Committee Date	26.10.2023				
Address	St Hugh's Playing Fields Bickley Road Bickley Bromley				
Application Number	17/02468/CONDT8			Officer: Claire Brew	
Ward	Bickley and Sundridge				
Proposal	Details submitted to comply with the requirements of the following condition in relation to planning permission ref: 17/02468/FULL1: Condition 24 - Community Use Agreement				
Applicant		Agent			
The Bullers Wood Multi Academy Trus			Matthew Blythin Eclipse House Eclipse Park Sittingbourne Road Maidstone ME14 3EN England		
Reason for referral to committee		Called-In and subsequently deferred from PSC 1 on 31.03.2022		ntly	 Councillor call in Cllr Smith: Call-in rescinded 27/07/23 subject to: Remove "Sunday" from the proposed letting days both in term time and out of term time Reduce our School Holiday weekday hours to 6pm with the exception of the west playground area which will be permitted for use until 9:30pm (this is to accommodate ATC if they need it)

RECOMMENDATION	APPROVAL OF DETAILS
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KEY DESIGNATIONS	
Biggin Hill Safeguarding Area London City Airport Safeguarding Smoke Control Urban Open Space Adjacent to Conservation Area	

Representation summary	NO CONSULTATON OR PUBLICITY REQUIRED		
Total number of responses		175	
Number in support		46	
Number of objections		129	

1. SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The community use of this educational facility was established under the original planning permission for the school and is acceptable in principle
- The use of the facilities in the manner proposed would not result in significant harm to the amenity of occupiers of neighbouring buildings and those of future occupants, by reason of noise or disturbance
- No unacceptable impact on highway safety or severe residual cumulative impacts on the road network would occur

2. LOCATION

- 2.1 The site consists of Bullers Wood Boys School which has been operating from this site since September 2019. The site also forms the playing fields and partial sports provision for Bullers Wood Girls School to the north-east of the site.
- 2.2 The site is designated as Urban Open Space in the Bromley Local Plan.
- 2.3 All the trees on the site are covered by a Tree Preservation Order. The boundaries to the site are largely comprised of trees and hedgerow.
- 2.4 The site forms a triangular parcel of land with Bickley Road, Chislehurst Road and Pines Road bordering the site and there are residential dwellings the site on three of its sides. To the south eastern corner are a number of large detached dwellings and their respective garden areas which back onto the site.
- 2.5 Directly adjoining the western site boundary is the Stephen James BMW car dealership.

- 2.6 The site is not in a conservation area. Bickley Conservation area extends along Pines Road adjacent to the east of the site.
- 2.7 Bickley Road is an A road (A222) and Pines Road is a one-way road access from the signalised junction on Bickley Road. The site is situated within PTAL Zone 2-3.



Fig. 1: Existing Site layout for Bullers Wood Boys school (as approved under application 17/04478/FULL1) (Source: Lloyd Bore):

3. PROPOSAL

3.1 This is an application for the approval of details pursuant to Condition 24 of permission ref.17/02468/FULL1 which states:

"The use hereby permitted shall not be commenced until a Community Use Agreement has been submitted to and approved in writing by the local planning authority. The Community Use Agreement shall apply to the outdoor sports pitches, MUGA and sports hall and shall include details of pricing policy, hours of use, access by non - educational establishment users, management responsibilities and a mechanism for review. The development shall be used in compliance with the approved Community Use Agreement."

- 3.2 The following details have been submitted for approval:
- o Application form
- o Covering letter dated 16.12.2020

- o Letter from the School dated 25.05.2021
- o Email dated 15.10.21
- o Supplemental material for Bullers Wood School for Boys Community Use Agreement
- o Community Use Agreement March 2023 V7 (attached at Appendix 1)
- 3.3 Since the initial submission, the applicant has submitted several versions of the Community Use Agreement (CUA) which have included various amendments made in order to try and address concerns raised by neighbouring residents and consultees during the course of the application.
- 3.4 The application went to Plans-Sub Committee on the 31st March 2022 and was deferred to seek further consideration of/reduction in the hours of community use within the Community Use Agreement. Subsequently, the applicant has submitted an updated version of the Community Use Agreement: March 2023 V7 incorporating the following changes:
 - i) Remove "Sunday" from the proposed letting days both in term time and out of term time
 - ii) Reduce School Holiday weekday hours to 6pm with the exception of the west playground area which will be permitted for use until 9:30pm (this is to accommodate ATC if they need it)
- 3.5 The indoor and outdoor sports areas and facilities to be made available for Community Use shall comprise the approved Multi Use Games Area (MUGA), the playing fields and the Sports Hall, as shown in the plan below, together with any ancillary facilities such as changing rooms.
- 3.6 It is relevant to highlight that the proposed MUGA in the south of the site adjacent to Bickley Road (permitted under application ref 20/03904/FULL1) does not form part of the Community Use Agreement (CUA).



