
H12	Conversion of Non-Residential Buildings to Residential Use
H13	Parking of Commercial Vehicles

### **Transport policies**

T1	Transport Demand
T2	Assessment of Transport Effects
T3	Parking
T4	Park and Ride
T5	Access for People with Restricted Mobility
T6	Pedestrians
T7	Cyclists
T8	Other Road Users

T9	Public Transport
T10	Public Transport
T11	New Accesses
T12	Residential Roads
T13	Unmade Roads
T14	Unadopted Highways
T15	Traffic Management
T16	Traffic Management and Sensitive Environments
T17	Servicing of Premises
T18	Road Safety

### Conservation and the Built Environment

BE1	Design of New Development
BE2	Mixed Use Development
BE3	Buildings in Rural Areas
BE4	Public Realm
BE5	Public Art
BE7	Railings, Boundary Walls and Other Means of Enclosure
BE8	Statutory Listed Buildings
BE9	Demolition of a listed building
BE10	Locally Listed Buildings
BE11	Conservation Areas
BE12	Demolition in conservation areas
BE13	Development adjacent to a conservation area
BE14	Trees in Conservation Areas
BE15	Historic Parks and Gardens

BE16	Ancient Monuments and Archaeology
BE17	High Buildings
BE18	The Skyline
BE19	Shopfronts
BE20	Security Shutters
BE21	Control of Advertisements, Hoardings and Signs
BE22	Telecommunications Apparatus
BE23	Satellite Dishes

### The Natural Environment

NE1	Development and SSSIs
NE2	Development and Nature Conservation Sites
NE3	Nature Conservation and Development
NE4	Additional Nature Conservation Sites
NE5	Protected Species
NE6	World Heritage Site
NE7	Development and Trees
NE8	Conservation and Management of Trees and Woodlands
NE9	Hedgerows and Development
NE11	Kent North Downs Area of Outstanding Natural Beauty
NE12	Landscape Quality and Character

## Green Belt and Open Space

G1	The Green Belt
G2	Metropolitan Open Land
G3	National Sports Centre Major Developed Site
G4	Extensions/Alterations to Dwellings in the Green Belt or on Metropolitan Open Land
G5	Replacement Dwellings in the Green Belt or on Metropolitan Open Land
G6	Land Adjoining Green Belt or Metropolitan Open Land
G7	South East London Green Chain
G8	Urban Open Space
G9	Future Re-Use of Agricultural Land
G10	Development Related to Farm Diversification
G11	Agricultural Dwellings
G12	Temporary Agricultural Dwellings
G13	Removal of Occupancy Conditions
G14	Minerals Workings
G15	Mineral Workings – Associated Development



## Recreation, Leisure and Tourism

L1	Outdoor Recreation and Leisure
L2	Public Rights of Way and Other Recreational Routes
L3	Horses, Stabling and Riding Facilities
L4	Horses, Stabling and Riding Facilities – joint applications
L5	War Games and Similar Uses
L6	Playing Fields
L7	Leisure Gardens and Allotments
L8	Playing Open
L9	Indoor Recreation and Leisure
L10	Tourist-Related Development – New Development
L11	Tourist-Related Development – Changes of Use

## Business and Regeneration

EMP1	Large Scale Office Development
EMP2	Office Development
EMP3	Conversion or redevelopment of Offices
EMP4	Business Areas
EMP5	Development Outside Business Areas
EMP6	Development Outside Business Areas – non conforming uses
EMP7	Business Support
EMP8	Use of Dwellings for Business Purposes

EMP9	Vacant Commercial Sites and Premises
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### Town Centres and Shopping

S1	Primary Frontages
S2	Secondary Frontages
S3	The Glades
S4	Local Centres
S5	Local Neighbourhood Centres, Parades and Individual Shops
S6	Retail and Leisure Development – existing centres
S7	Retail and Leisure Development – outside existing centres
S8	Petrol Filling Stations
S9	Food and Drink Premises
S10	Non-Retail Uses in Shopping Areas
S11	Residential Accommodation
S12	Markets
S13	Mini Cab and Taxi Offices

### Biggin Hill

BH1	Local Environment
BH2	New Development
BH3	South Camp
BH4	Passenger Terminal/Control Tower/West Camp (Area 1)
BH5	Former RAF Married Quarters (Area

