

SECTION '2' – Applications meriting special consideration

Application No : 11/02531/FULL1

Ward:
**Mottingham And Chislehurst
North**

Address : Playing Field Dunkery Road Mottingham
London

OS Grid Ref: E: 541869 N: 172116

Applicant : E.O Properties Ltd

Objections : YES

Description of Development:

Single storey pavilion (including gymnasium training room and changing rooms), all weather soccer pitch with 6x10m high floodlights, and 56 car parking spaces

Key designations:

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

Proposal

This application was deferred without prejudice by Members at the meeting on 16th May 2013 in order to seek the following:

- further information on the proposed use/sporting activities and hours of operation
- details of the timings of floodlights and their type
- to consider re-siting the proposed pavilion
- to consider improvements to the existing access in terms of width and alignment and re-site the proposed car park further away from residential boundaries and additional landscaping
- to consider landscaping/screening measures in relation to neighbouring residential properties.

A Design and Access statement has been submitted which explains that the aim of the proposals is to create a sports club which would develop a range of sporting facilities for the local community, but would mainly be used to develop football for young children in the local area. There would be three key areas:

- (1) Football coaching would be accessible to local schools on a daily basis, but between 5pm-7pm Mondays to Fridays and between 9am-1pm on Saturdays, there would be dedicated football coaching for academy/team members with approximately 34 people on site in any given 2 hour period. Football matches would be played on Sundays between 10am-4pm.
- (2) The provision of a disability centre of excellence which would develop and promote sports for the disabled in the local community.
- (3) A centre for the development and promotion of a healthy lifestyle for schools, senior citizens and the local community generally which would be open between 8.30am-9pm for recreational uses including all forms of exercise and sporting activities.

The proposed pavilion, car parking and football pitches have now been re-sited as follows:

- the pavilion would be moved further away from the northern boundary to lie adjacent to an extended access road
- the access road would extend behind the bowling green up to the northern boundary of the site where it would lead to the revised car parking area which has been moved from the southern to the northern part of the site
- the four football pitches have been re-aligned, with the floodlit all-weather pitch still contained within the central part of the site, although slightly closer to residential boundaries (60m away rather than 80m away).

A further light study has been submitted to address the change to the location of the floodlit pitch, and it is confirmed that the lighting would be used mainly during the winter months when the floodlights would be switched off under controlled timings at 9pm when the centre closes.

No proposals have been put forward for additional landscaping/tree screening along the boundaries with neighbouring residential properties, although the paths between the pitches would be landscaped with a mixture of fir trees and shrubbery.

The earlier report, suitably updated, is repeated below.

It is proposed to construct a single storey pavilion (including gymnasium training room and changing rooms), 1 all-weather soccer pitch with 6x10m high floodlights, and 56 car parking spaces. A further 3 pitches would be marked out on the existing grass.

The single storey pavilion would measure approx. 40m in width, 16m in depth and have a height of approx. 2.8m, and would be positioned adjacent to the existing Duke of Kent Bowls Club (which occupies the north-eastern corner of the site). The proposed all-weather pitch would be located to the west of the pavilion. The car park would be positioned adjacent to the northern boundary of the site, accessed between the new pavilion and the bowling green.

The applicant has submitted a design and access statement in support of the proposed development, which states that the proposal is intended to create a sports club to develop a range of sporting facilities for the local community but to principally develop football. In conjunction with football associations, the club will aim to provide more opportunities for local school children to participate in football, utilising target specific coaching schemes. A programme of activities, education and events would be created to tackle anti-social behaviour. The facility would also propose to host a disability centre of excellence to develop and promote sporting for the disabled. The facility intends to develop and promote a healthy lifestyle for the local community, schools, and senior citizens. The proposed pitches would occupy 60% of the site, whilst the club house would occupy approx. 495m². The siting of the club house would reduce the impact upon residents in Dunkery Road and Grace Close.

The application also includes a Phase 1 Habitat Survey, a Transport Statement, and manufacturer's details of floodlighting.

A reptile survey was provided on 29th August 2012, which found no evidence of reptile activity on the site.

Technical details of the floodlighting were provided on 25th October 2012, with a revised lighting spread survey submitted on 11th December 2013 due to the re-location of the all-weather pitch.

