



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

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DATE: 18 November 2019

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

Councillor Alexa Michael (Chairman)  
Councillor Yvonne Bear (Vice-Chairman)  
Councillors Vanessa Allen, Katy Boughey, Mark Brock, Kevin Brooks, Peter Dean,  
Simon Fawthrop, Christine Harris, William Huntington-Thresher, Charles Joel,  
Russell Mellor, Tony Owen, Angela Page, Richard Scoates, Melanie Stevens and  
Michael Turner

A meeting of the Development Control Committee will be held at Bromley Civic  
Centre on **TUESDAY 26 NOVEMBER 2019 AT 7.30 PM**

MARK BOWEN  
Director of Corporate Services

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 SUBSTITUTE MEMBERS**
- 2 **DECLARATIONS OF INTEREST**
- 3 **QUESTIONS BY MEMBERS OF THE PUBLIC ATTENDING THE MEETING**

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

Questions specifically relating to reports on the agenda should be received within two working days of the normal publication date of the agenda. Please ensure that questions specifically relating to reports on the agenda are received by the Democratic Services Team by **5 pm on Wednesday 20 November 2019.**

**4 CONFIRMATION OF THE MINUTES OF THE MEETING HELD ON 3 OCTOBER 2019** (Pages 1 - 8)

**5 MATTERS OUTSTANDING FROM PREVIOUS MINUTES** (Pages 9 - 12)

**6 PLANNING APPLICATION: (18/01660/FULL1) - TRACK PAVILION, NORMAN PARK, HAYES LANE, HAYES, BROMLEY** (Pages 13 - 58)

**7 COUNCIL'S RESPONSE TO CONSULTATION ON PLANNING APPLICATION (19/03935/ADJ) - FORMER BROKE HILL GOLF COURSE, SEVENOAKS ROAD, HALSTEAD, SEVENOAKS, KENT TN14 7HR** (Pages 59 - 66)

**8 PLANNING SERVICE IMPROVEMENTS** (Pages 67 - 80)

**9 DELEGATED ENFORCEMENT ACTION (APRIL 2019 TO SEPTEMBER 2019)**  
(Pages 81 - 86)

**10 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006, AND THE FREEDOM OF INFORMATION ACT 2000**

The Chairman to move that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

**11 PLANNING APPEALS MONITORING REPORT - APRIL 2019 TO SEPTEMBER 2019** (Pages 87 - 96) Information relating to the financial or business affairs of any particular person (including the authority holding that information)

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## DEVELOPMENT CONTROL COMMITTEE

Minutes of the meeting held at 7.30 pm on 3 October 2019

### Present:

Councillor Alexa Michael (Chairman)  
Councillor Yvonne Bear (Vice-Chairman)  
Councillors Vanessa Allen, Katy Boughey, Mark Brock,  
Kevin Brooks, Peter Dean, Simon Fawthrop, Christine Harris,  
William Huntington-Thresher, Charles Joel, Russell Mellor,  
Keith Onslow, Angela Page, Richard Scoates and Michael Turner

### Also Present:

Councillor Neil Reddin FCCA and Ade Adetosoye, Chief  
Executive

### 19 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS

An apology for absence was received from Councillor Tony Owen; Councillor Keith Onslow attended as substitute.

An apology for absence was also received from Councillor Melanie Stevens.

### 20 DECLARATIONS OF INTEREST

Councillor Fawthrop declared a non-pecuniary interest in Item 8 as he worked for British Telecom.

### 21 QUESTIONS BY MEMBERS OF THE PUBLIC ATTENDING THE MEETING

No questions were received.

### 22 CONFIRMATION OF THE MINUTES OF THE MEETING HELD ON 23 JULY 2019

#### Minute 11 - Planning Service

Members were advised that the penultimate sentence of the second paragraph had been amended to read:-

'Recommendation 12 (substitution at committee should not be related to Ward interest), was a significant issue and should, therefore, apply to all Planning Committee meetings.'

**RESOLVED that, subject to the above amendment, the Minutes of the previous meeting held on 23 July 2019 be confirmed and signed as a correct record.**

**23 MATTERS OUTSTANDING FROM PREVIOUS MINUTES**

There were no outstanding matters from previous Minutes.

**RESOLVED that the report be noted.**

**24 PLANNING APPLICATION (19/01794/FULL1) - HAYES COMMON BOWLS CLUB**

Description of application – Change of use of the existing bowls pavilion to D1 (non-residential institution use), and erection of a 3 storey building plus basement to provide a 60 bed care home (Use Class C2), with associated outdoor and indoor amenities, parking spaces and landscaping.

Oral representations from the applicant in support of the application included the following statements:-

- A successful development would create 67 new jobs.
- There was an acute need for care home facilities within a five mile radius and a demand for 1000 beds within the area.
- The pavilion building would be occupied by a local charity.
- Marketing of such a property on the basis of the existing sport use was extremely limited and no interest was shown.
- In regard to access, the applicant would be willing to provide a footpath link.

Oral representations from the owner of a nearby property in objection to the application raised the following issues:-

- The site was designated as Urban Open Space (UOS) and should remain as such.
- The existing car park was used by visitors to nearby residential properties.
- The development would be out of keeping with the surrounding properties, resulting in a loss of privacy and intrusion on residents' living conditions.
- The increase in traffic caused by staff vehicles and deliveries would produce excessive exhaust fumes and considerable noise disturbance.

In response to Member questions, the objector confirmed that the lease for residents of Burton Pynsent House contained the right to use part of the proposed site for visitor parking.

Oral representations from Ward Member Councillor Neil Reddin in objection to the application were received at the meeting. While he agreed there was a need to provide more care homes in the Borough, as the site was designated UOS, it was not suitable for such a development. The application documents referred to the derelict nature of the site. However, this did not mean it could be built on. The footprint of the development was two-thirds larger than nearby Burton Pynsent House. Ward Members had stipulated they had no objections with CASPA. The proposal would result in an increase in traffic spread over a longer period of the day.

For the reasons outlined above, Councillor Reddin supported refusal of the application.

The Head of Development Management summarised the report in a brief presentation to Committee and outlined both the advantages of the application and the reasons for the recommendation of refusal. A document of site photographs and key drawings from the application was circulated to Members.

The Committee was also advised that following publication of the report, Officers had been copied into correspondence between the applicant and the Council's Education, Care and Health Services team which indicated that the terms on which the 10 bed spaces offered for Bromley residents may be revised. This did not affect the overall conclusions of the report or the recommendation.

Further comments had been received from Sport England following confirmation that the bowls club and cricket club operated as separate units. While their objection remained, Sport England had confirmed that it would not be necessary to refer it to the Secretary of State in the event that planning permission was granted.

In opening the debate, the Chairman acknowledged that while there was a clear need for the provision of care homes within the Borough, the application must be decided on planning grounds. Development of this particular site would lead to a loss of open land and, as stated by Councillor Reddin, the proposed footprint was two-thirds larger than nearby Burton Pynsent House. It was noted that objections had been received from Sport England. The development would result in loss of amenity and an increase in traffic, noise and disturbance. Access to the site was unsatisfactory and the site was located in an area with a poor PTAL rating. Overall, this was not a suitable location for the proposed development.

For the reasons given above, the Chairman moved that the application be refused.

Councillor Fawthrop considered the level of car parking provision and the lack of any electrical car charging points to be inadequate. He seconded the motion for refusal.

Referring to the fact that no other sport could be facilitated within such a small site area, Councillor Turner considered the land should be put to good use. He believed some of the objections such as the impact of deliveries and increased traffic and parking problems to be exaggerated. Care homes were urgently needed and this tucked-away site appeared to be ideal for such provision. Councillor Turner moved that the application be granted.

Councillor Allen seconded approval and considered that reference to the massing of the building had also been exaggerated. In her experience, there was not a huge number of visitors to care homes during the night. The design of the proposed building was attractive and the part use for charity purposes would benefit the community.

The Chairman advised that the charity aspect of the proposal related to office use rather than a community use.

Councillor Brooks supported approval, stating that a compromise was needed in regard to building on open space. The mixture of charity use and care provision was much needed in the Borough.

**Having considered the report, objections and representations, Members RESOLVED that the application be refused as recommended, for the reasons set out in the report of the Assistant Director (Planning).**

## **25 COUNCILLOR PLANNING APPLICATION 'CALL-INS'**

At the Development Control Committee meeting held on 23 July 2019, Members agreed that, as part of the recommended Planning Service Improvements, a report summarising the number of Councillor planning application 'call ins' broken down by Ward would be submitted to the Committee on a six monthly basis.

In this regard, Members considered data provided for 'call ins' relating to applications determined between 1 January 2019 and 30 June 2019.

**RESOLVED that the report be noted.**

## **26 MOBILE TELECOMMUNICATIONS PERMITTED DEVELOPMENT CHANGES CONSULTATION**

Members considered the proposed changes and the Council's suggested response to the Government's current consultation relating to the principle of amending permitted development rights for operators with rights under the Telecommunications Code to support deployment of 5G and extend mobile coverage and the circumstances in which it would be appropriate to do so.

Councillor Fawthrop referred to the unsightly colour of the masts which did not blend in with the streetscene. He requested that the Government be asked to use a more appropriate colour such as British Racing Green.

The Head of Development Management agreed to add this comment.

Councillor Huntington-Thresher commented that while the erection of masts created an impact on the surrounding area, people soon became accustomed to them. However, it now appeared that various housing cabinets were installed around or close to the masts. To avoid the inevitable visual impact, he suggested that masts and/or cabinets should be shared and perhaps cabinets could be located in a submerged position. The provision of cabinets should be minimised.

The Head of Development Management agreed to include this comment.

Councillor Fawthrop referred to the environmental impact caused by the installation of cabinets. As each box was self-powered, he suggested that power sharing also be considered.

The Head of Development Management agreed to convey this comment.

**RESOLVED that, subject to the additional comments outlined above, the Council's formal response to the consultation as set out in the report be agreed.**

## **27 HOUSING STRATEGY CONSULTATION**

Given its close relationship with Planning, Members were requested to note the current Housing Strategy Consultation. While the Housing Strategy was not a Planning policy consultation or publication, it did dovetail with the Local Planning Authority's approach to housing as set out in the Bromley Local Plan 2019 and accorded with the policies within that development plan.

Councillor Allen referred to the Council's dependency on the five year housing supply and on input from focus groups etc. The Strategy was much needed and would require a lot of time and effort from the planning department to push this forward.

The Assistant Director (Planning) confirmed that the planning department was working with colleagues in Housing to progress and improve awareness.

Councillor Fawthrop advised that over the last year, the population in London had decreased by 100,000 thereby creating a reduction in demand for housing.

**RESOLVED that the report be noted.**

## **28 LOCAL PLAN LEGAL CHALLENGE**

Adoption of the Local Plan took place on 16 January 2019. Subsequent to this, a Pre-action Protocol letter was received from Field Fisher on behalf of "Dylon 2" stating that they proposed to challenge the adoption on a number of grounds.

Following a High Court hearing on 24 July 2019, Sir Duncan Ouseley handed down his judgement on 6 September 2019.

Members were requested to note the successful outcome of the Judicial Review of the Local Plan 2019.

The Chairman asked whether or not the applicant had appealed the High Court decision. In response, the Legal Representative advised that the applicant was given a number of days in which to give the Council notice of an appeal. To date, there was no sign that he wished to take any further action. The Legal Representative agreed to send Members an updating e-mail to confirm the deadline had elapsed. It was confirmed that the Council's costs had been paid.

**RESOLVED that the judgement of Sir Duncan Ouseley in respect of the Judicial Review into the Bromley Local Plan (2019) be noted.**

## **29 LONDON PLAN UPDATE**

Members received an update on the current situation in regard to the Draft New London Plan.

The Mayor of London had published a consolidated Draft London Plan incorporating changes brought forward by the Mayor at various stages during an Examination in Public.

The Chairman requested the words 'to the' be inserted in the report's recommendation.

**RESOVLED that the suggested consolidated changes to the Draft London Plan and the anticipated publication within the next few weeks of the Panel's report on the Draft London Plan be noted.**

## **30 DEVELOPMENT MANAGEMENT TEAM PERFORMANCE**

Members considered the quarterly update on the performance of the Development management (Planning applications) team.

The Chairman outlined the report and sought clarification that the number of applications turned away during the quarter were due to incomplete forms. The Assistant Director (Planning) confirmed that this was the reason.

**RESOLVED that the report be noted.**

## **31 PLANNING SERVICE IMPROVEMENTS**

Following a light touch review of planning committee processes by the Planning Advisory Service in April 2019, Officers had drawn up a number of recommendations to take forward improvements to the planning service, including the operation of planning committees.

The report currently before Members provided an update and timescales for those recommendations and set out suggested actions to be taken forward by officers and/or Councillors.

The Chairman noted that the proposed improvements were in various stages of progress at the moment. She advised Members that the definition of Major applications related to the national definition.

In regard to recommendation No.4 (paras 3.8-3.12), Councillor Fawthrop moved that applications for development within Conservation Areas and Areas of Special Residential Character which do not provide a 1 metre sidespace remain the subject of Committee decision. Anything else could be dealt with under delegated powers. Councillor Onslow seconded the motion.

Councillor Allen reminded Members that the PAS review was undertaken due to the risk of special measures being taken against the Council. Five months had elapsed since the PAS report was received which highlighted the seriousness of call-ins to Committee. Training for Members had been suggested which Councillor Allen would like to see implemented as soon as possible.

The Chairman assured Councillor Allen that all aspects of the review were being taken seriously. A reorganisation of the planning department had taken place during the summer months. The proposed actions would be delivered.

Councillor Brooks then expressed concern that the Planning Advisory Service recommendations were being implemented too quickly. The Chairman reassured him that the items were being implemented at a sensible pace.

Councillor Huntington-Thresher referred to paragraph 3.11 of the report and sought clarification on the definition of 'a unit'. The Assistant Director (Planning) explained that a development for multiple occupation counted as one unit if the occupants lived as one household. He agreed that the number and definition of units in forthcoming reports would be specified.

Councillor Mellor stated that delegation of applications to officers removed decision-making powers from Councillors. Officer presentations on reports being considered at Committee would be welcomed. Councillor Mellor requested sight of a clear definition of what constituted Major planning applications. The Assistant Director (Planning) agreed to circulate the national definition of a Major application via e-mail to Members.

**RESOLVED that:-**

- 1) the timescales and updated actions set out in the report be noted;**
- 2) the proposed method for determining whether cases are reported to Development Control or Plans Sub-Committee be agreed; and**
- 3) applications for development within Conservation Areas and Areas of Special Residential Character which do not provide a 1 metre sidespace must remain subject to Committee decision. All remaining changes to the delegated powers and types of cases which are currently routinely reported to Committee be confirmed.**

Councillors Allen and Brooks abstained from voting.

**32 PLANNING STAFFING UPDATE**

Members received an update on the current structure of the Planning Team.

A larger, clearer version of the structure chart set out in paragraph 3.2 of the report was circulated to Members.

The Assistant Director (Planning) confirmed there were still some vacancies within the Planning and Building Control departments. It was anticipated that all vacancies would be filled by the end of December 2019.

**RESOLVED that the report be noted.**

**33 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006, AND THE FREEDOM OF INFORMATION ACT 2000**

The Chairman moved that the Press and public be excluded during consideration of the item of business listed below as it was likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

**34 EXEMPT MINUTES OF THE MEETING HELD ON 23 JULY 2019**

**RESOLVED that the exempt Minutes of the meeting held on 23 July 2019 be confirmed and signed as a correct record.**

The meeting ended at 8.30 pm

Chairman

Report No.  
CSD19154

London Borough of Bromley

PART ONE - PUBLIC

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

**Date:**                      **Tuesday 26 November 2019**

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

**Title:**                      **MATTERS OUTSTANDING FROM PREVIOUS MINUTES**

**Contact Officer:**      Mark Bowen, Director of Corporate Services  
Tel: 020 8313 4355      E-mail: mark.bowen@bromley.gov.uk

**Chief Officer:**              Director of Corporate Services

**Ward:**                      N/A

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1.    Reason for report

For Members to monitor progress against actions outstanding from previous meetings.

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2.    **RECOMMENDATION**

**That Members note the report.**

## Impact on Vulnerable Adults and Children

1. Summary of Impact: None
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## Corporate Policy

1. Policy Status: Existing Policy. The Committee will be regularly updated on matters outstanding from previous meetings.
  2. BBB Priority: Excellent Council.
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## Financial

1. Cost of proposal: No Cost
  2. Ongoing costs: N/A
  3. Budget head/performance centre: Democratic Services
  4. Total current budget for this head: £358,740
  5. Source of funding: 2019/20 revenue budget
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## Personnel

1. Number of staff (current and additional): There are 8 posts (6.79 fte) in the Democratic Services Team.
  2. If from existing staff resources, number of staff hours: Monitoring the Committee's matters outstanding can take up to two hours per meeting.
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## Legal

1. Legal Requirement: No statutory requirement of Government guidance.
  2. Call-in: Not applicable. The report does not involve an executive decision.
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## Procurement

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

1. Estimated number of users/beneficiaries (current and projected): The report is intended primarily for Members of this Committee
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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

Annex A provides updates on progress achieved in regard to requests made by the Committee at previous meetings. Following each meeting, required actions are listed and monitored to ensure that any outstanding issues are addressed in a timely fashion.

Since the previous meeting, all outstanding matters have been completed.

<b>Non-Applicable Sections:</b>	Impact on Vulnerable Adults and Children, Policy, Financial, Personnel, Legal and Procurement Implications.
Background Documents: (Access via Contact Officer)	

## PROGRESS ON MATTERS OUTSTANDING FROM PREVIOUS MEETINGS

<u>Minute Number/Title</u>	<u>Updates/Feedback Requested</u>	<u>Action By</u>	<u>Current Status</u>
<b>Minute 31 – 03.10.19 Planning Service Improvements</b>	Councillor Mellor requested sight of a clear definition of what constituted major planning applications.	Assistant Director (Planning)	Information below sent via e-mail on 4 October 2019. Action completed.
<p>Further to a request made at DCC last night I can advise that the definition of a major planning application is found in the Town and Country Planning (Development Management Procedure) Order 2015 and is as follows:</p> <p><i>“major development” means development involving any one or more of the following—</i></p> <p><i>(a) the winning and working of minerals or the use of land for mineral-working deposits;</i></p> <p><i>(b) waste development;</i></p> <p><i>(c) the provision of dwellinghouses where—</i></p> <p><i>(i) the number of dwellinghouses to be provided is 10 or more; or</i></p> <p><i>(ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within sub-paragraph (c)(i);</i></p> <p><i>(d) the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or</i></p> <p><i>(e) development carried out on a site having an area of 1 hectare or more.</i></p> <p>I can also advise that the Planning Advisory Service report ‘Probity in Planning’ can be viewed at the following address:-  <a href="https://www.local.gov.uk/Pas-probity-planning">https://www.local.gov.uk/Pas-probity-planning</a>.</p>			

## **SECTION '2' – Applications meriting special consideration**

**Application No :** 18/01660/FULL1

**Ward:**  
**Hayes And Coney Hall**

**Address :** Track Pavilion, Norman Park, Hayes Lane, Hayes, Bromley

**Objections: No**

**OS Grid Ref:** E: 540686 N: 167241

**Applicant :** Chris Hilditch

### **Description of Development:**

Demolition of the existing pavilion, construction of a part single and part two storey multi-sports facility to provide an indoor multi-sport hall, physio treatment rooms, multi-functions rooms, café and function area and relocation of an existing floodlight.