	2)
BH6	East Camp
BH7	Safety
BH8	Noise Sensitive Development

### Community Services

C1	Community Facilities
C2	Communities Facilities and Development
C4	Health facilities
C5	Facilities for Vulnerable Groups
C6	Residential Proposals for People with Particular Accommodation
C7	Educational and Pre-School Facilities
C8	Dual Community Use of Educational Facilities

### Environmental Resources

ER2	Waste Management Facilities
ER9	Ventilation
ER10	Light Pollution
ER11	Hazardous Substances
ER16	The Water Environment
ER17	Development and the Water Environment

## Implementation

IMP1	Planning Obligations
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# Agenda Item 7

Report No.  
DRR12/002

London Borough of Bromley

PART 1 - PUBLIC

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**Decision Maker:**      **Development Control Committee & Environment PDS**

**Date:**                      **12th January & 28th February 2012**

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

**Title:**                      **DRAFT LONDON'S DOWNLANDS GREEN GRID  
FRAMEWORK**

**Contact Officer:**      Alister Hayes, Heritage Co-ordinator  
Tel: 020 8461 7808      E-mail: alister.hayes@bromley.gov.uk

**Chief Officer:**              Chief Planner, Bob McQuillan

**Ward:**                      Borough wide

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1.      Reason for report

This report provides members with the draft London's Downlands Framework which covers the London Boroughs of Bromley, Croydon and Sutton. The Framework is part of the Mayor of London's All London Green Grid for which he is consulting on Supplementary Planning Guidance

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2.      **RECOMMENDATION**

That the London's Downlands Framework is endorsed by Members of the Committee and is forwarded to the Environment PDS for joint endorsement and delivery.

Comments on the All London Green Grid and the Geodiversity SPGs are invited by the Mayor before 27<sup>th</sup> January 2012. Comments on the London World Heritage Sites are invited by the Mayor before January 20<sup>th</sup> 2012.

### Corporate Policy

1. Policy Status: Existing policy.
  2. BBB Priority: Excellent Council.
- 

### Financial

1. Cost of proposal: N/A
  2. Ongoing costs: Recurring cost.
  3. Budget head/performance centre: Planning Division
  4. Total current budget for this head: £3.3m
  5. Source of funding: Existing Revenue Budgets
- 

### Staff

1. Number of staff (current and additional): 98
  2. If from existing staff resources, number of staff hours: Not known
- 

### Legal

1. Legal Requirement: <please select>
  2. Call-in: Call-in is not applicable.
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): All Borough residents
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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 The All London Green Grid is being developed to provide a strategic interlinked network of high quality green infrastructure and open spaces that connect with town centres, public transport nodes, the countryside in the urban fringe, the Thames and major employment and residential areas. 11 Area Frameworks help to support the delivery of the All London Green Grid objectives. The London's Downlands Area Framework covers the whole of the boroughs of Bromley, Croydon and Sutton. It is the capital's most continuous area of green spaces and contains over half of London's ancient woodlands and chalk grasslands.
- 3.2 The Framework has been produced by a wide partnership including officers from Renewal and Recreation and Environmental Services and has identified how the All London Green Grid can be delivered at the landscape scale and across administrative boundaries. The Framework;
- establishes a comprehensive baseline understanding of the area
  - defines a vision, area objectives and strategic opportunities
  - ensures that sub-regional and strategic projects interface with Borough level planning, regeneration, transport and open space strategies and processes
  - identifies the resources required to form bidding strategies to deliver the funding for strategic projects
  - consolidates resources, coordinates efforts and facilitates partnership working
  - supports the preparation of Delivery Strategies
  - starts to address the recommendations of the Drain London research project and ensure that the possible flood and surface water management opportunities are incorporated within the ALGG.
- 3.3 The Framework has identified a number of strategic Corridors and Links that are landscapes rather than linear routes. Projects have been identified that are partly funded whilst many are aspirational for which external funding will be sought. The projects are predominantly on publically owned land with some that seek to influence and support private and third sector land owners. Delivery will be through partnership working within and across the 3 local authorities, other public authorities, private business, third sector organisations and residents.
- 3.4 The projects have been grouped in clusters recognising the landscapes around Crystal Palace, the Ravensbourne and Cray River valleys, Darwin's Landscape, the chalk downlands and heathlands. Opportunities include:
- promoting Crystal Palace Park as a Regional Park;
  - supporting Darwin's Landscape management and investigating options for extending the Area of Outstanding Natural Beauty;
  - greater cross authority links and project fund bidding with Kent and Surrey;
  - improving the quality of the water and riparian habitats of Bromley's watercourses whilst reducing flood risk;
  - making a positive contribution to tackling the changing climate
  - linking residents with promoting local food production
  - increasing community engagement, recreation, access to nature and improving health and well-being;
  - enhancement and protection of the Green Belt and Metropolitan Open Land;
  - forming a London Local Nature Partnership;
  - enhancing biodiversity and geodiversity (the Mayor is consulting on London's Foundations, draft supplementary Planning Guidance for Geodiversity)