A technical note was provided in respect of the Highways aspect of the development on 19th January 2012. Further supplementary information was provided by e-mail on 14th February 2013.

Location

The site is located on the northern side of Dunkery Road, and comprises a disused playing field designated as Metropolitan Open Land (MOL). Part of the site is occupied by the Duke of Kent Court Bowls Club.

The site adjoins Lower Marvels Wood, which is designated as a Site of Interest for Nature Conservation (SINC).

The site has an area of approx. 2.7ha.

Comments from Local Residents

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

- loss of habitat for wildlife including butterflies, bats, foxes, birds and reptiles and concerns regarding accuracy of habitat survey which was carried out in December 2010
- noise and disturbance and impact of floodlighting
- disturbance from car park located at rear of gardens to properties on Dunkery Road

- impact to adjacent bowls club including stray balls, noise and disturbance
- concerns regarding adequacy of parking provision and access to accommodate additional traffic
- traffic congestion with more parking along Dunkery Road
- concern regarding erosion of bank to rear of houses on Dunkery Road
- security concerns relating to adjacent dwellings
- objection to use of shared access with bowls club which will require gates and fencing to be re-positioned
- more information is required regarding the provision of services to the pavilion
- there are a number of similar facilities nearby
- impact to MOL and Green Chain Walk
- objection to late night events
- light pollution

In addition to the above objections 1 letter of support was received.

Comments from Consultees

From the technical Highways perspective, initial concerns were raised to the scheme originally submitted that the scenarios outlined did not cover the worst case scenario of all pitches being in use. There was also a concern that the width of the access into the site, which does not allow for 2 vehicles to pass, would lead to conflict where drivers are wishing to enter and leave the site at the same time. Further comments in relation to the revised access and parking layout submitted on 14th April 2014 will be reported verbally at the meeting.

Environmental Health raised no objection in respect of the proposed floodlighting on the basis of the additional information submitted on 25th October 2012. Further comments in relation to the revised lighting spread survey submitted on 11th December 2013 will be reported verbally at the meeting.

The Council's in-house drainage advisor required standard condition D06 (SUDS) to be imposed on any approval.

English Heritage recommended no archaeological requirement.

Thames Water raised no objections.

The Metropolitan Police Crime Prevention Design Advisor requested that the standard 'secured by design' condition be imposed.

Sport England raised no objection to the proposal.

The London Boroughs of Lewisham and Greenwich raised no objections to the proposal.

Planning Considerations

The application falls to be determined in accordance with the following policies of the Unitary Development Plan:

- BE1 Design of New Development
- G2 Metropolitan Open Land
- G7 South East London Green Chain
- C1 Community Facilities
- T3 Parking
- T18 Road Safety
- NE3 Nature Conservation and Development
- L1 Outdoor Recreation and Leisure

The London Plan:

- 3.19 Sports Facilities
- 7.17 Metropolitan Open Land

The National Planning Policy Framework (NPPF) is also of relevance, particularly Section 9, which deals with the protection of Green Belt land and by extension, MOL. Paragraph 89 advises that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this include the provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it.

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

Planning History

There is extensive planning history at the site. An application was submitted for an all-weather pitch with 6 x 10m high floodlights, detached clubhouse building and 40 car parking spaces under ref. 10/00120. The application was withdrawn prior to consideration.

Conclusions

The main issues relating to the application are the effect that it would have on the openness and visual amenities of the Metropolitan Open Land (MOL), the character of the area and the impact that it would have on the amenities of the

occupants of surrounding residential properties. A further consideration is the impact of the proposal on wildlife/protected species within the site.

The proposal would primarily comprise facilities for outdoor sport and recreation, which can be considered 'appropriate' development in MOL. The proposed all-weather pitch would result in a limited actual harm to the openness and visual amenities of the MOL. However the floodlights and their supporting columns would be highly prominent in this open location by reason of their height and siting, and would illuminate a large area of the site visible from all of the residential properties surrounding the site, thereby harming the openness and visual amenities of the MOL in this location.