Key designations:

Biggin Hill Safeguarding Area  
Green Belt  
London City Airport Safeguarding  
Smoke Control SCA 51

### **Proposal**

This is a full planning application for the demolition of the existing pavilion and construction of a part single and part two storey multi-sports centre within the Norman Park Track Pavilion site.

The proposed building would be situated at the same location as the existing pavilion. The footprint of the proposed building would form an L shape measuring approximately 8.4 metres in height with a maximum width and depth of approximately 17.7 metres and 88.2 metres respectively.

The internal layout and floor area of the proposed building would comprise of the following:

Ground floor:

A multi-sports hall: 817sq.m;

A strength and conditioning room: 70.5sq.m;

A replacement female changing room including disabled changing, showers and toilets facilities: 38sq.m;

A replacement male changing room including disabled changing, showers and toilets facilities: 38sq.m;

Internal and external sports storage area measures 52sq.m;

A welcome Kiosk: 16sq.m; and,

Entrance lobby, reception, manager office, internal lift and a disabled toilet: approximately 50sq.m.

First floor:

A recorder/announcer room: 12sq.m;

A first aid room, 2 physio treatment rooms, a physio staff/management office and a reception waiting area: totalling 67.5sq.m;

A male and female toilet: 47sq.m;

Two replacement multi-function rooms with folding doors totalling: 252.5sq.m;

A replacement café and function area: 158.5sq.m; and,

A kitchen and associated storage rooms: 59.5sq.m.

The external materials of the proposed building would comprise brown colour brick, four different shades of green colour cladding and glazing. Two trees and an existing detached storage building would be removed.

As part of this proposal, an existing floodlight located to the south of the pavilion would be repositioned to the south of the proposed building. A total of 194 solar panels would be installed and would cover approximately 261sq.m of the roof area.

Two disabled parking spaces would be provided and a dedicated cycle and waste storage area would be provided within the site.

The proposed opening hours would be 8am to 9pm Monday to Friday, 8am to 6pm Saturdays and Sundays. The number of people using the facility is expected to increase by around 50,000 users from 70,000 to 120,000 per annum.

**The application was supported by the following documents:**

**Planning Statement (prepared by Inspire Planning solutions; Dated September 2018)**

The document states that the proposal would provide a greater range of sports and leisure facilities to meet the local community need. The headquarters of the Blackheath and Bromley Harriers Athletic club is approximately 1.4 metres away from Norman Park and the proposal would assist to consolidate the club's activities, providing an enhanced community facility and public community benefits.

**Design and Access Statement (prepared by Zendium Design Architects; Dated 26th July 2018)**

This document states that the existing pavilion building is dated without disabled facilities and is in need of replacement. The pavilion and the running track is very well used by a number of local community groups including Blackheath and Bromley Harriers Athletic Club, Bromley Veterans, The Bees Academy, Park Runs and local schools. The sport facility is managed by Norman Park Track Management Ltd. The proposal is sensitively designed and responds well to its local context. The proposal will provide a new bespoke community sports and recreational facility for the local community comprising a multi-sports hall, changing rooms, conditioning rooms, plant room, storage, office, first aid room, physio

treatment rooms, and a kitchen and café area. The external materials would comprise of brick, cladding and glazing materials. The access to the site and location of the outdoor track would not be changed. The proposal would provide approximately 2,127 square metres of new floor area. The proposed opening hours would be 8am to 9pm Monday to Friday, 8am to 6pm Saturdays and Sundays.

**Arboricultural Report and Impact Assessment (prepared by Crown Consultants; Dated 1st August 2018)**

A total of 5 individual trees (T1 - Turkey Oak, T2 - Turkey Oak, T3 - Oak, T5 - Turkey Oak and T6 - Oak) and 1 group of trees (G4 - Mixed Deciduous) were surveyed. Two trees would be removed (T3 and T5) and pruning to G4 would be required to facilitate the proposal.

**Preliminary Ecological Appraisal (prepared by Chase Ecology and Conservation consultants; dated 23rd January 2018)**

This report indicates that the site has limited habitat potential for great crested newt and other amphibians or reptiles. No evidence has been identified within the site or from local data searches which suggest the presence of any badgers, otters, and water voles. The hedgerows bounding the site should be retained to ensure the likely habitat for invertebrate species can be maintained. A bat survey should be carried out and any tree works should only be undertaken outside the nesting season.

**Preliminary Bat Roost Assessment and Emergence Survey (Prepared by Chase Ecology and Conservation Consultant; Dated 23rd January 2018 including updated survey dated 22nd August 2019 and 5th September 2019)**

This initial report indicates that the site has potential for roosting and further surveys will be required to establish the level of bat activity and usage. A dawn and dusk emergence survey was carried out which indicates that there were no bats recorded to have used the pavilion building or trees for roosting, except commuting across the site. It is recommended that the level of lighting such as security floodlighting and lighting around working platforms should be limited to reduce the level of disturbance. Should any protected bats and species be found on any building and trees to be removed, works should be postponed until ecological advice is sought. All pipes over 200mm in diameter should be capped off at night to prevent animals entering. Additional soft landscaping should be sought to improve the wildlife value of the site.

**Environmental Geotechnical Specialist Report (Prepared by RGS Ltd; dated 13.06.2017)**

This is a Phase 1 Desk Study report which indicates that there was no encountered groundwater during investigation. The strata of the site comprise of nominal thickness of topsoil overlying silty, sandy and gravelly clays lenses of gravel. This report also indicates that there is no significant contamination revealed within the soil examples. However, there are elevated levels of gas present and remedial measures are recommended.

**Transport Assessment (prepared by Encon Associates Ltd; Dated July 2018 and revised in Sep 2019)**

An updated transport assessment is submitted which states that the site is located within Norman Park, a recreation park with children's play area and football pitches. The park hosts a weekly Park Run on Saturday mornings and a regular timetable of events throughout the year and the weekends. The principal access to the site is off Hayes Lane at the roundabout with Mead Way, which leads directly to the public car park with 180 spaces. The access to the alternative car park in Norman Park is via Bromley Common, off Hook Farm Road. It is anticipated that the proposal would attract 50,000 additional visitors, which equivalent to an increase by around 125 to 150 users per day.

From investigations into current traffic flows and modal split of transport types, there is a larger proportion of walkers and cyclist who currently use Norman Park which is expected to continue given the sustainable location of the site in close walking and cycling distances of large residential areas and good public transport link in the vicinity. The volume of traffic on Hayes Lane is on average around 14,000 vehicles per day. The accident rate within 500 metres radius from the site is 5.2 per annum between 2012 and 2017 is considered to be moderate and does not highlight any highway safety record of the local highway network. The additional traffic to be generated by the development is unlikely to impact the existing road safety in the area.

The predicted traffic generated by the proposal will result in an increase in traffic within the local highway. However, the capacity assessments shows the mini roundabout junction with Hayes Lane and the Norman Park entrance can accommodate the additional vehicular traffic and absorbed into the surrounding network without any discernible impact to the acceptable flow of traffic.

A package of mitigation measures are proposed which includes staggering of events to prevent traffic build up on the same day as Bromley Football Club, car boot sales at Hayes Street Farm. A green travel plan will be provided to manage the travel behaviour of visitors. Junction improvement works have been considered and discounted on the grounds of lack of space to implement an acceptable scheme without compromise pedestrian safety and disproportionate cost to the nature, scale and siting of the proposed development being located within Norman Park.

**Air Quality Assessment (prepared by Environment Assessment Services Ltd, dated March 2019)**

The document states that the on-site nitrogen dioxide diffusion tube monitoring results together with the DMRB screening model outputs for the estimated traffic flow, indicate that the proposed redevelopment will not cause any significantly adverse change in air quality at the site or within the surrounding area. Adequate dust management during demolition and construction phases and the use of low emission vehicles and plant during demolition and construction phases is recommended.

Sustainability Assessment and Energy Statement (prepared by S I Sealy and Associated Ltd, dated 8th October 2019)

This updated energy assessment including detailed calculations has been prepared in line with the principles of the London Plan Energy Hierarchy (Be Lean, Be Clean and Be Green). Various technologies were considered in the initial energy assessment and whilst wind such as turbines, combined heat and power, ground source heat pumps, centralised CHP, biomass boiler and air source heat pumps are not considered appropriate the use of photovoltaic panels is considered feasible and appropriate. The updated assessment indicates that a total of 261sq.m solar panels would be installed in the roof area. The building fabric will seek to reduce carbon emissions (CO<sub>2</sub>) by 13% over the Building Regulation compliant figure. The use of solar panels would reduce the CO<sub>2</sub> by a further 22.2% achieving 35.2% and complying with the policy requirements.

**Feasibility Study for The Norman Park Athletics Track (prepared by FMG Consulting; Dated June 2016)**

This document states that BBHAC has been using the track since 1992 and has been involved in the management and operation of the sport facilities before the current agreement with Norman Park Athletic Track was undertaken in 2014. The track was first built in 1964 and was last refurbished in 2004. There is a need to secure the long term future of the track despite being a local popular venue for sport activities with weekly facilities host by BBHAC and Bees Academy and other regular sports activities organised by Parkrun, local running clubs, schools, Kent London Athletic Network, Girls' Brigade and Scouts. There is a high demand for the existing facilities including provision of indoor sport facilities. There are 2 synthetic athletic tracks in the Borough including Norman Park Athletics Track. This report also indicates that there are no other indoor sport centres in the area, except Crystal Palace National Sports Centre and Sutcliffe Park which are over a 20 minute drive away from Norman Park. A business plan is submitted which demonstrates that new facilities are required to sustain the sporting facilities provided to the community. The additional facilities will include multi-use areas, indoor training areas, sport injury treatment rooms and café/function areas.

**Very Special Circumstances Case Document (prepared by Blackheath and Bromley Harriers Athletic Club)**

This document states that the London Borough of Bromley and Blackheath and Bromley Harriers Athletic Club are committed to securing a sustainable future for the outdoor athletics tracks and its associated jumping, vaulting and throwing facilities at Norman Park. The existing outdoor running track and outdoor facilities are very well-used by the local community, including local schools, running clubs and other user groups. The track will continue to be managed by Norman Park Track management Limited providing sport facilities.

The design of the proposed building is designed to minimise the visual impact in Green Belt and there is no other alternative location or site which would be more suitable than the proposed location. The proposed building would be located within

the existing site of the track site and well screened by existing trees. This is demonstrated in the enhanced 3D photomontage images.

BBHAC has approximately 850 members age from 11 to age over 80. Bees Academy has 683 children aged between reception year to year 8 attended sessions in 2018. The majority of members and children are living in the Borough. The proposed facilities would provide an inclusive access environment for disabled people. The community and public benefits generated from this proposal to the local residents and the general public would be considerable and constitute very special circumstances, outweighing any harm arising from the proposal.

### **Expression of Support Document (Gathered by the applicant - Blackheath and Bromley Harriet Athletic Club)**

#### **- England Athletic**

England Athletics supports the proposal and has enjoyed partnership with the club. The facilities at Norman Park are strategically vital to the South London/North Kent athletic fraternity and have played an important role towards national success and encouraging young athletes and recreational runners. The site contributes to the success of world class athletes such as Dina Asher-Smith and Adam Gemilli both of whom trained at the site. The proposal would sustain flow of talented local coaches and aspiring athletes. The Club is in a strong place with an experienced and well-structured leadership and management board to deliver athletic success. Bees Academy is run by the club members and is a successful programme for young children taking their first steps into athletics. The proposal would secure a long-term future of sport facilities for the local group and community. The club is a club for all and a blue print for others to follow. The club offers local and national leagues for all ages, which represented England and Great Britain.

#### **- Park Run**

Park Run supports the position of Blackheath Harriers and the proposal at Norman Park. The Club provides support and develop fitness and health within the community and in the area. Community venues and facilities such as Norman Park are critical to the health and wellbeing for people. The proposal would secure a long term and secure provision for the community.

#### **- Kent Athletics**

Kent Athletics supports the proposal to provide an excellent facility at Norman Park. This will be a great experience for athletic championship and development in Kent.

#### **- Kent London Athletic Network**

Kent London Athletic Network supports the proposal. The Network holds committee meetings at the site approximately 4 times per year. The annual 10k race at Norman Park has approximately 300 runners uses the facilities at the site. The Network also hold coaching workshops at Norman Park. The proposal would

provide new facilities and would be a fantastic community venue for the Network members.

- Marathon Sports Foundation

The site has served athletics for a very long time and supports the local athletic club who have provided many talented athletes.

The proposal would provide additional facilities which are desperately required for coach education and athlete development lecturing, specifically teaching key performance subjects to a wide spectrum of athletes from many different sports. The proposed facilities would provide much need sports faculties and deliver important national programmed.

- Bees Academy

Bees Academy supports the proposal. Bees Academy is probably the biggest user of Norman Park Track and the only one concentrating on providing athletics sessions for children from school reception age up to school year 8. Bees Academy are coached by UK Athletics coaches and we have a regular turnover of Duke of Edinburgh volunteers, Bees Academy currently run 3 sessions a week at the site. On an average week, there are 45 attendees on a Monday and 30 on a Wednesday evening. Saturday morning has an average of 130 children with 16 young leaders coach. Should the track be closed, there will be over 200 children on a weekly basis without suitable place for physical exercise.

- Orpington Road Runners

On behalf of over 400 members of Orpington Road Runners, we thoroughly support the proposal and the involvement of Blackheath and Bromley Harriers Athletic Club. Orpington Road Runners have used the track for training sessions for many years and would welcome the continued availability of such and excellent facility for the funning and sports community in Bromley.

- Petts Wood Runners

On behalf of Petts Wood Runners committee, Petts Wood Runners supports the proposal to provide a modern athletic and leisure facility at Norman Park. It has been a huge rise in recreational running locally in Bromley in the past 10 years since Park run started in Norman Park. The site provides a good venue for fitness and social purpose with many of the new comers progressing to a structured running where there is a need to accommodate their training requirements. There is a need to provide an excellent facility for the runners and sports community in Bromley.

- Zero to Hero Runners

Zero to Hero Runners supports the proposal. Zero to Hero Runners meets every Wednesday morning at Norman Park with classes on Monday and Friday morning as well as regular track session every Monday afternoon. Norman Park Track is an essential part for the Zero to Hero Runners. Blackheath and Bromley Harriers

Athletic Club provide guidance, financial assistance, supply instructors to help run the courses including venue for the runners to develop their fitness and health. The applicant is willing to finance their assets into developing a local community and is a valuable asset in Bromley.

- Langley Park School for Girls

The School have been using Norman Park for their Sports Day in excess of 10 years. The facility is invaluable for the students and school.

- Darrick Wood School

Darrick Wood School supports the proposal. The school stages the annual sports day at Norman Park and the proposal would enable the majority of our pupils to compete in a facility they would not normally have the chance to do so.

- Balgowan Primary School

Balgowan Primary School believes the proposal would be an excellent idea as the school use the venue every year for their Ks2 sports day. The proposal to provide an improved facility is supported.

- Warren Road Primary School

As a resident for almost 30 years, I have seen the huge impact Norman Park has had on so many children and adults. As a head teacher at Warren Road Primary School, the school pupils have benefited directly as sports days are held at the track and many individual pupils also enjoy additional sessions after school, at weekends and during school holidays. The proposal would encourage further sport participation. Given the relative demise of the Crystal Palace track and limited access to other facilities, the proposal is considered as essential investment at Norman Park.

- Bickley Park School

Bickley Park School held sports day at Norman Park and fully support the Norman Park project. The School does not have the facilities and rely on the outstanding facilities at Norman Park to raise the standards of athletic ability of the pupils.

- Hayes School

There is a need for the proposed development. The activities provided by the club are incredible with professionalism and desire to make people fitter and healthier. The entire community of all ages will be able to use the facility and have opportunity to meet new people and keep fit.

- Babington House School

The proposal would open up even more opportunities for the school to use the facility. The school use the track on a regular basis. The proposal would enable an

all year access and would provide a fantastic community facility that is important to the school.

- Parish Primary School

As a PE teacher at the Parish Primary School and a former head of Sport at Oak lodge Primary School, I cannot imagine the future of athletics in the Borough without the proposed facility. Norman Park Running Track has played an enormously valuable part in enriching the sporting lives of hundreds of children for decades and some have gone on to represent the Borough County and even team GB. It is therefore wonderful to learn that the track is proposing to develop with further improvement. The future generation can benefit from this highly successful and inspirational facility. It is essential that the track remains in use and is promoted by all parties involved.

- Bromley District Scouts

Bromley District Scouts uses the facility once per year. Bromley District Scouts support the proposal in principle and it would create a between link between the Club and Bromley Scouts.

- Girls' Brigade Meridian District

Girls' Brigade Meridian District supports the proposal and development to ensure the long term future of the facilities.

- Age UK Bromley and Greenwich

The proposal would provide community facilities for Age UK Bromley and Greenwich free of charge. Age UK will make use of such facilities when they become available.

- Bromley Mencap

Bromley Mencap supports the proposal to further development facilities for Bromley residents and enhance the opportunities within the park

- Sports Traider

Sports Traider promotes sports for disabled and the proposal would provide more indoor sports opportunities for people including disabled people. The proposal is supported and we would register our interest when the facility is opened.

- South East London Vision

South East London Vision appreciate the proposal would offer free spaces and would be keen to take up the offer once the building is completed.

- Neil Oflynn - Squadron Team

Anything that keeps the track available is great as it has been invaluable for the athletic training sessions that have helped the Squadron team win a number of medals and trophies in County Competitions.

- Beckenham Rugby Football Club

Beckenham Rugby Football Club would like to confirm their interest in the planned development at Norman Park and is keen to use the weights and conditioning area, as well as the indoor track for other training. Beckenhamian Rugby Football Club support the proposal and it would be a great asset for the local community of both sports clubs and individuals.