- 3.5 The Mayor' has produced draft Supplementary Planning Guidance for the All London Green Grid and is seeking comments by 27<sup>th</sup> January <http://www.london.gov.uk/consultation/all-london-green-grid-spg>. There are a number of SPG Implementation Points:
- That area partnerships should prepare and oversee Frameworks to help deliver and promote the green infrastructure network
  - The Mayor will and boroughs and other partners should incorporate area frameworks into policies, proposals and projects working across boundaries. These can include Local development Frameworks, Open space Strategies and Area Action Plans
  - Development and regeneration proposals should incorporate green infrastructure and support the green space network.
  - The inclusion of the Green Grid in the Local Development Documents will mean that Section 106 negotiations can be considered to improve the Green Grid. Other funding mechanisms are encouraged.
- 3.6 The draft SPG has a number of mapping errors which show large parts of the south and east of the Borough as deficient in open space perhaps due to the urban setting for this designation. Other maps do highlight the natural resource that benefits the greenest London borough.
- 3.7 The Mayor is also consulting on London's Foundations, draft Supplementary Planning Guidance for Geodiversity and is seeking comments by 27<sup>th</sup> January. <http://www.london.gov.uk/consultation/londons-foundations-spg> Regionally Important Geological Sites are recommended to be designated in Local Development Frameworks and in Bromley they could be:
- Chelsfield Gravel
  - Crystal Palace Dinosaurs
  - Keston Common
  - Cray Valley Golf course Sand Pit
  - High Elms Dene Hole
- 3.8 The Mayor is also consulting on London World Heritage Sites, draft Supplementary Planning Guidance and is seeking comments by 20<sup>th</sup> January. The document does not refer to tentative list sites and thus Darwin's Landscape Laboratory. Officers have contacted the Greater London authority to ensure this is corrected to include the appropriate references.

#### **4. POLICY IMPLICATIONS**

- 4.1 Policy 2.18 of the 2011 London Plan refers to Green Infrastructure and the network of Open Spaces and Green Spaces. The London's Downlands Area Framework expands on the implementation points and strategic opportunities identified in the Draft All London Green Grid Supplementary Planning Guidance to the London Plan. Subject to boroughs agreement the Framework can also form part of Local Development Plans, Development Plan Documents and or Joint Area Action Plans.

#### **5. FINANCIAL IMPLICATIONS**

- 5.1 The London's Downlands Chairman has received £7,500 as a stipend to co-ordinate the production of the Framework. The identification and prioritisation of projects via the development of the Framework will serve as a basis for making external funding bids.

**6. LEGAL IMPLICATIONS**

None

**7. PERSONNEL IMPLICATIONS**

None

<b>Background Documents: (Access via Contact Officer)</b>	<b>The All London Green grid Draft SPG November 2011. Mayor of London</b>  <b>London's Downlands Area Framework 8.12.11 draft</b>  <b>London's Foundations draft SPG November 2011. Mayor of London.</b>  <b>London World Heritage Sites draft SPG October 2011. Mayor of London.</b>
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Report No.  
DRR11/149

London Borough of Bromley

PART 1 - PUBLIC

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**Decision Maker:**      **Development Control Committee**

**Date:**                      **12<sup>th</sup> January 2012**

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

**Title:**                      **CHANGES TO PPS3 AND SUPPLEMENTARY PLANNING DOCUMENTS**

**Contact Officer:**      Claire Glavin, Planner  
Tel: 020 8313 4477      E-mail: claire.glavin@bromley.gov.uk

**Chief Officer:**              Bob McQuillan

**Ward:**                      N/A

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1. Reason for report

This report advises Members of the Government's changes to Planning Policy Statement 3 Housing (June 2011) that updates the definition of affordable housing to include affordable rented housing. Consequently, an addendum to the Council's Adopted Supplementary Planning Documents (SPDs) on Affordable Housing and Planning Obligations has been produced to update the definition of affordable housing and forms Appendix 1.