Fig 2: Facilities to be made available for Community Use (Community Use Agreement, Version 5, November 2021)

3.7 Proposed Hours of Access/Use

TERM TIME:

Mon - Fri: 6.00pm - 9.00pm (MUGA and Playing field)*

6.00pm - 9.30pm (indoor areas)

Sat: 9.00am - 4.30pm

* use of the MUGAs and playing fields will be seasonally constrained by the available daylight hours as there is no external floodlighting for these areas

SCHOOL HOLIDAYS:

Mon - Fri: 8.00am - 6.00pm (all areas), 9.30pm West Playground

Sat: 9.00am - 4:30pm

Sunday: Closed

Bank Holidays: Closed

Christmas Day to New Years Day (inclusive): Closed

- 3.8 Lettings will be managed so as to avoid Community Use lettings taking place concurrently with any whole-school events, including Open Days, Parents' Evenings and Sports Day
- 3.9 The CUA is based on the standard Sport England template. It is a legal document and the definitions therein were developed by Sport England in association with a professional law firm. Schedule 2 of the CUA sets out the 'Arrangements for Community Use'.

4. RELEVANT PLANNING HISTORY

4.1 16/03315/FULL1: Proposed erection of a 6FE Secondary Boys School comprising a part 2 storey, part 3 storey school building of 8,443m2 including a sports hall (also for wider community use) together with hard and soft landscaping, creation of a new vehicular access on Chislehurst Road, 68 parking spaces, drop off/pick up area and associated works. Erection of a temporary 2 storey classroom block on site for 12 months to accommodate 5 classrooms, a laboratory, offices and toilets –

Refused and dismissed at appeal on 11th December 2017, the main issue being the effect of the proposal on highway safety in the surrounding area.

4.2 17/02468/FULL1: Proposed erection of a 6FE Secondary Boys School comprising a part 2 storey, part 3 storey school building of 8,443m2 including a sports hall (also for wider community use) together with hard and soft landscaping, creation of a

new vehicular access on Chislehurst Road, 69 parking spaces, drop off/pick up area and associated works. Erection of a temporary 2 storey classroom block on site for 12 months to accommodate 5 classrooms, a laboratory, offices and toilets (amended submission of application DC/16/03315/FULL1)

Allowed at Appeal on 19th December 2018.

- 4.3 20/01665/FULL1: Erection of substation (retrospective) Permitted on 30.06.2021
- 4.4 20/03904/FULL1: Provision of Multi Use Games Area (MUGA), internal pathway, fencing and secondary pedestrian access onto Bickley Road Permitted on 26.05.23
- 4.5 21/00442/ADV: 7 x non-illuminated free standing post mounted signs, 1 x gate mounted non-illuminated sign and 3 x wall mounted non-illuminated signs Advertisement Consent granted on 25.11.2021

5. CONSULTATION SUMMARY

A) Statutory

Sport England - No Objection

- Once you have seen a document signed by both parties I am content for this condition to be discharged
- Regarding the letter from the school, I have no issues with their partnering with certain local community groups; certainly there is no obligation for schools to allow casual users as part of a CUA and having arrangements with local groups can often work better

B) Adjoining Occupiers

Use in Principle (addressed in paragraphs 7.1 – 7.20)

- Would appear the school is trying to operate as a private sports and social business, the proposed Community Use Agreement must therefore be amended to prevent the use of the School's facilities for social events, such as weddings and parties, as well as music concerts
- Not in accordance with the assurances given by the Applicant to secure approval in the first place
- Do not consider it appropriate for an educational establishment to use its facilities (other than sports-related ones) for commercial gain
- Not needed
- Definitions do not limit the use of the premises for sport
- Unreasonable in a residential area

Hours and Amount of use (addressed throughout report)