- Beckenham Running Club

It is important that the track and house facilities are maintained with possible improvement. The expansions of Norman Park track facilities can only contribute to the wellbeing of the surrounding population and should be supported.

- Personal Trainer and Fitness Instructor - Jane Bradshaw

The proposal would provide a new indoor venue to hold fitness class and provide sports massage therapy and injury rehabilitation services. Norman Park is considered as a suitable venue to provide these facilities.

- Jodie Goldsworthy - UK Athletic Coach

The Norman Park Athletics Track has been such a huge part of the Bromley Borough sporting facilities over the years which provide a fantastic base for Athletic clubs to nurture athletes and enabling members of the public to gain fitness and enhance their general wellbeing. The residents and the Council should consider themselves very lucky to have such as a great facility.

- Naama Gelber - Pilates and Corrective Exercise Instructor

The progress of the Norman Park project appears to be very slow. There is a high demand for exercise classes and the proposal will provide more awareness about health and wellbeing for people who are keen to exercise not only in order to keep fit but also to provide their health

- All Stars

As a local fitness group providing fitness for adults with learning difficulties, the proposed indoor and inclusive facilities would be beneficial for the communities and make a huge difference to the lives of many people in Bromley.

- Councillor David Jefferys

As a ward councillor and chairman of Bromley health and wellbeing Board, the proposal is strongly supported. Councillor Peter Morgan has also written in support of the proposal.

- MP for Beckenham - Bob Stewart

The proposal to provide a world-class athletic facility is supported despite the site being located in MOL. Blackheath and Bromley Harriers is a 150 years old club and the venue is considered as the finest athletics venues in England. As a local MP, it is incredibly proud to have Blackheath and Bromley Harriers in Bromley.

- Councillor Alexa Michael

The proposal would provide an enhanced sports and recreation facilities in the Borough and activities supporting health and fitness should be encouraged.

- Councillor Julian Benington

The proposal will improve the facility in Norman Park and there is a need for these facilities and it would assist to reduce street crime.

- Public Health England

Public Health England does not have a statutory or other role with respect to this specific planning application. The delivery of the GLA's Childhood Obesity Strategy is referred to the London Public Health England Centre.

- Letter from Dina Asher-Smith

The proposal will not only provide a new community sport and recreation facility but will also ensure a sustainable future for the track. The track facility provides an extremely valued community facility for people and also achieves successfully a result at National and International levels and is supported. The proposed additional facilities assist the club to pursue their health and wellbeing goals in a welcoming community setting.

- Individual letter of support

A total of 20 letters of support are presented by the applicant and the grounds of support are summarized as follow:

- The proposal should be supported by the government at all levels. The planning consultation comment from GLA is disappointing as the Mayor considered that the proposal is deemed to be an inappropriate development and should only be approved in exceptional circumstances. London is facing record numbers of knife crime and drug abuses and the benefits of providing the proposed facilities will provide good opportunities to stay away from temptations. The Mayor of

London has enjoyed the reflected glory that Olympians Dina Asher-Smith and Adam Gemmill have brought to the city. The proposal should be supported.

- The proposal will secure the future of the track and sports facilities with the scarce resources. The proposal would enable the consolidation of the club premises and secure a sustainable long term sport provision.

- The athletic track at Norman Park is a huge part of many people's lives both locally and further afield. The proposed would provide an opportunity for the local community to be trained at the track and providing a place for people to make new friends and learn new skills. The club nurture and train athletics so that they develop the skills to coach younger children. The proposal would provide improvement of mental health and child obesity, supporting the welfare and health for all.

- Norman Park is always busy with other users for general recreation, football as well as hosting weekly Park Run which regularly attracts over 700 runners. Norman Park is also home to other groups such as the recently affiliated Zero to Hero Runners club which trained over 500 people.

- The club has an excellent framework of coaches and other support staff. The provision of indoor sports facilities including café would enhance the facilities offered to the community.

- The site is located at a secluded corner of Norman Park and would not be detrimental to the green belt. Bees Athletic Club encourages sport activities and has developed social and coaching skills.

- The site does not have any shelter area and activities are subject to the weather. The proposal is a much needed improvement for the community with new physiotherapy and indoor activities. The general state of the track and amenities are poor at present and do not reflect the hard work and dedication of the young athletes and the club. Affordable access to the facilities should be secured as part of the proposal

### **Location and Key Constraints**

The application site, Norman Park Track Pavilion is located within Norman Park. The site measures approximately 2,300sq.m in area and the site is served by two free public car parks within Norman Park. The main car park is accessed via Hayes Lane (B265) and the alternative public car park is accessed via Hook Farm Road, off Bromley Common (A21). Norman Park and the public car parks are designated as Green Belt in Bromley's Proposals Map.

The site comprises of a single storey pavilion building with changing room facilities, a floodlit 8 lanes outdoor running track, a throwing cage for discus throw and hammer throw, pole vault, high Jump, long jump, triple jump, fixed steeplechase, shot put and javelin throw.

The site is largely surrounded by planting including tall and mature trees ranging between 14 and 17 metres in height. The site is adjoining Norman Park to the east, open fields to the west and south, a public car park to the north which is situated in between the application site and Bromley Football club. The setting of the site is considered as suburban. The Public Transport Accessibility rating of the site is rated 1b, on a scale between 0 to 6b where 0 is Worst and 6b is best.

The nearest bus stop is located approximately 386 metres from the site. There are 3 bus routes in the area (No. 146, 314 and 119 with an average frequency of 1, 4, and 6 buses per hour respectively). The site is located within Flood Zone 1 and is not subject to surface water flooding.

### **Comments from Local Residents and Groups**

118 neighbouring properties were consulted on the 5th June 2019. 2 letters of support were received and the grounds of support are summarised as follows: -

1. The proposal would provide high quality athletic facilities to Bromley and provide much needed facilities and upgrades to the existing running track.
2. Support the provision of sport facilities.
3. The disabled toilet is located on the first floor and there is only one lift within the building.

### **Comment from Consultees**

#### **Sport England**

Sport England supports the proposal to provide new facilities at the site. The existing sport facilities are well used by the club, local schools, scouts and other community groups. The site is a popular Grade 1 UK Athletics facility but it requires modernising to meet the needs of community users. The existing facilities are out dated and the proposal would provide a modernized sport facility to the club, including a new café, indoor warm-up track, changing rooms and physio rooms. These facilities will greatly enhance the offer to the community.

Sport England acknowledges the site is located in Green Belt. However, the proposal would not be in conflict with Paragraph 145(b) of the NPPF which states that "the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it. Sport England considers the proposal would provide an improved sport facility in terms of its quality and/or accessibility, maintaining and increasing participation of sports. The proposal would also assist to secure the long-term sustainability of the sports facilities and would not conflict with wider Green Belt objectives. The applicant has advised the proposed ancillary building is located to ensure the openness of the Green Belt is preserved.

Sport England fully supports the Club's intention to modernise this facility and the proposal will be of benefit not only existing members of this community sports club

but will allow further community use of the Park and ensure that more people are able to take part in sport and physical activity within the park. This is in accordance with the Government's Strategy Sporting Future: A New Strategy for an Active Nation (DCMS) and Sport England's Strategy - Towards an Active Nation.

#### Greater London Authority

Principle of development: The redevelopment of the sports club is within Green Belt and provides some facilities to support outdoor sport. However, the new building is materially larger than the one it replaces and would have a greater impact on the openness of the Green Belt, and also proposed facilities which are not required to support outdoor sport. It fails to meet the exception test of the NPPF. Therefore, the proposal is inappropriate development and by definition harmful to the Green Belt and should not be approved except in very special circumstances. As very special circumstances have not been demonstrated, the proposed development is contrary to Policy 7.16 of the London Plan and Policy G2 of the draft London Plan and the NPPF.

Sports facilities and community use: The proposed community access to the sports facilities would be welcomed in any development which is demonstrated to be appropriate. A detailed community use agreement for affordable and accessible usage of the sport facilities must be secured by way of a s106 planning agreement

Urban design: The design of the proposal has a greater impact on the openness of the Green Belt. The built form of the new building must therefore be reduced. CGI visual and details of key materials must be submitted

Transport: Concerns regarding pedestrian access and cycle parking must be addressed. Submission of a travel plan and a construction logistics plan that accord with the London Plan and draft London Plan must be secured through s106/planning obligation.

#### Natural England

No comment to make on this application and the standing advice should be used to assess the impact on protected species.

#### Transport for London (TfL)

The site has a poor public transport accessibility level of 1b and is located over 1,000 metres away from the Transport for London Road Network. In line with the draft London Plan, the number of cycle spaces should be increased by 12 spaces and comply with the London Cycle Design Standards (LCDS). Adequate lighting along the existing footpath should be provided to ensure the safety and security of staff and visitors. Details of the proposed construction arrangements should be provided to TfL to confirm the impacts on the surrounding transport network. The proposal is subject to the London Mayoral Community Infrastructure Levy at a rate of £60 per square metres.

## Designing Out Crime

Should planning permission be granted, a secure by design planning condition requiring the development to achieve Secured by Design accreditation prior to occupation should be attached.

## Thames water

### *Waste Comments*

With regard to surface water drainage, Thames Water would advise that if the developer follows the sequential approach to the disposal of surface water we would have no objection. Prior approval from Thames Water Developer Services will be required for the discharge of surface water to public sewage.

No objection to the waste water network and waste water process infrastructure capacity. Thames Water would expect the developer to demonstrate measures to minimise groundwater discharges into the public sewer. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991.

Should the Local Planning Authority be minded to approve the planning application, Thames Water would like the following informative attached to the planning permission: "A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing [wwqriskmanagement@thameswater.co.uk](mailto:wwqriskmanagement@thameswater.co.uk). Application forms should be completed on line via [www.thameswater.co.uk/wastewaterquality](http://www.thameswater.co.uk/wastewaterquality)."

### *Water Comments*

No objection to the proposal in relation to water network and water treatment infrastructure capacity. Thames Water recommends the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approximate 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

## LB Bromley - Leisure

The proposal would provide a new facility and this is supported. The proposal is subject to a lease with the Council to ensure the long term sport and community use of the site which will benefit and improve the health and quality of life for Bromley residents.

## LB Bromley - Highway

Norman Park Athletic Track sits within the site of Norman Park, a recreation park with children's play area and football pitches. The PTAL rating of the site is 1b. The Park has two vehicle access points. The principal access is off Hayes lane (B265) at the roundabout with Mead Way, which leads directly to the car park with 180 parking spaces, including space for coaches and disabled parking. Hayes Lane is a local distributor carrying large traffic volumes. The alternative car park is access off the A21 Bromley Common and Hook Farm Road.

The proposed opening hours would be 8am to 9pm Monday to Friday, 8am to 6pm Saturdays and Sundays. The number of people using the facility is expected to be increase from 70, 000 per annum by an additional 50, 000 users. It is indicate that the current traffic flow and modal split of transport type, there is a large proportion of walkers and cyclist who currently use Norman Park.

A period of 3 days traffic data between 08:00 and 18:00 Saturday 7th July 2018 and Sunday 8th July 2018, and between 08:00 and 21:00 on Tuesday 10th July 2018 at the Hayes Lane roundabout were collected to assess the impact on highway network.

The traffic survey data contains a count of different modes of transport which indicates 55% of traffic was generated by private vehicles and 38% on foot and 6 % by cycle. It is possible some of the pedestrian used public transport before arriving on foot. The traffic surveys should ideally include one of their sport days. However, it is noted that the surveys were carried out in the summer time in a relatively busy season and there was a major car boot sales at Hayes Street Farm on the 7th and 8th July 2018 where Hayes Lane is the nearest main route to Bromley South Railway Station.

The traffic survey data indicates that the most popular path over the roundabout was Arm D to Arm A (travelling from Mead Way towards north of Hayes Lane during the AM Peak hours on Saturday (9:45 to 10:45), Sunday PM Peak hour (12:00 to 13:00) and on Sunday (08:00 to 18:00).

The traffic survey data indicates that Hayes Lane North junction arm has a RFC 0.9 during AM peak which is above the capacity at present. The proposal would increase the RFC to 0.95 in 2023. The Hayes Lane South junction arm has a RFC 0.91 at present and the proposal would increase the FRC to 0.99 in 2023. Traffic modelling with a RFC value over 0.85 is considered to be operating beyond its capacity and improvement would normally be required.

The proposal indicates the number of staff on site would be increased from 3 to 4 full time staff with two additional part time staff. The predicted traffic generated proposals to develop the existing sports and leisure facilities will result in an increase in traffic within the local highway. However, the capacity assessment shows the mini roundabout junction with Hayes Lane and the Norman Park entrance can accommodate the additional vehicle traffic and as such the increase

may be able absorbed into the surrounding network with some impact to the flow of traffic.

The application has agreed a package of mitigation measures and confirmed the timing of activities would be staggered to prevent traffic build up on the same day as football games at Bromley Football club and car boot sales at Hayes Street Farm. A Travel Plan would be provided. Improvement works to the junction have been discounted due to inadequate space, impact on pedestrian safety and disproportionate cost. Should planning permission be granted, the details of construction management plan, travel plan, cycle parking and car park management plan should be secured by planning conditions.

#### LB Bromley - Drainage

There is no public foul or any sewers near the site. Details of foul water and sustainable drainage details should be secured via planning conditions.

#### LB Bromley -Trees

No objection to remove 2 trees (T3 and T5) and pruning works associated to tree group (G4 and T6) provided that replacement trees and details of root protection plan to the retaining trees are secured by planning conditions.

#### LB Bromley - Environmental Health

No objection to the proposal. Upon completion of the works, a verification report in accordance with mitigation measures set out in the Geotechnical Environmental Report (reference: J3849/17/E, Rogers Geotechnical Services Ltd, 13th June 2017) shall be submitted and approved by the Council.

#### LB Bromley - Energy

Revised energy assessment including detailed calculation demonstrates that the proposal would achieve an on-site carbon reduction by 35.2% and would comply with the Council's policies. As such, officers are satisfied that no carbon offsetting contribution would be required.

#### Policy Context

##### National Planning Policy Framework 2019

Chapter 2 Achieving sustainable development

Chapter 4 Decision making

Chapter 8 Promoting health and safe communities

Chapter 9 Promoting sustainable transport

Chapter 12 Achieving well-designed places

Chapter 13 Protecting Green Belt land

Chapter 14 Meeting the challenge of climate change, flooding and coastal change

Chapter 15 Conserving and enhancing the natural environment

London Plan 2016 Policies: -

- 3.1 Ensuring equal life chances for all
- 3.2 Improving health and addressing health inequalities
- 3.16 Protection and enhancement of social infrastructure
- 3.17 Health and social care facilities
- 3.19 Sports facilities
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.7 Renewable energy
- 5.10 Urban greening
- 5.13 Sustainable drainage
- 5.16 Waste net self-sufficiency
- 6.9 Cycling
- 6.10 Walking
- 6.12 Road network capacity
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.14 Improving air quality
- 7.15 Reducing and managing noise, improving and enhancing acoustic environment and promoting appropriate soundscape
- 7.16 Green belt
- 7.19 Biodiversity and access to nature
- 7.21 Trees and woodlands
- 8.2 Planning obligations
- 8.3 Community Infrastructure levy
- 8.4 Monitoring and review

Bromley Local Plan 2019 Policies:-

- 20 Community Facilities
- 21 Opportunity for Community Facilities
- 26 Health and Wellbeing
- 30 Parking
- 31 Relieving Congestion
- 32 Road Safety
- 33 Access for All
- 37 General Design of Development
- 49 The Green Belt
- 57 Outdoor Recreation and Leisure
- 58 Outdoor Sport, Recreation and Play
- 72 Protected Species
- 73 Development and Trees
- 79 Biodiversity and access to Nature
- 113 Waste Management in New Development
- 115 Reducing Flood Risk

- 116 Sustainable urban Drainage System (SUDS)
- 119 Noise Pollution
- 120 Air Quality
- 122 Light Pollution
- 123 Sustainable Design and Construction
- 124 Carbon Dioxide Reduction, Decentralised Energy Networks and Renewable Energy
- 125 Delivery and implementation of the Local Plan

Draft London Plan Policies: -

#### Planning London's Futures

- GG1 Building strong and inclusive communities
- GG2 Making the best use of land
- GG3 Creating a healthy city
- GG6 Increasing efficiency and resilience

#### Design

- D1 London's form and characteristics
- D2 Delivering good design
- D3 Inclusive Design
- D10 Safety, security and resilience to emergency
- D11 Fire safety
- D12 Agent of Change
- D13 Noise

#### Social infrastructure

- S1 Developing London's social infrastructure
- S2 Health and social care facilities
- S5 Sports and recreation facilities

#### Green Infrastructure and environment

- G3 Metropolitan Open Land
- G4 Local green and open space
- G5 Urban greening
- G6 Biodiversity and access to nature
- G7 Trees and woodland

#### Sustainable Infrastructure

- SI1 Improving air quality
- SI2 Minimising greenhouse gas emissions
- SI3 Energy infrastructure
- SI7 Reducing waste and supporting the circular economy
- SI13 Sustainable drainage

#### Transport

- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.5 Non-residential disabled persons parking

Funding the London Plan  
DF1 Delivery of the Plan and Planning Obligations

Relevant planning application history of the site

06/03417/FULL1 - granted on 24.05.2007

Two single storey detached buildings for land adjacent to athletic track

01/02824/FULL1 - granted on 17.10.2001 (at the site)

Detached portable building for Norman Park Athletic Track

86/01156/DET - granted on 09.06.1986

Full planning permission for a detached single storey building for sports pavilion

85/02613/LBB - registered on 25.10.1985.

Outline planning application for a sports pavilion

**Planning considerations**

- Background
- Land Use
- Impact on Green Belt
- Design and Layout;
- Impact on residential amenities
- Transportation and Highway
- Climate changes and carbon off-setting;
- Tree and Ecology;
- Surface water drainage strategy; and,
- Planning Obligation and CIL;

**Background**

Blackheath and Bromley Harriers Athletic club (BBHAC/the club) is one of the oldest and largest athletic clubs in the country with over 850 club members. The existing club house in Hayes has been the centre for the club's running disciplines and social events since the 1920s. Norman Park Athletic Track (the site) has been the training centre for the vast majority of the club's track and field athletes. The BEES Academy also holds regular training exercises and activities for children at the site. Their record indicates that a total of 683 children attended their sessions at the site in 2018. A number of local community groups, running clubs including scouts also hold sport sessions, competition and sports days at the site.

At present, the track is owned by the Council and managed by Norman Park Track Management Limited (NPTML) on behalf of the club. NPTML is an independent non-profit company with close association to the club. NPTML was set up in 1992 and remains responsible for day to day management and operation of the existing sports facilities.