Additionally, the report advises Members of the Early Minor Alterations to the London Plan related to housing.

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2. **RECOMMENDATION(S)**

**That Development Control Committee**

- 2.1 Agrees the addendum to the Council's Adopted SPDs on Affordable Housing (2008) and Planning Obligations (2010) updating the definition of affordable housing for the Borough to include affordable rent;
- 2.2 Note the implications for UDP Policy H2 and the potential changes to the housing section of the London Plan through the Early Minor Alterations;
- 2.3 Note the response to the Draft Supplementary Planning Guidance Note on Affordable Housing (GLA, November 2011) and agree that the formal response is agreed by the Chief Planner in consultation with the Committee Chairman for submission by the 3<sup>rd</sup> February 2012 deadline.

### Corporate Policy

1. Policy Status: Existing policy. (amended)
  2. BBB Priority: Quality Environment.
- 

### Financial

1. Cost of proposal: No cost
  2. Ongoing costs: N/A.
  3. Budget head/performance centre: Planning
  4. Total current budget for this head: £3.3m
  5. Source of funding: Existing Revenue Budgets
- 

### Staff

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

### Legal

1. Legal Requirement: Statutory requirement. Existing Government Guidance
  2. Call-in: Call-in is not applicable.
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Borough wide
- 

### Ward Councillor Views

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

### 3. COMMENTARY

Government Planning Policy Statement 3 (PPS3) Housing (June 2011) has been amended to include affordable rented housing within the definition of affordable housing. A copy of the document has been placed in the Members' room and can also be found on the Communities and Local Government website at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

Copies of the Early Minor Alterations to the London Plan (GLA, November 2011) and the Draft SPG Affordable Housing Note (GLA, November 2011) are also placed in the Members Room or can be found at:

<http://www.london.gov.uk/consultation/early-minor-alterations-london-plan>

<http://www.london.gov.uk/consultation/draft-spg-affordable-housing-note>

#### PPS3 Housing (June 2011)

#### 3.2 Annex B: Definitions of PPS3 have been amended as follows:

Paragraph 1 of Annex B "Affordable housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision."

#### 3.3 A third paragraph has been inserted defining Affordable Rented housing as follows:

"Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80 per cent of the local market rent."

(Footnotes specify: including service charges, where applicable and local market rents are calculated using the Royal Institute of Chartered Surveyors (RICS) approved valuation methods).

#### 3.4 The revisions also highlight that intermediate affordable housing does not include affordable rented housing. PPS3 explains that further guidance on Affordable Rent is set out in the Homes and Communities Agency 'Affordable Homes Rent Framework' document.

#### The London Plan

#### 3.5 The London Plan (July 2011) defines affordable housing in Policy 3.10 in line with PPS3 prior to the above amendments being introduced.

#### 3.6 Following PPS3 changes the GLA have produced **Early minor alterations to the London Plan (Greater London Authority, GLA) (November 2011)** that include changes relating to affordable rented housing. Policy 3.8 Housing Choice (paragraph 3.44) makes reference to affordable rent addressing the same need as social-rented housing and Policy 3.10 Definition of Affordable Housing and paragraph 3.61 includes affordable rent in the London Plan definition in

line with PPS3. Paragraph 3.61 also specifies that the rent required will vary for each scheme with levels set by agreement between developers, providers, the Homes and Communities Agency and in dealing with individual planning applications, the London boroughs.

- 3.7 **A Draft SPG Affordable Housing note (GLA)** was also published in November 2011. Paragraph 2.1 highlights that the note is supplementary guidance to the London Plan and consistent with national policy. Although not having formal development plan status it will be a relevant consideration in taking planning decisions.
- 3.8 The note sets out two key changes since the London Plan Examination in Public in December 2010, the Government's introduction of affordable rented housing and changes to the way affordable housing can be funded. Boroughs are recommended to include affordable rent alongside social rent, for example where a policy specifies 70% social rented and 30% intermediate housing for affordable purposes, with the affordable rented housing being within the 70% social rented.
- 3.9 Boroughs are advised not to constrain affordable housing delivery through definitions and targets (i.e. be confining the sub-market rent proportion to social-rented housing) and to note that most funding for new affordable housing (2011-15) will be targeted towards affordable rented and not social-rented housing.
- 3.10 With regard to the above SPG note it is noted that Boroughs are advised not to constrain affordable housing delivery through definitions and targets. Generally, it is considered that the SPG note also needs to provide further clarification on the following issues; how boroughs require developers to agree a contract prior to a scheme progressing, funding considerations and financial viability issues.