The proposed pavilion building would provide appropriate facilities to support the proposed outdoor use of the site (changing rooms and small communal area/bar and kitchen), however it also includes extensive floorspace which is given over to primarily 'indoor' uses, including a gymnasium, soccer skills room, class room and homework room, which would not directly support the outdoor use of the land and would not be 'appropriate' within the MOL. In addition to the harm by reason of inappropriateness, these elements add to the footprint of the pavilion building and as a result its size is significantly greater than would be required were only the minimum 'appropriate' facilities provided. The extensive footprint of the building, coupled with its siting towards the northern edge of the site away from the built development on Dunkery Road and Grace Close, is considered to give rise to actual harm to the openness and visual amenities of the MOL. No very special circumstances have been demonstrated by the applicant, which would outweigh the harm to the openness and visual amenities of the MOL in this case.

With regard to the highways aspect of the development, it is noted that the application is accompanied by a Transport Statement and supplementary information to seek to demonstrate that the development will not have a significant impact on the highway network. However, information that has been submitted makes a number of assumptions about likely trip generation and there is a concern that the scenarios set out do not address the 'worst case' with the pitches having the potential to be used more intensively. Furthermore, there is a concern that the width of the access into the site from Dunkery Road is not sufficient to allow for 2 vehicles to pass one another, which could lead to conflict if vehicles arrive and leave at the same time and the possibility of some people choosing to park on-street if access is difficult. The possibility of widening the access to allow 2 cars to pass has been explored by the applicant although the top end of the access is mostly beyond the confines of the application site and not therefore within his control, and in addition any increase in width would be likely to encroach into the adjacent woodland which is designated as a Site of Interest for Nature Conservation (SINC).

With regard to the impact on the amenities of neighbouring residents, the proposed pitches would be likely to generate an amount of noise and disturbance; although this would be the case were the use of the site as a playing field to be resumed irrespective of the other facilities proposed. The proposed all weather pitch is proposed to be floodlit which would allow for use in the evenings, and while this may give rise to an increase in noise and disturbance than might otherwise be

possible without floodlighting, the pitch is sited a good distance from neighbouring residential properties. Concerning the floodlighting, no technical objections were raised by Environmental Health to the original proposals submitted, and in view of the lighting specification and the siting of the pitch away from neighbouring dwellings it is not considered that a significant detrimental impact on residential amenity would arise, although comments are awaited regarding the revised siting of this pitch. The proposed car park would now be sited significantly further away from residential properties in Dunkery Road, and it is not, therefore, considered to result in an unacceptable degree of noise and disturbance to neighbouring properties.

With regard to the impact of the proposal on wildlife, a Phase 1 Habitat Survey accompanies the application and is broadly considered to be satisfactory. The Reptile Survey carried out in 2012 found no evidence of reptile activity on the site and in accordance with Natural England's standing advice the application can be determined (with an informative added in the event of planning permission being granted).

Background papers referred to during production of this report comprise all correspondence on files refs. 11/02531 and 10/00120, excluding exempt information.

as amended by documents received on 11.12.2013 10.02.2014 14.04.2014

RECOMMENDATION: PERMISSION BE REFUSED

The reasons for refusal are:

- 1 The proposed development would constitute inappropriate development within Metropolitan Open Land, and would seriously harm the openness and visual amenities of the site by reason of the size and siting of the pavilion and the height and siting of the floodlights and columns. No very special circumstances exist to warrant the setting aside of normal policy requirements, in the absence of which the proposal would be contrary to Policy G2 of the Unitary Development Plan, Policy 7.17 of the London Plan and the National Planning Policy Framework (NPPF).
- 2 The proposal has the potential for a considerable intensification of use of the site and the generation of significant parking and traffic movements, without a suitable improvement in the access layout, which could lead to injudicious traffic movements to/from Dunkery Road and interfering with the free flow of traffic and general conditions of highway safety, contrary to Policy T18 of the Unitary Development Plan.

INFORMATIVE(S)

- 1 You are advised that this application may be liable for the payment of the Mayoral Community Infrastructure Levy under the Community Infrastructure Levy Regulations (2010) and the Planning Act 2008. The London Borough of Bromley is the Collecting Authority for the Mayor and this Levy is payable

on the commencement of development (defined in Part 2, para 7 of the Community Infrastructure Levy Regulations (2010)). It is the responsibility of the owner and /or person(s) who have a material interest in the relevant land to pay the Levy (defined under Part 2, para 4(2) of the Community Infrastructure Levy Regulations (2010)).