## Land Use

Norman Park Athletics Track was first opened in 1980 within Norman Park and planning permission for the construction of a pavilion was granted in 1986. Under the provision of the Town and Country Planning (Use Classes) Order 1987, indoor or outdoor sport uses are both categorized under the Use Class Order Class D2. As such, the principle to introduce an indoor multiple sport use within an established outdoor sports site is considered acceptable in principle land use terms, subject to an assessment of all other matters.

## Impact on Green Belt

The Government attaches great importance to Green Belts (NPPF Para 133). The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and their permanence. Norman Park Athletics Track is designated as Green Belt in the Council's Proposals Map. National Planning Policy Framework (NPPF) paragraph 145 states that a "Local Planning Authority should regard the construction of new buildings as inappropriate development. Exceptions to this are:

- a) Buildings for agriculture and forestry;
- b) The provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- c) The extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original buildings;
- d) The replacement of a building, provided the new building is in the same use and no materially larger than the one it replaces;
- e) Limited infilling in villages;
- f) Limited affordable housing for local community needs under policies set out in the development (including policies for rural exception sites); and
- g) Limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
  - not have a greater impact on the openness of the Green Belt than the existing development; or
  - not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

This approach is consistent with London Plan Policy 7.16 and Bromley Local Plan Policy 49 which states that planning permission will not be given for inappropriate development unless very special circumstances can be demonstrated that clearly outweigh the harm by reasons of inappropriateness or any other harm.

*Whether the proposed building would constitute inappropriate development in Green Belt and its impact*

The proposal to introduce a new building does fall outside the exception test of the NPPF and is considered as inappropriate development under Green Belt planning policies.

The proposed part single and part two storeys building would replace the existing single storey pavilion which is located to the west of the existing outdoor athletic track, measures approximately 20 metres deep, 15.4 metres wide and 6.5 metres high. The floor level of the existing pavilion is elevated against the ground level by approximately 0.9 metres. The footprint of the proposed part single and part two storeys building would form an L shape with a maximum width measuring 88 metres, a maximum depth of 17 metres and a height of 8.4 metres to its the highest part of the building. The internal layout and sizes of the proposed building area as follow:

Ground floor:

- Multi-sports Hall: 817sq.m;
- Strength and conditioning room: 70.5sq.m;
- Female changing room including disabled changing, showers and toilets facilities: 38sq.m;
- Male changing room including disabled changing, showers and toilets facilities: 38sq.m;
- Internal and external sports storage area measures 52sq.m;
- Welcome Kiosk: 16sq.m;
- Entrance lobby, reception, manager office, internal lift and a disabled toilet: approximately 50sq.m.

First floor:

- Recorder/Announcer room: 12sq.m;
- A first aid room, 2 physio treatment rooms, a physio staff/management office and a reception waiting area: totalling 67.5sq.m;
- Male and female toilets: 47sq.m;
- Two multi-function rooms with folding doors totalling: 252.5sq.m;
- A café and function area: 158.5sq.m;
- A kitchen and associated storage rooms: 59.5sq.m.

The proposed indoor multi-sports halls, replacement changing rooms and associated toilets and storage facilities could be considered appropriate facilities to support the existing and well established outdoor athletics and sports facilities at the Norman Park Track Pavilion site. The proposed indoor multi-hall would provide an indoor warm up, training and coaching environment for the users and would be free from cold and wet weather. This part of the proposal would provide an enhanced sports facilities for the existing and future users.

The proposed physio and first aid rooms on the first floor can provide a first-hand sports related treatment services to the facilities users including local community. It is considered that the provision of these additional services within the site would be complementary and compatible with the existing and established sports and athletic uses.

The proposed multi-function rooms, café and function area, kitchen and associated storage rooms are designed to provide replacement club and function facilities. Whilst these facilities would be made publicly accessible, it should be noted that these facilities is designed to provide replacement function spaces for the club's (BBHAC) activities which currently take place at their existing club house.

Whilst it is considered therefore that some elements of the proposed development could constitute appropriate facilities to support the outdoor sporting and recreational use of the site as an exception to inappropriate development under NPPF Paragraph 145(b), other elements would not be directly related (physio treatment rooms, multi-function rooms, café and function room). In addition, having regard to the scale of the proposed building which would be significantly larger than the one it would replace, it is considered that the proposed building would have a harmful impact on the openness and visual amenities of the Green Belt. Taking these considerations together, it is concluded that the proposed facility would constitute inappropriate development, for which very special circumstances would need to be demonstrated to allow planning permission to be granted.

The Norman Park Athletic Track site measures approximately 2,300sq.m in area. It has a maximum width and depth measuring approximately 172 metres and 116 metres respectively. The existing outdoor athletics track and sport facilities are centrally sited within the site and would be retained in situ. The proposed building would be sited to the west of the existing outdoor track at the same location as the existing pavilion. Whilst the proposed building would reduce the openness of the site and have a harmful impact in Green Belt terms, it should be noted that the openness of the existing outdoor athletics track including the majority of the land surrounding the outdoor track would be retained and preserved. The proposed building has been designed to sit alongside the existing track, and is intentionally limited to respect the dimensions of the available area and footprint of the site between the track and the rear boundary fence. The applicant considers that the building has been designed to minimise its impact, with a flat roof proposed and low-lying profiles for the two storey elements of the building.

The site is screened by mature trees and is not readily visible from Norman Park, except at the entrance to the application site. The proposed building would be located approximately 150 metres from the pedestrian path within Norman Park and the children play area. The applicant has provided additional visual images which demonstrate and confirm the visual impact upon the openness. Due to the siting of the proposed building, distance to the publicly accessible park and the presence of dense mature trees, it is also considered that the visual impact of the proposal would be limited and confined within the site. These factors would assist in reducing the visual impact of the development to a degree.

Notwithstanding the design considerations advanced by the applicant, it is considered that the overall scale, massing and volume of the proposed multi-sports building would be significantly larger than the existing pavilion. As a result of its footprint and volume, in particular the two storey elements of the building, the proposal would harm the openness of the Green Belt. In line with the NPPF, London Plan and Bromley Local Plan, the planning merits including other material

considerations should be weighed against the identified harm upon the openness and permanence of Green Belt in determining whether very special circumstances exist. This is considered in more detail in the following section of the report.

### *Whether Very Special Circumstances can be demonstrated*

The applicant has put forward the following justification:-

#### 1. Funding and future of the existing outdoor athletics sports facilities.

Under the current contract with the Council including public funding, BBHAC and NPTML are responsible for the daily operation, maintenance and provision of publicly accessible outdoor sports facilities at Norman Park. However, the current contract is expiring in 2024. The annual public subsidies to maintain the existing outdoor sports facilities and provide training sessions for local schools, local running clubs and hosting qualifying athletics competition activities would be discontinued beyond 2024. There is a need to establish a long term sustainable plan for the existing outdoor sports facility.

On the 1st January 2016, United Kingdom Athletics (UKA) introduced a new system of athletics facilities call the UKA Athletic Facility Competition Certificate. This certification was introduced to ensure that facilities hosting events and competitions where records and qualifying standards are likely to be set are compliant with the requirements of the UK athletics rulebook.

In December 2016, an athletics facilities condition survey was undertaken by the Council. The condition survey indicates that a substantial amount of capital/funding will be required to ensure the existing facilities can comply with the UKA certification and to ensure that the track remains safe to operate and keep open. Additional capital investment, maintenance and operation cost will be required to continue the existing sports activities at the existing sports venue.

The applicant has sought funding from Sport England and other organisations, including the London Marathon Trust aiming to bridge the required capital cost and has not been successful. In the absence of the required public funding and additional capital to maintain the conditions of the outdoor facilities required by UKA, the applicant has advised that it would not be possible for the Club to continue at the site. The existing outdoor facilities including the training and coaching sessions open to the members of the public would be discontinued, in the event that no action is undertaken by the applicant (BBHAC).

The applicant has been in discussion with the Council's Regeneration team in recent years. As a result of the expiring contract, changes in certification requirements and lack of available of funding from Sport England and other organisations, the applicant has advised that there is no other option for the club to secure a long term future of the publicly accessible athletic facilities at Norman Park, except to dispose their current club assets on Bourne Way for the required capital, and relocate to Norman Park.

The Council's Regeneration Division has confirmed that they are in discussion with the applicant and are in support of this proposal to ensure that a publicly accessible outdoor sports venue with enhanced facilities can be continued. Based on the information provided, it is considered that there is a pressing need to secure the future of the existing popular outdoor sport facilities in the Borough.

## 2. Whether the existing facilities and activities can be relocated elsewhere within the Borough

Chapter 2 of the National Planning Policy Framework (NPPF) states that there are three overarching objectives (economic, social and environmental) in the NPPF and at heart of the Framework is presumption in favour of sustainable development. These objectives should be delivered through the application of the policies in the Framework. Planning policies and decisions should play an active role in guiding development towards sustainable solutions and in doing so should take local circumstance into account and to reflect its character, needs and opportunities.

The applicant has considered redeveloping their existing club house to provide outdoor and indoor athletics facilities. However the club house is close to adjoining residential properties, has inadequate space for car parking and relocating the existing outdoor sports equipment and facilities. Furthermore, the access to the club house is via a narrow drive between two residential properties. Due to the siting and setting of the club, it is not considered feasible or suitable to provide a multi-sport building on Bourne Way. The logistics of traffic and pedestrian movement, parking provision and impact on residential amenities is not considered compatible to its immediate surroundings.

The applicant has also advised that there is a lack of feasible alternative location to provide a new or relocate the outdoor athletics facilities in the Borough. The application site is located at a sustainable location being adjacent to an existing 8 lane outdoor track with a number of athletic training facilities. Fundamentally, in order to support and enhance the use of the track the facility needs to be located adjacent to it. Given that the club has been operating at the current address for decades and has established a local network with the local community in Hayes and beyond, it is considered that there are no other suitable alternative locations at the present time.

Furthermore, the site has an established sport use with a well-established outdoor athletic/sport uses and ample parking facilities in Norman Park. It is considered that the proposed indoor sport facilities would positively complement the existing outdoor athletic facilities within the site. The proposal would also provide a good opportunity for the club to consolidate and concentrate their activities at Norman Park.

## 3. The need for a new building and the ancillary uses

### *Inclusive environment*

London Plan Policy 7.2 requires new development in London to achieve the highest standards of accessible and inclusive design and supports the principles of inclusive design to ensure development can be used safely and easily by all regardless of disability, age, gender, ethnicity or economic circumstances.

The existing pavilion was constructed in 1986 with male and female changing rooms, toilets and a small "Tuck Shop". The accommodation is in need of modernisation as the current facilities in the pavilion do not fully meet the requirements of modern users. The pavilion was not designed to provide an inclusive environment for all groups of people. There is a set of multiple steps at the main entrance to the Pavilion with restrictive level access and accessible male changing room or toilets. The layout and facility of the pavilion was not designed with due care and attention towards those with disability, the elderly and children.

The proposed building and internal layout is well designed to ensure an inclusive environment can be provided for all groups of people. An internal lift would be installed and a step free environment would be provided for the future users. Disabled toilets and showering facilities will also be provided within the building. It should be note that the existing club members are aged between 11 and over 80. The children attending the sessions organised by the Bees Academy are up to year 8. It is considered that the proposed building will provide an inclusive environment for the future users, including attendees training for Paralympic Games.

### *Lack of indoor athletics training facility*

London Plan Policy 3.16 requires additional and enhanced social infrastructure provision to meet the needs of its growing diverse population. Local Plan Policy 3.19 states development proposals that increase or enhance the provision of sports and recreation facilities will be supported. Wherever possible, multi-use public facilities for sport and recreational activity should be encouraged.

Bromley Local Plan Policies 20 and 21 states that the Council will promote the quality of life and the health and wellbeing of those living and working in the Borough and engage with providers and agencies to ensure the provision, enhancement and retention of a wide range of appropriate social infrastructure, sports and play facilities.

The applicant has advised that the existing outdoor facility is very well used by the local community and its residents. BBHAC has approximately 850 members and the majority of the members live in the Borough. The BEES Academy provides regular training exercises and activities for children at the application site. Their record indicates that there were a total of 683 children in attendance at their sessions at the site in 2018. The existing outdoor sport and training facilities are also utilised by various local schools, groups and running clubs. However, these activities are influenced by the weather conditions and seasons due to the absence of indoor facility.

The proposed multi-sports hall can provide an indoor warm-up and training area for the existing users and this in part dictates the dimensions of this space, in particular its length which is required to allow the space to be used for indoor running. The proposed indoor facility would provide a more suitable exercise and training environment for the users, in particular the young children during bad weather and the winter season, including evening uses. As such it is considered that the proposal would positively enhance the sport and community facilities available for the local community.

The proposal would enhance sport facilities available at the site and would enable a fuller year-round training for the existing and future users. The existing outdoor activities are largely subject to the weather conditions. The availability of an indoor multiple-sport centre would enable existing users including school children to be trained in a controlled environment. Furthermore, the site is located within Norman Park and there are two public car parks servicing the existing users without causing any significant harm to the residents on Hayes Lane. It is considered that the provision of an indoor facility would deliver substantial community benefits for the communities and residents in the Borough.

There are a total of 46 publicly accessible athletic sport venues in the Greater London Area at present. Norman Park Athletic Track and Crystal Palace Athletic Stadium are the only publicly accessible athletics facilities located in the Borough which are equipped with synthetic athletic tracks for sport and athletic training purposes. The nearest alternative athletics training with indoor training facilities is Crystal Palace Athletic Stadium, which is located at the edge of the Borough with a catchment area covering the residents living in the neighbouring Boroughs. However, Crystal Palace Athletic Stadium is located over 6 miles away from the application site in Hayes and is located some distance away from some of the remote parts of the Borough, such as the Biggin Hill ward and the Chelsfield and Pratts Bottom ward which are some 17 and 14 miles away respectively. The proposed indoor training facility can provide an alternative indoor training venue for the local residents at a more central location.

Given the limited number of publicly accessible athletics training venues, it is considered that the provision of a new indoor multi-sports hall within the building at a more geographically central location within the Borough would be a benefit of the proposed scheme. The proposal would positively enhance the availability of sport facilities in the Borough and encourage a more active nation engaging in physical and sport activity.

*Whether new physio treatment rooms, first aid room replacement multi-function rooms, replacement café and function room would be required.*

Physio treatment rooms and a first aid room would be provided on the first floor and would be ancillary to the existing outdoor and proposed indoor sports facilities. It should be noted that there would be no separate access to these ancillary facilities and these facilities would be managed and operated by the applicant (BBHAC) providing a first-hand sport injury and/or treatment for the facility users. Physio treatment and first aid facilities are not uncommon to be co-located within a sport/leisure complex. For example, The Warren Metropolitan Police Sports Club

has an on-site physio treatment team within their complex. There is a sports injury centre located within Crystal Palace Stadium also providing ancillary treatments and services for the facilities users. As such, it is considered that the provision of these ancillary services would be acceptable and compatible to the existing use.

The proposed multi-function rooms, café and function area are designed to provide replacement function rooms for the club. As part of the proposal, BBHAC would be relocated to Norman Park after the disposal of their asset on Bourne Way to fund this project. The existing clubhouse has an internal floor area measuring 378sq.m where club meetings and activities are held. The proposed multi-functions rooms would provide replacement activities and function areas for the club to continue their meetings and activities. Having considered the funding and relocation need arising from this proposal, it is considered that the provision of the replacement multi-function rooms, café and function support would be necessary in this instance.

The applicant has also highlighted that at present there are no facilities for spectators, parents and carers to shelter from the elements, which adversely affects usage levels in bad weather. The proposed building would provide enhanced facilities for these groups, further improving the use of the wider outdoor track facility.

The applicant indicates that the facilities within the proposed building would be operated and managed by the club and NPTM Ltd. It should be noted that the multi-function rooms, café and function room would also be accessible to the club members and facilities users. A business plan and a feasibility report have been submitted which indicates the proposed multi-function rooms, café and function room would be necessary to maintain the existing and proposed sports facilities.

The applicant has confirmed that the revenue generated from the proposed indoor facilities will be re-invested within the site for sport activities and facilities maintenance providing sport coaching and training for local communities. The facilities within the site would remain publicly accessible for the local residents and communities. As such, it is considered that the provision of the proposed indoor facilities, including replacement function rooms for the club would be necessary in this instance. The details of the community use will be secured by planning condition and a lease to be completed with the Council.

#### 4. Promoting healthy communities

NPPF Paragraph 91(c) states that planning decision should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles, especially where this would address identified local health and well-being needs. For example, through the provision of safe and accessible sports facilities.

The Bromley Health and Wellbeing Strategy aims to improve the health and wellbeing of all who live and work in the Borough, and sustain Bromley as a healthy place to live, work or visit. The strategy aims to tackle gaps in health inequality and achieve real and measurable improvements in the health and wellbeing of residents. There are 10 priorities identified in the strategy for

improving health and wellbeing of people living in Bromley. The priorities are cancer, obesity, diabetes, dementia, suicide prevention, statutory homelessness, and adults with a learning disability who live in a stable and appropriate accommodation, drugs and alcohol in young people, young violence and adolescent mental health.

In addition to the athletic training, coaching and sports activities, the club also has a mental health ambassador whom supports club members to seek help and support when needed. The proposal would promote social interaction and provide opportunities for meetings between people whom might not otherwise come into contact with each other. The proposal including the indoor facilities would assist to provide healthy lifestyles for the local residents and meeting their well-being needs.

Overall, it is considered that there is a pressing need to secure the long term future and provision of sport facilities at Norman Park. Given that there is a lack of funding, change of athletic facilities requirement from the UKA and lack of alternative suitable venue at the present time, it is considered that the need to ensure the outdoor sport facilities which is highly valued by the local community should be secured. The provision of new physical treatment, replacement multi-function rooms, café and function rooms would be required to enable the club to relocate at Norman Park. The proposed indoor multi-sports hall would enable training activities free from bad weather conditions. The proposal would provide a modern indoor sport facility and meet the demand and need of the existing and future users.

#### *Very special circumstances summary*

Having regard to the above factors, it is clear that the whilst the proposal would constitute inappropriate development in the Green Belt and harm openness, the degree of visual harm would in part be mitigated by the siting of the building which is largely screened from views in the wider Norman Park. The NPPF states at Paragraphy144 states that substantial weight should be given to any harm to the Green Belt. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

The applicant has advanced a number of considerations which must therefore be weighed against the harm identified to determine whether very special circumstances exist. It is clear that the proposed facility will include some appropriate facilities to support the use and operation of the existing outdoor athletics facility, and whilst some elements would not be directly related to the outdoor sporting and recreational use of the site, the applicant has confirmed that these are necessary in financial terms to support the continued operation of the facility which in turn is required to allow the continued use and maintenance of the existing athletics track. The proposed building would provide a modern, accessible and fit for purpose facility for both BBHAC and the local community in a sustainable location, which will in turn secure the future operation of the athletics track, itself being an appropriate use of Green Belt land for outdoor sport and recreation.