#### **Bromley's Adopted Supplementary Planning Documents Affordable Housing (March 2008) and Planning Obligations (December 2010)**

- 3.11 Bromley's Affordable Housing SPD provides guidance on the implementation of the Council's Unitary Development Plan Policy H2 Affordable Housing. Paragraph 3.6 and Appendix 4 of the SPD define affordable housing for the Borough in line with Policy H2 of the UDP.
- 3.12 The Planning Obligations SPD provides guidance on the Council's general approach to planning obligations and supplements policies of the UDP, including H2 Affordable Housing. Reference is made to the Council's definition of affordable housing in Section 3 Affordable Housing, Appendix 1 Summary of Planning Obligations and Costs, Appendix 9 Affordable Housing Definitions and Interpretations, and Affordable Housing Schedule and Appendix 10 Glossary.
- 3.13 In light of the amendments to PPS3 an addendum is required to both of the Council's adopted SPDs referring to affordable rent within the definition of affordable housing. This should be taken into consideration in the determination of relevant planning applications. Appendix 1 to this report comprises the proposed addendum.
- 3.14 Policy H2 of the UDP can only be revised through the statutory plan process. Importantly though, early minor alterations to the London Plan on affordable rented housing will be a material consideration in assessing planning applications.

#### 4. POLICY IMPLICATIONS

- 4.1 The updated definition of affordable housing will be taken into consideration in the development of forthcoming policy documents including the Core Strategy / Local Plan, any replacement SPDs and the assessment of relevant planning applications.
- 4.2 The affordable housing policy (currently Policy H2) will be statutorily updated through the Core Strategy / Local Plan process.
- 4.3 It should be noted that Table All.1 'Financial contributions payable by the developer' (Appendix 2, Affordable Housing SPD) will need to be updated in the near future because the figures included relate to social-rented housing units.

#### 5. LEGAL IMPLICATIONS

- 5.1 The updated definition of affordable housing will need to be applied to future Section 106, Bi-Lateral and Unilateral Agreements where applicable.

<b>Non-Applicable Sections:</b>	Financial, Personnel
<b>Background Papers</b>	PPS3 Housing (June 2011) London Plan (July 2011) Early minor alterations to the London Plan (Greater London Authority, GLA (November 2011) Draft SPG Affordable Housing note, GLA (November 2011) Adopted Supplementary Planning Document Affordable Housing (March 2008) Adopted Supplementary Planning Document Planning Obligations (December 2010) Adopted Unitary Development Plan (2006)

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**ADDENDUM TO LONDON BOROUGH OF BROMLEY:**

**ADOPTED SUPPLEMENTARY PLANNING DOCUMENTS 'AFFORDABLE HOUSING' and 'PLANNING OBLIGATIONS'.**

**Revised definition of affordable housing to include affordable rented housing<sup>1</sup>**

**Affordable Housing**

**Social-rented housing:** housing provided by a landlord where access is on the basis of housing need, and rents are no higher than target rents set by the Government for housing association and local authority rents.

**Affordable rented housing:** rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime<sup>2</sup> but is subject to other rent controls that require a rent of no more than 80 per cent of the local market rent.<sup>3,4</sup>

**Intermediate housing:** sub-market housing available to people on moderate incomes who cannot afford to buy or rent housing generally available on the open market. This is presently defined as households on an income of less than £40,000\* per annum (as at 2004), however this figure will be reviewed annually to reflect changes in income: house price ratios. Intermediate housing may take the form of shared ownership, low cost home ownership or sub market rented housing.

*\*(the figure of £40,000 has been reviewed through the SPD process and is now £35,000).*

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<sup>1</sup> Replaces definitions in Affordable Housing (2008) and Planning Obligations (2010) SPD.

<sup>2</sup> The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001).

<sup>3</sup> Including service charges, where applicable.

<sup>4</sup> Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods. The Tenant Services Authority has issued an explanatory note on these:

[www.tenantservicesauthority.org/upload/doc/RICS\\_rental\\_valuation\\_note\\_20110118140714.doc](http://www.tenantservicesauthority.org/upload/doc/RICS_rental_valuation_note_20110118140714.doc)

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