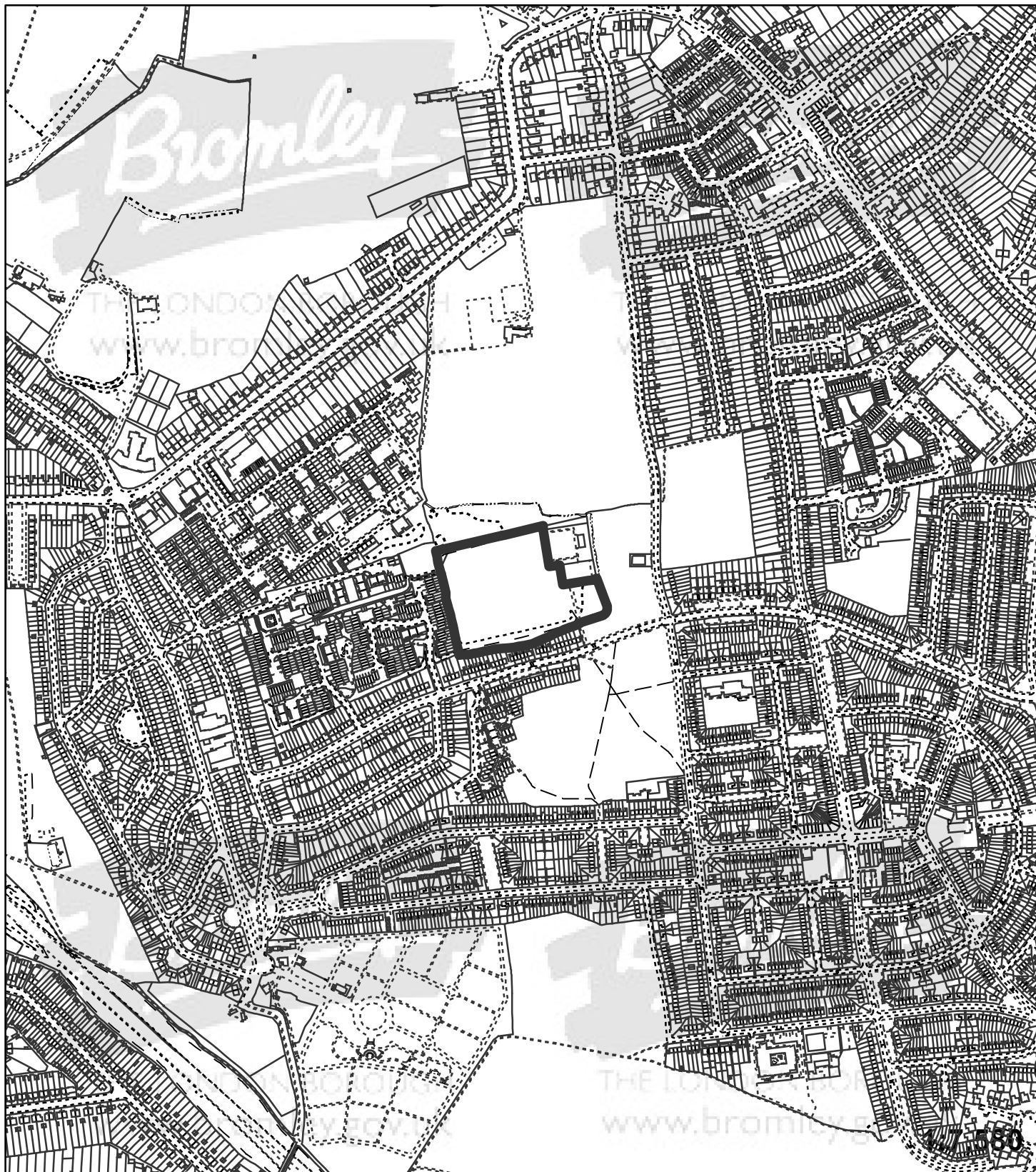
If you fail to follow the payment procedure, the collecting authority may impose surcharges on this liability, take enforcement action, serve a stop notice to prohibit further development on the site and/or take action to recover the debt.

Further information about Community Infrastructure Levy can be found on attached information note and the Bromley website www.bromley.gov.uk/CIL

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"This plan is provided to identify the location of the site and should not be used to identify the extent of the application site"

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