As such, it is considered that when taken together, the benefits arising from this proposal would attract substantial weight and would outweigh the harm to the Green Belt identified. Accordingly it is considered that very special circumstances can be demonstrated, subject to a final assessment including any other harm identified elsewhere in this report.

## **Design and Layout**

Design is a key consideration in the planning process. Good design is an important aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. The NPPF states that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. This is supported by London Plan Policies 7.1, 7.4 and 7.6 and Bromley Local Plan Policy 37 both require new development is of a high standard of design and layout.

The internal layout and design of the building has been influenced by the standards and requirement of Sport England. Indoor athletics facilities are functional spaces with stipulated setting out and safety clearances for track and field disciplines, and with unobstructed clear height requirements.

The proposed multi-sports hall on the ground floor would measure 85 metres deep and 9.32 metres wide. The configuration of this area can be used not only for sports hall athletic, but also for athletic training where athletic and management are prepared to exercise some degree of compromises. The proposed multi-function hall would provide a good quality indoor training area and protect athletic activity from climatic extremes. The indoor hall can also enable athletes to be trained in a suitable climate during the winter season.

A first aid treatment room, 2 physio/treatment rooms, a physical staff/management office, 2 multi-function rooms with folding partitions, a kitchen and café/function area would be provided on the first floor. The first aid room and physio/treatment rooms would provide supplementary services to the athletes and would be available to the visitors. The proposed multi-function rooms, kitchen and function room would enable the Club to relocate and consolidate their activities at Norman Park. It should be noted that all the facilities would be available for the local community. A detailed business plan and feasibility report are submitted which demonstrates the accommodation on the first floor is required to secure the long term future of the existing outdoor athletic and proposed indoor athletic and training facilities.

Overall, it is considered that the internal layout of the proposed building is well-designed and would provide an enhanced sports facility to the existing users and local community.

The design of the proposed building is modern and contemporary. The proposed elevation plans indicate that the proposed building would incorporate large areas of glazing and this would utilise the availability of natural sunlight and daylight. The external material of the building would consist of brick and cladding. It is

considered that the design and appearance of the proposed building would be acceptable at this location.

Transport for London considers that adequate lighting along the existing footpath should be provided to ensure the safety and security of staff and visitors. The access path and the public car park leading to the application site are lit with street lights. Should there be any external lighting proposed to be attached on the proposed building or within the application site, these details would be secured by a planning condition.

### **Impact on residential amenity**

Policy 37 of the Bromley Local Plan seeks to protect existing residential occupiers from inappropriate development. Issues to consider are the impact of a development proposal upon neighbouring properties by way of overshadowing, loss of light, overbearing impact, overlooking, loss of privacy and general noise and disturbance. The key amenity issues to consider are the impact of the development on existing residents in terms of loss of outlook, privacy, daylight, sunlight and overshadowing and noise.

#### *Houses on Hayes Lane*

113 to 167 Hayes Lane are located approximately 150 metres west from the application site and the proposed building. There is also an avenue of mature trees along the western boundary of the site. Due to this separation distance, it is considered that the proposal would not result in any significant harm on residential amenities in terms of loss of outlook, increase sense of enclosure, loss of sunlight or loss of daylight.

As part of the proposal, an existing floodlight would be relocated approximately 31 metres south from its existing location. The floodlight is located a sufficient distance away from the houses on Hayes Lane and would not be facing or located any closer to the houses on Hayes Lane. The illuminance value (Lux) of the floodlights would range between 5 and 50 adjacent to the outdoor athletic track. The Council's Environmental Health was consulted and no objection is raised to the proposal. Given that the floodlight would not be positioned closer than the existing to the neighbouring properties and there is a sufficient separation distance and screening to the houses on Hayes Lane, it is considered that this part of the proposal would not have an adverse impact on residential amenities in terms of light pollution.

It is anticipated that the number of people visiting the site would be increased. However, it should be noted that the activities would be limited to the proposed operating hours. The existing athletic training schedule and sports sessions are spread across the day and week and this arrangement would be continued. Given that activities would be contained within the building and the proposed building would be located over 150 metres away from the residential houses, it is considered that the proposal would not have a significant impact on the residential amenities in terms of noise. It is noted that there is no external plant or equipment

proposed for the facilities in the proposed building. Should there be any external plant required, these details would be secured by a planning condition.

## **Transportation and Highways**

The NPPF recognises that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. The NPPF clearly states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. London Plan and Bromley Local Plan Policies encourage sustainable transport modes whilst recognising the need for appropriate parking provision. Car parking standards within the London Plan and Bromley Local Plan should be used as a basis for assessment.

### *Access*

London Plan Policy 6.3 states that development should ensure the impacts on transport capacity and transport network are assessed and should not adversely affect the safety on the transport network.

An updated transport assessment indicated that the existing access and vehicular access arrangement via the public car park leading to the site from the primary car park, off Hayes Lane and secondary public car park, off Hook Farm Road and Bromley Common would be re-used, and this is considered acceptable.

### *Existing travel behaviour*

A period of 3 days traffic data between 08:00 and 18:00 Saturday 7th July 2018 and Sunday 8th July 2018, and between 08:00 and 21:00 on Tuesday 10th July 2018 at the Hayes Lane roundabout were collected to assess the impact on local highway network. The traffic survey data also contains a count of different modes of transport which indicates there were 55% of traffic was generated by private vehicles and 38% on foot and 6 % by cycle. It is possible some of the pedestrian used public transport before arriving on foot. The traffic surveys should ideally include one of their sport days. However, it is noted that the surveys were carried out in the summer time in a relatively busy season and there was a major car boot sales at Hayes Street Farm on the 7th and 8th July 2018 where Hayes Lane is the nearest main route to Bromley South Railway Station.

### *Junction capacity at Hayes Lane roundabout*

The current and future junction capacity of the Hayes Lane roundabout is assessed and modelled. It should be noted that the collected traffic data includes the car boot sales at Hayes Street Farm, which is generally busy. The data indicates that the most popular path over the roundabout was Arm D to Arm A (travelling from Mead Way towards north of Hayes Lane during the AM Peak hours on Saturday (9:45 to 10:45), Sunday PM Peak hour (12:00 to 13:00) and on Sunday (08:00 to 18:00).

Ratio of Flow to Capacity (RFC) is a highway modelling value indicates the extent to which traffic flows on an intersection arm approach capacity. An intersection arm

operating at capacity would have an RFC value of 1.0. As a benchmark, the desirable RFC is 0.85 which is generally considered to provide adequate capacity at un-signalised roundabouts in accordance with the Design Manual for Roads and Bridges.

Based on the collected data, Hayes Lane North junction arm has a RFC 0.9 during AM peak which is above the benchmark at present. The proposal would increase the RFC to 0.95 in 2023. The Hayes Lane South junction arm has a RFC 0.91 at present and the proposal would increase the FRC to 0.99 in 2023. Mitigation would need to be considered to ensure the proposal would not have an adverse impact on the local network.

The applicant has agreed a package of mitigation measures and confirmed the timing of activities would be staggered to prevent traffic build up on the same day as football games at Bromley Football club and car boot sales at Hayes Street Farm. A Travel Plan would be provided. Improvement works to the junction have been discounted due to inadequate space, impact on pedestrian safety and disproportionate cost. Should planning permission be granted, the details of construction management plan, travel plan, cycle parking and car park management plan should be secured by planning conditions.

The proposal indicates the number of staff on site would be increased from 3 to 4 full time staff with two additional part time staff. The predicted traffic generated proposals to develop the existing sports and leisure facilities will result in an increase in traffic within the local highway. The Council's Highway officer was consulted and considered that the capacity assessment shows the mini roundabout junction with Hayes Lane and the Norman Park entrance can accommodate the additional vehicle traffic and as such the increase may be able absorbed into the surrounding network with some impact to the flow of traffic, subject to the planning conditions.

### **Parking standard**

Table 6.2 under London Plan Policy 6.13 sets a maximum standard for development. If there is no standard can be categorized in the table, the level of parking should be determined by the transport assessment undertaken for the proposal and should be in line with but not limited to the criteria of NPPF. The supporting paragraph 6A.8 states that for applications referred to the Mayor and in locations within a PTAL of 1-3, provision should be consistent with objectives to reduce congestion and traffic levels and to avoid undermining walking, cycling and public transport.

There is no minimum or maximum parking standard for sports facilities. The adequacy of parking provision will need to be assessed on a case by case basis. The updated transport assessment indicates that 38% of visitors arrive at the site on foot including public transport and 6% of the visitors arrive at to the site by cycle. The site is situated within Norman Park and benefits from two public car parks with over 180 parking spaces. As part of this proposal, 2 dedicated disabled parking spaces would be provided within the site to accommodate the need of the users. Whilst the site has a PTAL rating of 2 and the demand for parking would be

increase, it should be noted that the site is located within 1 km from Bromley Town Centre and Norman Park is also accessible via Bromley Common (A21). The transport statement indicates that 44 percent of the existing visitors arrive the site are on foot, public transport and bicycle. Having regard to the site location within easy reach of Bromley Town Centre, the nature of the proposed facilities and the travel behaviour of the existing visitors and the site is supported by two public car parks, it is considered that the absence of additional parking spaces is acceptable in this instance. The applicant is committed to monitor the travel behaviour of their facilities users on a regular basis and work with the Council's highway department to explore the future need for parking spaces in Norman Park. This does not preclude the possibility to provide additional parking spaces within the application site. An event management framework requiring details and types of events to be held, timing and their frequency, travel statement setting out how the visitors to the event will be discouraged from attending the event(s) by car, how sustainable modes of travel will be provided, targets for the use of sustainable modes, any initiatives that will be required to help achieve these and how this will be monitored will be secured by a planning conditions.

### *Cycle parking*

Table 6.3 under London Plan Policy 6.9 requires a minimum of 1 long stay cycle spaces to be provided for every 8 staff and a minimum of 1 short stay cycle storage spaces to be provided for every 100sq.m.

Based on the number of staff would be attending the site, the total floor area and requirement as set out in the GLA stage 1 report, it is considered that a minimum of 23 cycle storage spaces in line with the London Cycle Design standards should be provided and these details would be secured by a condition.

### **Waste and recycling storage**

The proposed site plan indicates that a refuse and recycling storage area would be provided within the site. A tracking plan should be provided to confirm waste vehicle can leave the site in a forward gear. The details of waste storage enclosures and sizes have not been provided, it is considered that these details including servicing and delivery plans should be secured by a planning conditions.

### **Climate change and carbon offsetting**

London Plan policy 5.2 states that proposal for non-domestic buildings between 2016 and 2019 should meet the carbon saving requirements set out in the Building Regulations. This policy was adopted on a presumption that in 2016 the Government would introduce more stringent carbon saving requirements for non-domestic buildings through the Building Regulations. However, the expected amendments were not brought forward and therefore current guidance from the GLA on preparing energy assessments (March 2016) sets out that in order to comply with the overarching objective of policy 5.2, which is to minimise carbon emissions from development, that nondomestic buildings should achieve a minimum carbon saving of 35% beyond Part L of the Building Regulations 2013 (the pre-2016 policy target). Bromley Local Plan Policy 124 requires major non-

residential development to achieve 35% reduction and in line with the GLA's Energy Guidance.

An updated Energy Statement including detailed calculations has been submitted which demonstrates the proposal will achieve a carbon reduction of 35.2% and would comply with the London plan's energy hierarchy: Be Lean, Be Clean and Be Green.

Be Lean measures are set to achieve 13% carbon reduction. This is achieved by enhanced fabric efficiency of the building envelope, air tightness windows, high efficiency lighting system and ventilation equipment.

Be Clean measures is not considered feasible as there are no existing energy centres and/or heat networks in the area. As such, no carbon reduction can be achieved under Be Clean measures at the present time. However, it is proposed to design the hot water system with a district heating connection in place to allow future connection with a local network.

Be Green: A total of 194 solar panels equivalent to 261sq.m in size would be installed. The proposed solar panels will achieve 22.2% carbon reduction. The Council's Energy Officer was consulted and no objection is raised.

Overall, it is considered that the proposed sustainability measures would be acceptable and would comply with the policies requirements.

## **Trees and Ecology**

The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, geological conservation interests and soils, minimising impacts on biodiversity and providing net gains in biodiversity where possible. The NPPF addresses ecology in paragraph 170 and states planning decisions should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils, minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

Bromley Local Plan Policy 72 states planning permission will not be granted for development of land that will have an adverse effect on protected species, unless mitigating measures can be secured. Bromley Local Plan Policy 73 states proposal for new development will be required to take particular account of existing trees on the site and on adjoining land which in the interests of visual amenity and/or wildlife habitats are considered desirable to be retained.

The Tree Survey indicates that a total of 2 trees would be removed (T3 - Oak and T5 - Turkey Oak) and 1 group of trees (G4 - Mixed Deciduous) would require pruning. The Council's Tree officer has raised no objection to the removal of the trees. However, replacement trees of sufficient quality and quantities should be provided within the site. It is considered that this part of the proposal would be

acceptable and replacement trees details would be secured via a planning condition.

A preliminary ecological appraisal is submitted which indicates that this established outdoor sport venue has limited habitat potential for great crested newts and other amphibious reptiles. No evidence has been identified within the site or from local data searches to suggest the presence of badgers, otters, and water voles. The hedgerows bounding the site should be retained to ensure the likely habitat for invertebrate species can be maintained. A bat survey should be carried out and any tree works should be taken into account the nesting season.

An additional dawn and dusk emergency survey was carried out following the recommendation of the preliminary ecological appraisal. Bat surveys were carried out in August 2018 and 2019 which confirmed there were no bats recorded to have used the pavilion building or the adjacent trees for roosting, except commuting across the site. It is recommended that the level of lighting such as security floodlighting should be limited to reduce the level of disturbance. Should any protected bats and species be found on building and trees to be removed, works should be postponed until ecological advice is sought. All pipes over 200mm in diameter should be capped off at night to prevent animals entering. Additional soft landscaping should be sought to improve the wildlife value of the site. It is considered that the recommendation is considered acceptable and would be secured by planning conditions.

### **Surface water drainage strategy**

London Plan policy 5.13 'Sustainable Drainage' sets out that development should utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so and should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible. Bromley Local Plan Policy 116 supports the London Plan and requires climate change allowance is also applied when calculating the appropriate greenfield run-off rate target.

The site is located in an area not subject to risk of flooding and surface water flooding. The Council's sustainable drainage officer has raised no objection to the proposal. A planning condition requiring a detailed surface water drainage design scheme, based on sustainable drainage principles must be submitted to, and approved by the Local Planning before any commencement of work.

### **Planning Obligation and Community Infrastructure Levy (CIL)**

The National Planning Policy Framework (NPPF) states that in dealing with planning applications, local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations.

There are no planning obligations identified for this proposal.

The Mayor of London has introduced a London-wide Community Infrastructure Levy (CIL) to help implement the London Plan, particularly policies 6.5 and 8.3. The Mayoral CIL formally came into effect on 1st April 2015, and it will be paid on commencement of most new development in Greater London that was granted planning permission on or after that date. The rate for London Borough of Bromley is £60 per square metres.

## **Conclusion**

Norman Park Athletic Track has an established outdoor sports use since 1980. The proposal would not result in a material change in land use terms. The introduction of the proposed multi-sport building in the Green Belt does fall outside of the exceptions to inappropriate development set out in the NPPF. Planning permission should be normally be refused unless very special circumstances can be demonstrated, where other considerations exist that clearly outweigh the harm arising from the proposal.

The proposed building would have a detrimental impact on the openness of the Green Belt. However, it should be noted that the proposed building would be sited at the same location as the existing building and is well screened by tall and mature trees, reducing the degree of visual harm to an extent. The existing outdoor athletic track and facilities would not be changed. The location of the proposed building is considered acceptable given the location of the existing outdoor facilities.

There is a pressing need to secure and sustain a long term future of the existing outdoor athletic facilities at Norman Park Track Pavilion site. The existing lease and funding for the site will be expiring in 2024 and United Kingdom Athletics has introduced a new UKA Athletic Facility Competition Certificate in 2016 where a substantial amount of capital funding will be required to ensure the existing facilities can comply with the UK athletics rulebook. The existing pavilion is a dated facility and was not designed to meet modern standards and provide an inclusive environment for all groups of people. The applicant considers that there are no other feasible venue in the Borough to accommodate the proposed facilities and maintaining the level of facilities current provided to the local residents and community and fundamentally in order to support and enhance the use of the track the proposed facility needs to be located adjacent to it. The site is considered to be a more central location for the Borough. The existing club house is adjoining residential houses and is not considered to be a suitable location for enhanced sporting facilities. A feasibility report and business plan are submitted which indicate the proposed physio treatment rooms, replacement multi-function rooms, replacement café and function room are required to sustain the long term viability of the site and enable the club to consolidate their activities within the site.

It is anticipated that the level of activities and number of visitors would be increased as result of this proposal. The updated transport assessment includes a package of mitigation measures which will be secured by condition and the updated energy statement has confirmed the proposal would comply with the minimum requirements.

Overall, it is considered that the proposal would provide an enhanced sporting and athletics facility within an established site, serving a long established and successful athletics club in the Borough as well as the wider community. The community benefits arising from this proposal, lack of alternative feasible and suitable venues within the borough and the need to secure and sustain the long term future of the existing well used facilities would clearly outweigh the identified harm. Having regard to all aspects of the proposed development including the mitigation proposed, it is concluded that there are other considerations which, when taken together, would clearly outweigh the harm to the Green Belt and any other harm. It is considered that very special circumstances as outlined in the report have been demonstrated and planning permission should be granted subject to the suggested conditions.

**RECOMMENDATION: PERMISSION BE GRANTED SUBJECT TO STAGE 2 REFERRAL TO THE MAYOR OF LONDON AND ANY DIRECTION BY THE SECRETARY OF STATE**

**RECOMMENDATION: PERMISSION**

**Subject to the following conditions:**

- 1 The development hereby permitted shall begin before the expiration of three years from the date of this permission.**

**Reason: As required by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.**

- 2 The development shall be carried out strictly in accordance with the approved plans and documents as listed below:**

**Drawing numbers:-**

**Location plan received on 21st May 2019;  
EX002 Existing topographical site plan;  
PL001 Location plan;  
PL002A Rev A Proposed location and site plan;  
PL003A Rev A Proposed ground and first floor plan;  
PL 004A Rev A Proposed roof plan and sections;  
PL 010A Rev A Proposed elevation plan;  
Perspectives view location plan;  
PL003 proposed ground floor plan;  
HLS03864 Proposed floodlighting (Lux Value);  
CGI images 1, 2 and 3;  
Wireline image; and,  
Render image.**

**Documents:-**

**Environmental Geotechnical Specialist Report (Prepared by RGS Ltd; dated 13.06.2017);  
Draft Lease Agreement;  
Transport Assessment (prepared by Encon Associates Ltd; Dated July 2018 and revised in Sep 2019);**

**Sustainability Assessment and Energy Statement (prepared by S I Sealy and Associated Ltd, dated 8th October 2019);**  
**Preliminary Bat Roost Assessment and Emergence Survey (Prepared by Chase Ecology and Conservation Consultant; Dated 23rd January 2018 including updated survey dated 22nd August 2019 and 5th September 2019);**  
**Preliminary Ecological Appraisal (prepared by Chase Ecology and Conservation consultants; dated 23rd January 2018);**  
**Planning Statement (prepared by Inspire Planning solutions; Dated September 2018);**  
**Design and Access Statement (prepared by Zendium Design Architects; Dated 26th July 2018);**  
**Arboricultural Report and Impact Assessment (prepared by Crown Consultants; Dated 1st August 2018);**  
**Preliminary Ecological Appraisal (prepared by Chase Ecology and Conservation consultants; dated 23rd January 2018);**  
**Air Quality Assessment (prepared by Environment Assessment Services Ltd, dated March 2019);**  
**Feasibility Study for The Norman Park Athletics Track (prepared by FMG Consulting; Dated June 2016);**  
**Very Special Circumstances Case Document (prepared by Blackheath and Bromley Harriers Athletic Club); and,**  
**Expression of Support Document (Gathered by the applicant - Blackheath and Bromley Harriet Athletic Club).**

**Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved details.**

- 3** Prior to the commencement of the development, a community use statement prepared in consultation with Sport England and a completed lease agreement prepared with the Council's Regeneration division shall be submitted to and approved in writing by the Local Planning Authority. The community statement shall describe and outline how the facilities would be accessible to the members of the public and include details of pricing policy, hours of use, management responsibilities and a mechanism for review. The development shall not be used otherwise than in strict compliance with the approved statement and agreement.

**Reason: To ensure adequate public accessibility of the sports facilities for the residents and location communities and compliance with London Plan Policy 3.16 and Bromley Local Plan Policies 20 and 21.**

- 4** Prior to the first use of the site, an Events Management Coordination Framework shall be submitted to and approved by the Local Planning Authority in consultation with the Council's Transport, Licencing, Public Open Park Services. This shall detail the proposed arrangements and coordination of major activities with Bromley Football Club and Hayes Street Farm including traffic mitigation generated associated to the site, in particular, the management of visitors visiting the site and Norman Park using private vehicles when multiple events are taking place in the locality. An Event Management Coordination Manager shall be appointed prior to the opening of the building and shall manage, monitor, and review the Framework and its operation in cooperation with the Local Planning Authority and relevant stakeholders.

**Reason: To protect the amenities of local residents and users and to effectively coordinate the multiple activities and events in the locality and compliance with London Plan 6.3 and 7.15, Bromley Local Plan Policies 31, 37 and 119.**

- 5** Prior to commencement of development, a method statement for the demolition and/or construction of the development hereby approved shall be submitted to, and approved in writing by, the Local Planning Authority. The demolition and construction works shall be carried out in accordance with the approved method statement. Details submitted in respect of the method statement, incorporated on a plan, shall provide for wheel cleaning facilities during the demolition, excavation, site preparation and construction stages of the development. The method statement shall also include details of the means of recycling materials, the provision of parking facilities for contractors during all stages of the development (excavation, site preparation and construction) and the provision of a means of storage and/or delivery for all plant, site huts, site facilities and materials.

**Reasons: To safeguard the amenities of the local area during construction and compliances with London Plan Policies 5.13 and 7.15, Bromley Local Plan Polices 119, 120, 123.**

- 6** Prior to occupation of the new facilities, a Travel Plan setting out how the site shall be managed and how operator will encourage the use of sustainable modes of transport shall be submitted to and approved by the Local Planning Authority. The Plan shall be implemented in accordance with the approved details and timescales.

**Reason: In order to safeguard residential amenity and the safety of pedestrians and users of vehicles and ensure compliance with Bromley Local Plan Polices 21 and 31.**

- 7** Prior to the first occupation of the building, details of a minimum of 23 cycle storage spaces in accordance with the London Cycle Design Standards shall be submitted and approved by the Local Planning Authorities. The approved details shall be installed and maintained thereafter.

**Reason: In order to ensure adequate cycle storage facilities can be provided for the visitors and compliance with London Plan Policy 6.9 and Bromley Local Plan Policy 30.**

- 8** Prior to the first occupation of the building, the disabled spaces shall be provided in accordance with the submitted details.

**Reasons: In order to ensure adequate disabled parking spaces can be provided for the visitors and compliance with London Plan Policy 6.13 and Bromley Local Plan Policy 30.**

- 9** Prior to first occupation of the building, a Servicing and Delivery plan shall be submitted to and approved by the Local Planning Authority. The plan shall be implemented in accordance with the approved details and timescales.

**Reasons:** In order to ensure and acceptable adequate access arrangement can be provided and maintained.

- 10** The noise from any plant or equipment such as air handling units, air conditioning, lifts, mechanical ventilation etc which forms part of the development shall not cause the existing noise level to increase when measured at one metre from the façade of the nearest noise sensitive premises. In order to achieve this, plant should be designed/selected, or the noise from the plant attenuated, so that it is 10dB below the existing background level.

**Reason:** To safeguard the amenities of neighbouring properties and the area generally and ensure compliance with Bromley Local Plan Policies 37 and 119.

- 11** The use hereby approved shall operate between the hours 8am to 9pm Monday to Friday, 8am to 6pm Saturdays and Sundays.

**Reason:** To safeguard the amenities of neighbouring properties and the area generally and ensure compliance with Bromley Local Plan Policies 37 and 119.

- 12** Prior to works commencing on site, mitigation measures including installation of bat and bird boxes shall be submitted to and approved by the Local Planning Authority before the development is commenced. The approved measures shall be fully completed in accordance with the approval before the occupation of any part of the development.

**Reason:** To ensure that the special ecological character of the area is safeguarded and enhance the biodiversity and to comply with London Plan Policies 7.19 and Bromley Local Plan Policies 73 and 79.

- 13** No development at the site shall begin until a surface water drainage scheme based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall include details of how the scheme will be maintained and managed after completion and calculations to demonstrate the adequacy of the soakaways.

**Reason:** To prevent the increased risk of flooding, to improve and protect water quality, improve habitat and amenity, and ensure future maintenance of the surface water drainage system and comply with Bromley Local Plan Policies 115 and 116.

- 14** Details of any new or additional external lighting to be installed within the site should be submitted and approved by the Local Planning Authority prior to first occupation of the site. Any external lighting that is installed shall accord with the details so approved.

**Reason:** In order to maintain the ecological value of the site and compliance with Bromley Local Plan Policies 37 and 72.

**15** Prior to commencement of any work on site, details of external facing materials (including samples) shall be submitted and approved by the Local Planning Authority in writing. The development shall be carried out in accordance with the approved details.

**Reason:** In order to ensure the design quality and external appearance of the building and compliance with London Policy 7.4 and Bromley Local Plan Policy 37.

**16** Prior to the first occupation of the building, a total of 194 solar panels (equivalent of 261sq.m in area) in accordance with the specification detailed in updated energy statement shall be installed, and shall thereafter be retained and maintained during the lifespan of the building.

**Reason:** In order to address climate changes and ensure adequate sustainability measures are provided and compliance with London Plan Policy 5.2 and Bromley Local Plan Policy 124.

**17** Prior to first occupation of the building, details of the measures to be incorporated into the development demonstrating how the principles and practices of the 'Secured by Design' scheme have been included shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Metropolitan Police Designing Out Crime Officers. Once approved, the development shall be carried out in accordance with the agreed details.

**Reason:** In order to ensure a safe and secured environment can be provided for the future users and compliance with Bromley Local Plan Policy 37.

**18** Prior to commencement of work, details of existing and proposed slab levels within the site and relationship with its adjacent/relevant land shall be submitted and approved by the Local Planning Authority.

**Reasons:** in order to ensure the amenities of the area and relationship with its surrounding area.

**19** Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order amending, revoking and re-enacting this Order) the building hereby permitted shall only be used for purposes within Class D2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 and for no other purpose.

**Reason:** For the avoidance of doubt and compliance with the submitted details.

**20** Prior to commencement of development, details of replacement trees of sufficient quality and quantities shall be submitted to and approved by the Local Planning Authority in writing. The scheme as approved shall be carried out in the first planting season following the completion of each development phase. Any trees, shrubs or plants that die within a period of five years from the completion of each development phase, or are removed and/or become seriously damaged or diseased in that period, shall be

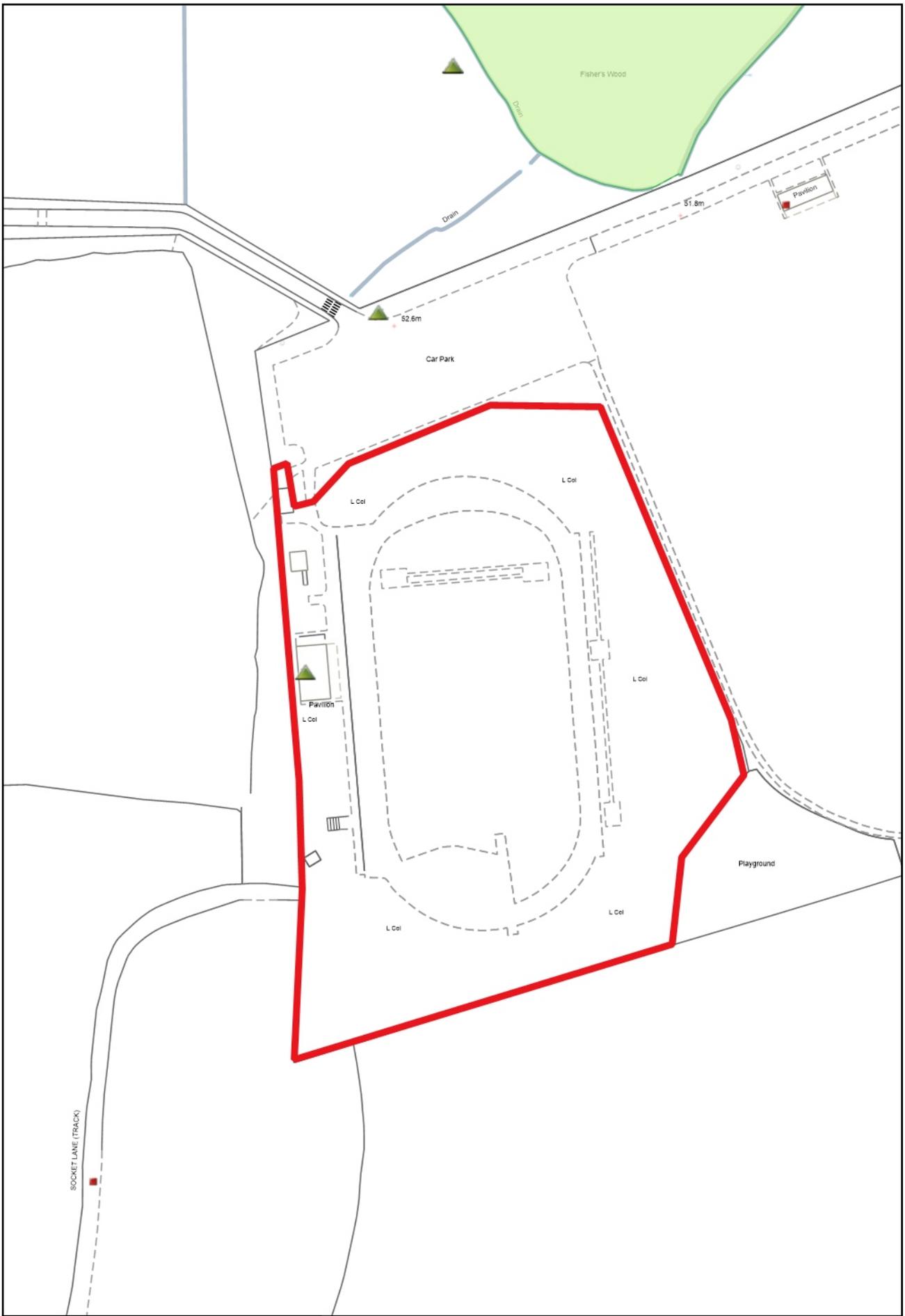
replaced (and if necessary continue to be replaced) in the first available planting season with others of similar size and species, unless the Local Planning Authority gives prior written permission for any variation.

Reasons: To maintain the biodiversity value of the site and compliance with London Plan Policies 7.19 and Bromley Local Plan Policies 73 and 79.

You are further informed that :

- 1 A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing [wwriskmanagement@thameswater.co.uk](mailto:wwriskmanagement@thameswater.co.uk). Application forms should be completed on line via [www.thameswater.co.uk/wastewaterquality](http://www.thameswater.co.uk/wastewaterquality)."
- 2 Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.
- 3 The applicant is advice to contact Mark Headley (Mark.A.P.Headley@met.police.uk) Designing Out Crime Officer from Metropolitan Polices Service prior to any formal application to discharge planning condition.
- 4 The applicant are advice to read and follow the Council's Control of pollution and noise from demolition and construction site - Code of practise guidance before preparing any formal submission. The guidance is available on the Council Website and attach the link for information. [https://www.bromley.gov.uk/info/412/pollution\\_control\\_-\\_noise/564/construction\\_or\\_demolition\\_noise](https://www.bromley.gov.uk/info/412/pollution_control_-_noise/564/construction_or_demolition_noise)

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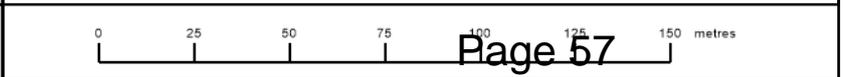


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 Ordnance Survey 100017661.


 18/01660/FULL1 - Norman Park Athletics Track
 

15 November 2019

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**Application No :** 19/03935/ADJ

**Ward:**  
Adjacent Local Authority

**Address :** Former Broke Hill Golf Course  
Sevenoaks Road Halstead Sevenoaks  
Kent TN14 7HR Sevenoaks District  
Council

**Objections: Yes**

**OS Grid Ref:** E: 540692 N: 169162

**Applicant :** Sevenoaks District Council

## **Description of Development:**

Outline application for residential development of up to 850 dwellings, incl. affordable housing units and self-build plots; up to 4.75 ha of retirement living; primary school hub with associated sports facilities/outdoor space; sports hub incl. rugby and hockey pitches with separate car park and clubhouse areas; 2 ha of commercial B1 use; local centre incl. commercial, retail & community facilities and undercroft car parking for Knockholt station; country park/ open space incl. landscaping, infrastructure & groundworks; with all matters reserved except for access (CONSULTATION BY LONDON BOROUGH OF SEVENOAKS)

Key designations:

Smoke Control Multiple

## **Proposal**

Outline application for residential development of up to 850 dwellings, incl. affordable housing units and self-build plots; up to 4.75 ha of retirement living; primary school hub with associated sports facilities/outdoor space; sports hub incl. rugby and hockey pitches with separate car park and clubhouse areas; 2 ha of commercial B1 use; local centre incl. commercial, retail & community facilities and undercroft car parking for Knockholt station; country park/ open space incl. landscaping, infrastructure & groundworks; with all matters reserved except for access (CONSULTATION BY LONDON BOROUGH OF SEVENOAKS)

The application is an Adjoining Authority Consultation and requires the Council to provide comments on the impacts of the development on the London Borough of Bromley, as set out below.

## **Location and Key Constraints**

The site is located on the southern side of Sevenoaks Road and comprises the Broke Hill Golf Course. The site is located within the Metropolitan Green Belt.

A proposed site plan is included with this report (below).

## **Comments from Local Residents and Groups**

Nearby owners/occupiers were notified of the application and representations received are summarised as follows:

Comments:

- Has any thought been given to provision for secondary education? Bromley schools are already overstretched. Has any thought been given to the provision of public transport?

## **Comments from Consultees**

### Highways Officer

The London Borough of Borough has a number of concerns about the transport impact of this proposed development. Whilst noting that the report sets out the ambition for the Garden Village to be a 'self-sustaining and vibrant village for new residents' the reality of this and how it will be achieved is questionable in terms of transport.

Noting the reference to the site's 'unrivalled accessibility and public transport credentials', much seems to be being made of the adjacent Knockholt station, whilst no doubt this will be useful for commuting to the Central Activities Zone a two trains per hour (tph) service cannot be described as unrivalled when general aspirations in London are for a very minimum of 4tph. At 2tph the service is unlikely to make an attractive travel option given the wait time when compared to private cars. This development will not have been taken into consideration as part of the Kent Route Study which identified capacity issues on services through Knockholt, therefore the pressure on service this would bring is of concern but is for Network Rail to fully appraise and recommend mitigations for the developer to fund. Equally there are also concerns about rail heading into Bromley to take advantage of lower fares from other fare zones close to London.

In addition to rail, high frequency local bus services to town centres and schools will be required to reduce the impact of traffic on local roads. These buses should be able to serve the whole of the new village therefore streets should be able to accommodate movement buses. Further details of the cycle links are required to ensure they serve corridors of demand.

The development will have some impact on roads in Bromley; however in order to assess the impact more accurately the following items will need to be addressed.

Junction capacity assessments will be required for access to London Road/ Sevenoaks Road Primary & Secondary in addition to any other access points. Careful consideration would need to be given to a construction logistics plan to minimise the impact on road safety and peak time congestion. Furthermore the station car park (for commuter) should also be assessed separately as it would have a significant impact during the morning and evening peak hours.

Whilst the investment in the Primary School is welcome, it will require a Primary school-Transport Assessment (TA). Furthermore the lack of Secondary School facilities on site is a concern and may lead to car borne trips to school in the surrounding area; therefore consideration should be given to school bus provision school.

Whilst the mixed use nature of the development is a welcome step towards creating a sustainable community, the employment centre i.e. Gin Distillery, Care home and start up business will lead to trip generation if employees are commuting to the site, given the catchment of these employment sites it is unlikely that all trips will be made by train or from within the Garden Village. It is also concerning that the case for employment centres is being supported by the good highway access 'it has unrivalled access to the District's main arterial roads, including the A21 and the M25, meaning that accessibility to the highway network for business operations is quick' which indicates that the trip generation for these sites may have an impact on local roads. Therefore further details of modes of travel for staff members, access, car parking, public transport access, cycle parking facilities etc. should be discussed and indicated on the plan.

The traffic impact of the scenario with both Broke Hill and Fort Halstead developments being implemented should be modelled. This will give the overall impact on nearby junctions, of particular interest in our case is the Hewitts roundabout. The same transport consultants were used on both schemes so they will already have the data.

#### Town Centre Regen Team

It is considered that the proposal has no negative impacts on Bromley town centres and therefore no objections are recommended.

#### NHS Bromley Clinical Commissioning Group (CCG)

Objection is raised on the basis that the development would add pressure to existing busy GP practices in Bromley. GP practices in Bromley would not be able to take on the extra capacity required by the development and no options for an on-site branch or new practice have been planned for as a viable option by the Commission.

#### Bromley Biodiversity Partnership

Regarding the above planning application Orpington Field Club members are very concerned about development in this area. While it is not within London Borough of Bromley, in practical terms it is part of Bromley's green belt. Development will link Bromley and Halstead contributing to urban sprawl, and merging Halstead with Bromley. This is contrary to the NPPF section 13, paragraphs 133 and 134.

#### Education

The development lies approximately 0.5 mile from the edge of Pratts Bottom community and 0.8 miles from Pratts Bottom Primary School. According to Kent County Council (KCC) the proposed development has an expected yield of 202 pupils. As part of their response to the application the KCC have requested that a one form entry primary school to be provided via S106 contributions as part of the development. This will provide 210 places which is closely matched to expected yield from the development. However, the information provided by KCC also indicates that with a 5% surplus included in their planning for primary school places there is currently a 100 place surplus which equates to a 18.6% surplus in total in the Sevenoaks Northern Villages Primary School Planning Group area.

Whilst this is a significant overprovision based on the pupil yield projections of the proposed development, the provision of a new one form entry primary school would not significantly worsen the current situation and is likely to have minimal/limited impact on school in Bromley's Planning Area 8 (Orpington). It is useful to note that our closest school Pratts Bottom is currently at capacity (80 out of 81 places filled). However, the

timing of the availability of any new places is a concern as the addition of the new places in advance of the yield being realised could cause over provision and create short term excess capacity in school places.

However, the KCC have also asked that land is set aside for the school to expand to two form entry (420 pupils) if needed later for the wider local area (Sevenoaks Northern Villages Primary School Planning Group). This would be a concern for Bromley as Pratts Bottom Primary School is closer in proximity than any of the existing schools in the Sevenoaks Northern Villages Primary School Planning Group and is likely to be most affected by any over provision. It is also unclear from KCC's evidence how the potential creation of a new school at Fort Halstead would impact on need for school places across the Sevenoaks Northern Villages Primary School Planning Group.

## **Policy Context**

### **NPPF (2019)**

The site is within the Green Belt and not previously developed, excepting golf course buildings. The proposed development is not appropriate in the Green Belt and is by definition, harmful to the Green Belt. Para 143 advises that such development should not be approved except in very special circumstances.

The NPPF requires local Plans to include strategic policies which set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for development, including infrastructure and housing. (para 20).

It also advises that Local planning authorities are under a Duty to Co-operate with each other on strategic matters that cross administrative boundaries (para24).

### **Sevenoaks Draft Local Plan**

The application site was initially identified as a potential allocation at Regulation 18 consultation stage when Sevenoaks were "still assessing whether the infrastructure proposed meets a genuine evidenced need and whether the exceptional circumstances proposed are sufficient to warrant a Green Belt amendment". At that time Bromley questioned the robustness of the 'exceptional circumstances' case for this site, and raised objections on highways grounds.

The Sevenoaks draft Local Plan was submitted for examination to the Secretary of State earlier this year and includes Green Belt releases (not the application site) as well as intensification and proposals for smaller sites scattered across the District, however Sevenoaks did not consider that 'exceptional circumstances' warranted the release of the application site which is omitted from the submission draft Local Plan (Regulation 19 consultation). Overall Sevenoaks is unable to meet its housing target through its submission draft Local Plan.

Bromley is part of the London Housing Market area and does not share a Housing Market Area with Sevenoaks. As part of the Duty to Co-operate, Bromley and Sevenoaks signed a 'Statement of Common Ground' confirming that Bromley is unable to help accommodate any of Sevenoaks unmet housing need.

The Planning Inspector examining Sevenoaks Local Plan has recently cancelled the Local Plan hearing sessions as she considered the Duty to Co-operate had not been met in respect of Sevenoaks co-operation within the West Kent Housing Market Area.

Bromley did not object to the other Green Belt releases proposed in the draft Local Plan as it was considered unlikely that the cumulative impacts of those releases would have significant consequences for Bromley.

## **Planning History**

No recent and relevant planning history

## **Considerations**

The main issues relating to the application are as follows:

- The impact on the Green Belt and character of the London Borough of Bromley
- The effect on the vitality and viability of Bromley and Orpington Town Centres
- The impact on local residents in the London Borough of Bromley
- The impact on the highway network in the London Borough of Bromley
- The impact on healthcare provision in the Borough
- The impact on education provision in the Borough

According to Sevenoaks' emerging Local the site is not allocated for housing. The applicant argues that the Council is failing to deliver the homes that are needed or provide adequate sites for housing. This is the basis for the application, promoting the site for housing on these grounds.

### Green Belt

The Bromley Local Plan strongly protects the Green Belt and resists inappropriate development unless very special circumstances clearly outweigh the harm by reason of inappropriateness or any other harm.

NPPF para 134 sets out the 5 purposes of the Green Belt. The location and scale of the proposed development at Broke Hill Golf course undermines the purposes of the Green Belt within which it is set.

The draft Sevenoaks Plan assesses the necessary infrastructure to bring forward development sustainably. The draft plan does not include the proposed development and therefore infrastructure requirements arising from, but not met within, the proposed development will result in the need to travel to access services. This will, produce unanticipated increases in demand for services in nearby settlements both within Bromley and Sevenoaks, as has been highlighted in respect of GP facilities.

It will be important to ensure that other potential harms are effectively mitigated, such as visual harm, the impacts on the adjacent Site of Importance for Nature Conservation and any adverse drainage implications.

### Impact on Town Centres

The Town Centre Regeneration Team raises no objections in terms of the economic impact of the development on Bromley or Orpington Town Centres. Therefore it is not considered that the development would give rise to a significant impact on the vitality and viability of the area.

### Residential Amenity

With regard to the impact on residents in the Borough, the development is located some distance away and is unlikely to affect the nearest properties. There are no properties immediately to north of site and none adjoining site to west.

### Highways

Bromley has a number of concerns about the impact of this proposed development on transport services and local roads in Bromley. Whilst much is made of the sites 'unrivalled accessibility and public transport credentials' with reference to the proximity of Knockholt station, this development will not have been taken into consideration as part of the Kent Route Study which identified capacity issues on service going through Knockholt. The 2 trains per hour service is unlikely to make an attractive travel option in comparison to car use in this suburban location. The capacity of the commuter station car park would need to be assessed by Network Rail as the proposed development would have a significant impact during the morning and evening peak hours. Equally there are also concerns about rail heading into Bromley to take advantage of lower fares from other fare zones close to London.

The employment centre proposed may lead to trip generation by train and road from outside the village and impact local roads, despite the claims made to "unrivalled access to the District's main arterial roads including the A21 and the M25." The development may also lead to car borne trips to secondary schools in the surrounding area and to and from the primary school proposed as part of the development.

### Healthcare Provision

The proposal includes no on-site healthcare facilities. The nearest GP practices are in the London Borough of Bromley and it is considered that the proposal would add pressure to these facilities which are already near full capacity. The NHS Bromley Clinical Commissioning Group (CCG) has raised objections on the basis that the increase in patient numbers cannot currently be supported and therefore Members may consider that the proposal would add a concerning strain on existing medical practitioner facilities on the Borough.

### Education Provision

The proposal includes a one form entry primary school provision and no secondary school provision. In the absence of evidence to demonstrate how the creation of new schools in Sevenoaks would impact on local school needs, the projected expansion of the on-site primary school may have the potential to impact on the capacity of a nearby primary school within the Borough.

### **Conclusion**

Having had regard to the above it is considered that the raising of objections in this case would be warranted.

**DECISION: OBJECTION**

**The location and scale of the proposed development undermines the purposes of the Green Belt within which it is set.**

**The proposal is likely to result in a number of impacts on transport services and local roads in Bromley, including the local rail capacity and the future car trip generation resulting from the commercial centre and lack of secondary school.**

**In the absence of new on-site medical practitioner facilities, the proposed development would have the potential to add significant pressure to existing medical practitioner facilities within Bromley which are already near or at full capacity.**

**In the absence of evidence to demonstrate how the creation of new schools in Sevenoaks would impact on local school needs, the projected expansion of the on-site primary school may have the potential to impact on the capacity of a nearby primary school within the Borough.**

# Proposed Site Plan



Report No.  
DRR000000

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** DEVELOPMENT CONTROL COMMITTEE

**Date:** Tuesday 26<sup>th</sup> November 2019

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

**Title:** PLANNING SERVICE IMPROVEMENTS

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

**Chief Officer:** Director of Housing, Planning and Regeneration

**Ward:** (All Wards)

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1. Reason for report

This report sets out the current position in respect of continuous service improvements to the Planning Service and seeks Member approval for the new committee report template for planning applications and topic list for training.

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2. **RECOMMENDATION(S)**

1. **Members are asked to note the timescales and updated actions set out in the report.**
2. **Members are asked to agree the new draft committee report template**
3. **Members are asked to agree the topic list for training**

### Impact on Vulnerable Adults and Children

1. Summary of Impact: N/A
- 

### Corporate Policy

1. Policy Status: Existing Policy:
  2. BBB Priority: Excellent Council Quality Environment Regeneration:
- 

### Financial

1. Cost of proposal: Not Applicable:
  2. Ongoing costs: Non-Recurring Cost:
  3. Budget head/performance centre: Planning
  4. Total current budget for this head: £1.7m
  5. Source of funding: Existing revenue budget 2019/20
- 

### Personnel

1. Number of staff (current and additional): 52.19ftes
  2. If from existing staff resources, number of staff hours:
- 

### Legal

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

### Procurement

1. Summary of Procurement Implications: N/A
- 

### Customer Impact

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

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

### 3. COMMENTARY

3.1 The previously considered recommendations for service improvements are set out below with the latest update information

<b>Recommendation</b>	<b>Proposed Action</b>	<b>Update / Timescale</b>
1. New Local Planning Protocol for Members	Planning Officers to liaise with Legal and Democratic Services to produce draft	See para 3.2 below
2. Reduce number of Members on DCC	Not agreed there are necessarily any strong benefits to this	No action at present
3. Criteria for applications to be considered at DCC	Planning Officers to draft criteria	Criteria agreed at DCC in October 2019
4. Scheme of delegation to be broadened	Planning Officers to provide draft changes	Changes agreed at DCC in October 2019
5. 'Call ins' to be in writing with clear planning reasons	Councillors to note - to take immediate effect – reasons to be planning or strong public interest reasons	Ongoing
6. 'Call in' monitoring to be reported to DCC	Planning Officers to report every six months to DCC with first report to September DCC for the previous year	First report came to DCC in October 2019 and will be reported every six months
7. Format of committee agenda to be reviewed including 'Lists'	Planning Officers to liaise with Legal and Democratic Services to review and produce draft revised report template	See para 3.6 below and Appendix 1
8. Officer role at committee to be reviewed including presentations	Trial presentation of major cases at DCC by Officers	Expected to be trialled at DCC. Also see recommendation below
9. Quality of committee reports to be improved	Planning Officers to liaise with Legal and Democratic Services to review and produce draft revised report template	See para 3.6 below and Appendix 1
10. Review of appeal decisions and costs to be reported to DCC	Planning Officers to provide six monthly report to DCC	Reported on this agenda
11. Less emphasis on 'local view' at committee	Councillors to note – both local and strategic views to be considered to ensure balanced decision is reached	Ongoing
12. Substitutions at committee should not be related to Ward interest	This could impact on the ability to provide substitutes and may not be necessary as long as other recommendations are followed in respect of Member training and approach	No action at present
13. Where motion goes against Officer recommendation, clear reasons for refusal or	Councillors to note and action	Ongoing

conditions to be agreed before vote is taken		
14. Deferral of items where there is a risk of losing appeal and / or costs	This is potentially too onerous and would create unnecessary delay and additional committee time. This could be dealt with by a combination of better discussions with Ward Councillors during the planning application process and legal and planning officer advice at and before the meeting where appropriate.	Ongoing
15. Review of site visit procedures for committee members	This is already a feature with some cases and also that it can be difficult for Members to attend visits although visits can be arranged wherever possible. The inclusion of more information in the report and presentations at DCC will assist visualisation of impact where Members are unable to attend site visits.	Ongoing
16. Consideration of use of different room for committee meetings	This would cause practical difficulties in room booking (which takes place months in advance) as some meetings may require a larger space and this may not be known until close to the meeting. As an alternative, improvements to Council Chamber can be considered along with improvements to information available to attendees. Planning and Legal and Democratic Services Officers to action.	Ongoing
17. More pro-active approach to major pre-application discussions including early Member involvement such as presentations to committee and improved communication between Officers and Members	Planning Officers to action	Ongoing
18. Committee should include at least one Executive Member	Not agreed there are necessarily any strong benefits to this – strategic considerations can be represented by other committee Members and in the committee report	No action at present
19. Effective compulsory training should be provided for all committee members	In person and online training (at least quarterly) to be offered by Planning, Legal and Democratic Services Officers but does not	See para 3.11 below

including substitutes and a list of trained Members retained	need to be compulsory (although strongly encouraged for committee members). List of trained Members not required as Members will be aware of available training and any gaps in their knowledge, as well as benefitting from a new Local Planning Protocol.	
20. Regular reports on performance of planning and appeals team	Quarterly reports to DCC	Next report January 2020

### **Recommendation #1 – New Local Planning Protocol**

- 3.2 The Planning Advisory Service report put considerable weight on the importance of a Local Planning Protocol for Bromley to help improve knowledge and decision making. This protocol would allow members and officers have a clear reference for procedures and approaches which are specific to Bromley as well as incorporating guidance from the PAS publication ‘Probity in Planning’.
- 3.3 A Protocol is currently being drafted and will be presented to the January Development Control Committee for agreement.
- 3.4 The basic structure of the document will be as follows:
1. Introduction
  2. Referral of Applications to Committee
  3. Agenda and Reports
  4. Site Visits
  5. Late Representations
  6. Public Speaking Procedure
  7. Order of Proceedings
  8. Decision Making and Voting
  9. Councillor and Officer Code of Conduct
- 3.5 This approach would provide an agreed foundation for good decision making in Bromley and help avoid potential for ‘designation’ as well as challenges against decisions made including appeals and possible successful costs claims against the Council.

### **Recommendation #7 & 9 – Improvements to Committee Reports**

- 3.6 Officers have carried out research on practice from other Boroughs and carefully reviewed the existing committee report format. The result of this work can be seen at Appendix 2 in the form of a new draft committee report format template and extracts from an example report.
- 3.7 Key changes can be summarised as follows:
- The header of the report has been redesigned to include all key information
  - Paragraphs are all now numbered
  - Reason for consideration at committee is included
  - Summary information about the application is provided in table form including: land use, number of dwellings, parking spaces, number of representations, amounts and type of s106 contribution
  - Consultee comments are summarised and not normally reproduced in full

- Images including site photos and extracts from application drawings are used
  - Conclusion is much more concise and sets out clearly the matters to be considered
- 3.8 The changes are intended to convey key information more readily to help Members and the public understand the key planning considerations which are being considered. The addition of pictures and drawings will also enhance the content of the reports and assist in decision making.
- 3.9 If the proposed changes are accepted, it would be the intention to introduce the new draft format from early in 2020 to both Plans Sub Committee and Development Control Committee.
- 3.10 The possibility of visual aids using a screen to accompany the consideration of applications at Development Control Committee is also being explored.

### **Recommendation #19 – Effective Training for Members**

- 3.11 Officers are working on a comprehensive training offer for all Member and not just those who sit on planning committees. It is appreciated that training in person may not always be convenient so other methods of delivery will be made available where possible and information will be made available afterwards for reference.
- 3.12 A proposed initial topic list for training is set out below, however the training programme is intended to be adaptive and training on relevant topics can be introduced as and when needed / appropriate:
- Advertisement Control
  - Community Infrastructure Levy (CIL) and Section 106 Agreements
  - Conservation and Heritage
  - Green Belt
  - Housing Supply
  - Introduction to Planning
  - Permitted Development Rights
  - Planning Appeals
  - Planning Conditions
  - Planning Enforcement
  - Predetermination and Disclosure of Interests
  - Telecommunications
  - The Development Plan and Decision Making
  - Urban Design
  - Viability in Planning
- 3.13 Work is currently ongoing to provide a webpage that can be accessed by all Members which will include information about the Planning team at Bromley, the Local Planning Protocol, a rolling training schedule, information from past training sessions and other useful documents and links, plus key headline planning news in a simple and easy to digest format. Dates for the first training sessions will be circulated to all Members before the New Year.
- 3.14 It has also been arranged that Development Control Committee will now be held every 2 months on a more regular cycle with immediate effect. This will enable better forward planning for the selected major applications to be considered within target timescales.

#### **4. FINANCIAL IMPLICATIONS**

- 4.1 Initial recommendations are likely to be absorbed within existing workload and there should be no substantial additional cost at this stage, however additional staff and / or financial resources may be required for training, evening meetings and other commitments involving greater staff input or external support.
- 4.2 Better decision making may result in a reduction of costs awarded against the Council at appeal and some changes may reduce the cost of processing applications, for example those determined under delegated powers as opposed to committee decisions.

#### **5. LEGAL IMPLICATIONS**

- 5.1 Suggested measures should reduce the likelihood of successful legal challenge against planning decisions

#### **6. PERSONNEL IMPLICATIONS**

- 6.1 See financial implications above

<b>Non-Applicable Sections:</b>	Policy Implications Impact on Vulnerable Adults and Children Procurement Implications
Background Documents: (Access via Contact Officer)	Planning Advisory Service Report May 2019 Probity in Planning (PAS) 2013 Bromley Council Constitution

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Appendix 1 – Draft Committee Report Template

<b>Committee Date</b>		<b>Agenda Item:</b>
<b>Address</b>		
<b>Application number</b>		<b>Officer:</b>
<b>Ward</b>		
<b>Proposal (Summary)</b>		
<b>Applicant</b>		<b>Agent</b>
<b>Reason for referral to committee</b>		<b>Councillor call in</b> Yes or No ( detail if required)

<b>RECOMMENDATION</b>	
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**Summary**

<b>Land use Details</b>		
	Use Class or Use description	Floor space (GIA SQM)
Existing		
Proposed		
	Total	

<b>Residential Use</b>					
	Number of bedrooms per unit				
	1	2	3	4 Plus	Total / Payment in lieu
Market					
Affordable					
Total					

<b>Vehicle parking</b>	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Cars			
Cycle			

<b>Electrical car charging points</b>	
---------------------------------------	--

<b>Consultation Undertaken</b>	
<b>Representation summary</b>	
Total number of responses	
Number in support	
Number of objections	

<b>Section 106 Heads of Term</b>	<b>Amount</b>
Carbon offset	
Health	
Education	
Open Space	

**1. SITE**

**2. PROPOSAL**

**3. RELEVANT HISTORY**

#### **4. CONSULTATION SUMMARY**

**a) Statutory**

**b) Local groups**

**c) Adjoining Occupiers**

#### **5. STATUTORY PROVISIONS**

**5.1**

#### **6. POLICIES AND GUIDANCE**

**6.1 National Policy Framework 2019**

**6.2 NPPG**

**6.3 The London Plan**

**6.4 Draft London Plan**

**6.5 Mayor Supplementary Guidance**

**6.6 Bromley Local Plan 2019**

**6.7 Bromley Supplementary Guidance**

#### **7. Assessment**

- **Procedures matters**
- **Principal of development**
- **Conservation**
- **Design**
- **Density**
- **Standards of accommodation**
- **Impact on amenity**
- **Transport**
- **Environmental Health**
- **Other Issues**
- **CIL**
- **Head of Terms**
- **Legal comments**
- **Conditions**
- **Informatives**

**Extract of committee report showing example of use of drawings within report:**



Figure 3: Proposed Site Plan

7.18. Blocks A and B have increased in depth by approximately 1m overall since the approved applications. Blocks C, D, E and F are all a similar footprint to what was previously approved. The block of terrace houses has been moved further north to accommodate 10m rear gardens and an extra house has been added giving a total of 10. Block B has also

been moved further south to allow a greater separation between blocks A and B.

## 7.54. Landscaping, Trees and Ecology

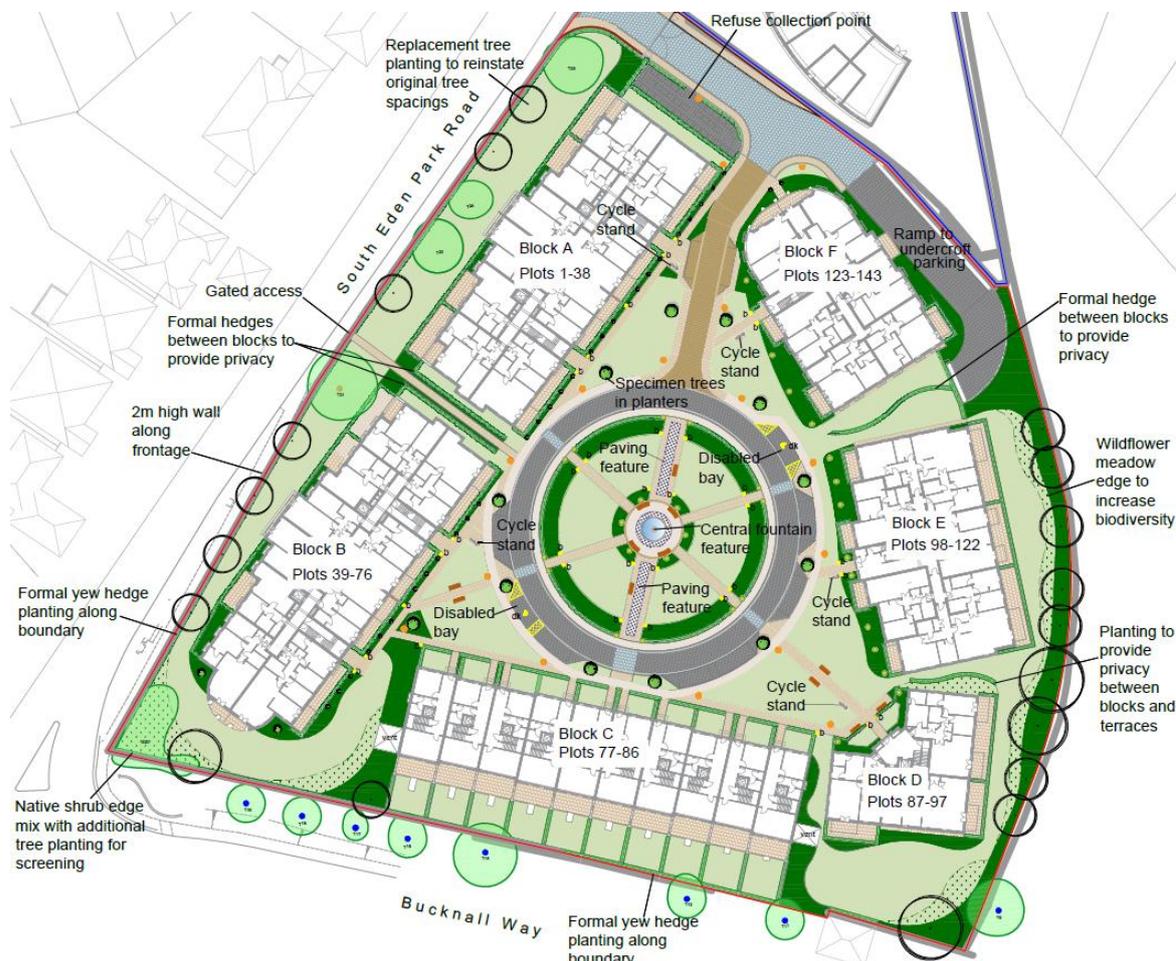


Figure 7: Proposed landscaping Plan

- 7.55. The application is accompanied by an outline landscaping plan, Arboricultural reports, Preliminary Ecological Assessment and a Badger Monitoring Report and an addendum report.
- 7.56. The proposal involves the removal of a number of trees at this site including the Cypresses along the eastern boundary (already removed), two Horse Chestnuts (subjects of a TPO) and an Oak.
- 7.57. Along the eastern edge the applicant is proposing to plant 10 replacement trees and to establish wildflower grassland. The Preliminary Ecological Appraisal undertaken in 2017 and submitted in support of this application found that this part of the site was found to support wildlife habitats and connections to the wider landscape. The proposed replacement tree planting and indicative planting proposals would make a positive contribution to the protection and enhancement

of biodiversity in this part of the site in accordance with London plan policy 7.19 and will help provide additional screening of the development from neighbouring properties in the adjacent Conservation Area.

DRAFT

Report No.  
ES19086

## London Borough of Bromley

### PART ONE - PUBLIC

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**Decision Maker:** DEVELOPMENT CONTROL COMMITTEE

**Date:** 26 November 2019

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

**Title:** DELEGATED ENFORCEMENT ACTION (APRIL 2019 TO SEPTEMBER 2019)

**Contact Officer:** John Stephenson, Head of Planning and Development Support Team  
Tel: 0208 313 4687 E-mail: John.Stephenson@bromley.gov.uk

**Chief Officer:** Assistant Director of Housing, Planning and Regeneration

**Ward:** (All Wards)

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1. Reason for report

Enforcement action has been authorised under Delegated Authority for the following alleged breaches of planning control. In accordance with agreed procedures Members are hereby advised of the action taken.

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2. **RECOMMENDATION(S)**

**Members to note the report.**

### Corporate Policy

1. Policy Status: Existing Policy
  2. BBB Priority: Quality Environment
- 

### Financial

1. Cost of proposal: Not Applicable:
  2. Ongoing costs: Not Applicable:
  3. Budget head/performance centre: Planning – Appeals and Enforcement Section
  4. Total current budget for this head: ££385k
  5. Source of funding: Existing revenue budget 2014/15
- 

### Staff

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

### Legal

1. Legal Requirement: Town and Country Planning Acts
  2. Call-in: Not Applicable:
- 

### Customer Impact

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

### Ward Councillor Views

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

### 3. COMMENTARY

Enforcement action and prosecutions have been authorised by the Assistant Director Planning under Delegated Authority during the period April 2019 to September 2019, in respect of development undertaken without the benefit of planning permission at the following sites:-

ENF Ref	Nature of enquiry	Site	Ward	Recommendation	Decision date
18/00662/OPDEV	Brick walls and fencing erected adjacent to entrance to site	Land adjacent to Knockholt Railway Station South Side, Sevenoaks Road, Halstead	Chelsfield And Pratts Bottom	OPDEV Enforcement Notice	10.04.19
18/00485/UNTIDY	Material change of use for the above premises being used a waste Transfer site (waste materials being bought from other sites) and storage of building materials/equipment in the rear garden of the premises	Cambridge Road, Penge, SE20 7XL	Clock House	MCU Enforcement Notice	23.04.19
18/00662/OPDEV	Without planning permission on the land edged in red: shown in detail on the attached Plan B. A) the widening of the accessway and installation of hardstanding between points marked 'A' to 'B' on the attached plan b. B) installation of gates exceeding 2m in height between points marked 'C' to 'D' on the attached plan B. C) brick piers exceeding 1m in height at points marked 'A' and 'b' on the attached plan B. D) erection of boundary fence exceeding 2m in height between points marked 'A' to 'B'. E) Paving, raised brick built flowerbed, block built utility box in area marked by green hatching on the attached plan B. G) stationing of a mobile home for residential and office purposes located at point marked with an 'X' within the area marked by green hatching on the attached plan B.	Land adjacent to Knockholt Railway Station, South Side, Sevenoaks Road, Halstead	Chelsfield And Pratts Bottom	Operational development enforcement notice	23.04.19
16/00548/OPDEV	Unauthorised overheight patio and fencing	Tudor Way, Petts Wood	Petts Wood and Knoll	Prosecution	24.04.19
17/00647/OPDEV	Unauthorised erection of an outbuilding and failure to comply with condition 2 of a planning permission	Beckenham Lane, Shortlands, BR2 0DQ	Bromley Town	1 Operational development Enforcement Notice 2. Breach of Condition Notice	08.05.19
18/00432/CHANGE	Unauthorised change of use from 1. a car park to a gymnasium, 2. The second floor from residential to use for staff,	Chatsworth Parade, Petts Wood, Orpington, BR5 1DF	Petts Wood and Knoll	planning contravention notice	08.05.19

	3. The use of the ground floor to a creche.				
18/00737/UNTIDY	Untidy Site	Dunkery Road, Mottingham	Mottingham and Chislehurst North	S215 Untidy Site Notice	09.05.19
18/00202/CHANGE	Sub-division into separate residential units	Birkbeck Road, Beckenham, BR3 4SP	Clock House	planning contravention notice	13.05.19
18/00012/CHANGE	Outbuilding used as a gym	Blandford Road, Beckenham, BR3 4NN	Clock House	Enforcement notice	16.05.19
19/00243/UNTIDY	Untidy site including waste disposal on site	Jail Lane, Biggin Hill, TN16 3AX	Darwin	S215 Untidy Site Notice	21.05.19
18/00264/UNTIDY	Untidy land	Rodway Road, Bromley, BR1 3JL	Plaistow and Sundridge	Untidy Site Notice	24.05.19
17/00282/COMMER	Unauthorised change of use from residential to music school	Clareville Road, Orpington	Farnborough and Crofton	planning contravention notice	24.05.19
19/00043/OPDEV	Change of use of MOL to use for motor vehicles storage	Plaistow Lane, Bromley, Kent BR1 3JF	Plaistow and Sundridge	MCU Enforcement Notice	24.05.19
18/00485UNTIDY	Unauthorised storage of waste materials on land south side of Cambridge Road and at the rear of the property at 86 Cambridge Road	Cambridge Road, Penge, SE20 7XL	Clock House	MCU Enforcement Notice	21.05.19
19/00143/CHANGE	Unauthorised material change of use of land for stationing of mobile home and caravans	Nursery Maidstone Road, Sidcup, DA14 5AU	Cray Valley East	Enforcement notice - material change of use	30.05.19
19/00143/CHANGE	Unauthorised construction of a hardstanding	Nursery Maidstone Road, Sidcup, DA14 5AU	Cray Valley East	Enforcement notice - operational development	30.05.19
19/00289/UNAUTH	Unauthorised construction of a gravel hardstanding and stable block	Hockenden Lane, Swanley	Cray Valley East	Enforcement notice - operational development	30.05.19
19/00289/UNAUTH	Unauthorised material change of use for stationing of a mobile home and touring caravan and associated paraphernalia	Hockenden Lane, Swanley	Cray Valley East	Enforcement notice - material change of use	30.05.19
19/00312/BRCOND	Breach of condition 4 of permission 17/00918	Oakhill Road, Orpington, BR6 0AE	Petts Wood And Knoll	Breach of Condition Notice	04.06.19
16/00028/CHANGE	Material change of use Flats A C D E from office to residential	Tylney Road, Bromley, BR1 2RL	Bickley	MCU Enforcement Notice	04.06.19
19/00017/BRCOND	Breach of condition 19 of permission 17/02081/FULL1, regarding tree protection fencing.	Sunningvale Close, Biggin Hill	Biggin HILL	Breach of Condition Notice	04.06.19

18/00700/MCU	Material change of use of ground floor office (class B1)(a) to Class c3 dwelling-houses	Tylney Road, Bromley, BR1 2RL	Bickley	MC Enforcement Notice	06.06.19
19/00121/CHANGE	Unauthorised change of use from a laundrette to a church	High Street, St Mary Cray, Orpington, BR5 3NJ	Cray Valley East	MCU Enforcement Notice	06.06.19
18/00843/UNTIDY	Untidy site	Whitmore Road, Beckenham, BR3 3NU	Kelsey and Eden Park	Untiday Site Notice	17.06.19
19/00322/UNTIDY	Untidy Site	Southborough Lane Bromley, BR2 8AS	Bromley Common and Keston	Untidy Site Notice	21.06.19
19/00154/UNAUTH	unauthorised stationing of a caravan on green belt land	North End Lane, Downe	Darwin	Enforcement Notice	21.06.19
18/00223/COMMER	Unauthorised car repair business	Bromley Common, Bromley BR2 9PD	Bromley Common and Keston	Enforcement Notice	21.06.19
17/000508/BRCOND	Breach of condition 7 of permission DC/17/01072	Westbury Road, Beckenham, Kent, BR3 4DD	Clock House	Breach Of Condition Notice	02.07.19
19/00335/UNADV	Unauthorised advertising sign in situ	High Street, Chislehurst BR7 5AE	Chislehurst	Prosecution	02.07.19
18/00738/OPDEV	Unauthorised development	Longlands Farm Jubilee Road, Chelsfield, BR6 7QZ	Chelsfield and Pratts Bottom	MCU Enforcment Notice	02.07.19
18/00738/OPDEV	Unauthorised Development	Jubilee Road, Chelsfield, BR6 7QZ	Chelsfield and Pratts Bottom	operational development Enforcement Notice	02.07.19
18/00889/CHANGE	Continuation of unauthorised residential use	Copers Cope Road, Beckenham	Copers Cope	Breach Of Condition Notice	08.07.19
19/00357/UNTIDY	Untidy site	Beddington Road, Orpington	Cray Valley West	Untidy Site	11.07.19
18/00544/SHOPSH	Unauthorised removal of a shopfront	Crays Parade, Main Road, St Pauls Cray Orpington	Cray Valley East	Operational Development Enforcement Notice	16.07.19
19/00419/UNTIDY	Untidy site	Southover, Bromley, BR1 4RU	Plaistow and Sundridge	s215 Untidy Site Notice	24.07.19
19/00466/CHANGE	Unauthorised haulage business	Hayes Lane, Bromley, BR2 7LB	Hayes and Coney Hall	MCU Enforcement Notice	22.08.19
19/0466/CHANGE	Unauthorised haulage business	Hayes Lane, Bromley, BR2 7LB	Hayes and Coney Hall	OPDEV Enforcement Notice	22.08.19
19/00093/COMMER	Parking of commercial vehicles	Hayes Street Farm, Hayes Lane, Bromley, BR2 7LB	Hayes and Coney Hall	OPDEV Enforecment Notice	22.08.19
19/00093/COMMER	Parking of commercial vehicles	Hayes Street Farm, Hayes Lane, Bromley, BR2 7LB	Hayes and Coney Hall	MCU Enforecment Notice	22.08.19

18/00713/BRCOND	Building not in accordance with plans	Allenby Road, Biggin Hill, Kent, TN16 3LH	Biggin Hill	Breach of Condition Notice	08.08.19
16/00164/CHANGE	Unauthorised change of use garage to office	Widmore Road, Bromley, Kent	Plaistow and Sundridge	Prosecution	08.08.19
18/00675/OPDEV	Unauthorised development on land	Star Lane Caravan Site, Star Lane, Orpington	Cray Valley East	Prosecution	08.08.19
19/00017/BRCOND	Breach of condition 19 of 17/02081 regarding tree protection	Sunningvale Avenue	Biggin Hill	Prosecution	30.08.19
19/00550/OPDEV	Unauthorised erection of a barn	Kemnal Road, Chislehurst BR7 6LY	Chislehurst	OPDEV Enforcement Notice	03.09.19
17/00122/CHANGE	Unauthorised change of use of MOL for parking and storage containers	Station Approach, lower Sydenham	Copers Cope	MCU Enforcement Notice	19.09.19
18/00135/CHANGE	Change of use from office to non- residential institution (known as Beauty Click)	Pembroke Road, Bromley	Bickley	PCN	17.09.19
18/00135/CHANGE	Change of use from office to non -residential institution (known as Bromley massage therapy)	Pembroke Road, Bromley	Bickley	PCN	17.09.19
18/00135/CHANGE	Change of use from office to non- residential institution (known as Bromley massage therapy)	Pembroke Road, Bromley	Bickley	MCU Enforcement Notice	17.09.19
18/00135/CHANGE	Change of use from office to non- residential institution (known as Bromley click)	Pembroke Road, Bromley	Bickley	MCU Enforcement Notice	17.09.19
18/00278/PLANS	Breach of condition, not in accordance with plans	Grove Vale, Chislehurst	Chislehurst	BCN	20.09.19

3.2 For further details of any of the above cases please contact John Stephenson (details as above).

<b>Non-Applicable Sections:</b>	Policy, Financial and Personnel
Background Documents: (Access via Contact Officer)	N/A

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Document is Restricted

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