• Will leave little time or space for the pupils to play sports

- Allows much more use of the School's facilities by the Community particularly the external spaces and at weekends than the Applicant said would be the case during the planning process
- The original hours as proposed at application stage should be maintained
- Playing fields have not been historically used in the evenings
- The MUGA should only be available during daylight hours as they will not be lit
- At the very least, the latest version of the CUA must be amended so as to prohibit community use during Public Holidays and at weekends, except Saturdays from 9am to 12.30pm, and any community use in the week during School Holidays must finish at 5.30pm, rather than 9pm
- Not reasonable for MUGA to be used outside school hours as it is close to Chislehurst road

Impact on Amenities (addressed in paragraphs 7.21 – 7.27)

- Noise and disruption from early in the morning until late into the evening every weekday, and also during the day at weekends
- Noise, general disturbance and unruly behaviour
- Lighting nuisance
- Traffic pollution

Highways, Parking and Road Safety (addressed in paragraphs 7.28 – 7.34)

- Should be a restriction of no more than 75 community users to prevent overflow parking
- The proposed Community Use Agreement should require that any Community users must use the on-site car parking spaces and not park in the roads surrounding the School site
- Provision of onsite parking will encourage people to bring vehicles and increase traffic and pollution further
- Road safety hazard
- Likely to cause severe cumulative impacts
- Illegal parking
- A CPZ should be considered if parking problems persist

Impact on conservation area (addressed in paragraph 7.35)

Other (addressed in Section 3 and paragraph 7.36)

- the Council should pass a resolution that says what was discussed during the planning application and that no further submissions be permitted for 5 years
- Do not understand definitions
- Don't understand process or why there are numerous versions of the CUA

6. POLICIES AND GUIDANCE

National Policy Framework (NPPF) 2023

6.1 Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development. For **decision-taking** this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

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

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

- 6.2 In accordance with Paragraph 47 of the Framework, planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 6.3 Other relevant paragraphs are referred to in the main assessment.

National Planning Practice Guidance (NPPG)

6.4 Relevant paragraphs are referred to in the main assessment.

The London Plan (March 2021)

6.5 Relevant policies:

Policy D13 Agent of Change Policy D14 Noise Policy S3 Education and childcare facilities Policy T2 Healthy Streets Policy T4 Assessing and mitigating transport impacts Policy T5 Cycling Policy T6 Car parking

Bromley Local Plan 2019

- 6.6 Relevant policies:
 - 26 Health and Wellbeing
 27 Education
 28 Educational Facilities
 30 Parking
 32 Road Safety
 33 Access for All
 37 General Design of Development
 55 Urban Open Space

7. ASSESSMENT

Principle of Community Use – Acceptable

- 7.1 Historically this site has been used by a number of local groups and sports providers including for Football coaching, Primary school Events such as Sports days, Moon Watch Local Astrological Society, Summer School Football Coaching, Local (neighbours) Running Group Practice and, most recently, the Bromley 228 Squadron Air Training Cadets which operated on the site immediately prior to the original planning permission for the school being granted at appeal.
- 7.2 It is understood that the Bromley 228 Squadron Air Training Cadets previously used the site on Monday's from 18:30 21:30 hrs, on Wednesday's from 18:30 21:30 hrs and on Saturday's from 09:00 13:00 hrs (occasional Saturday use).
- 7.3 At application stage the applicant presented a Bullers Wood School for Boys Community Use Statement 2016 which set out the following terms of lettings:
- o Facilities will be available to hire between 17:00 21:30 hrs Mondays to Thursdays and from 09:00 12:30 hrs on Saturdays
- o The site and premises will be closed during the Christmas School Holiday period as well as Bank Holidays
- o Hiring will be extended to daily use during other school holiday breaks from 09:00 16:00
- o Parking will be provided within the school grounds the expectation is that most people will access the site by public transport
- o In the case of single and multiple lettings, there will be a limitation on numbers in order to ensure that all vehicles can be accommodated on the site
- 7.4 The principle of community use of the site was subsequently allowed by the Planning Inspector with the precise details of the community use reserved for subsequent approval by the LPA under condition 24.
- 7.5 The applicant acknowledges that the current CUA differs in areas from the draft summary document that supported the original application, however, they are of the view "That document is now of some age and did not benefit from the on-site operational experience that the school now have. It also does not reflect current funding conditions."
- 7.5 The proposed use of the sports hall and playing field is consistent with the potential facilities for after-hours which were identified at application stage. While it is noted that the 2 MUGAs were not specifically referred to at application stage, there are no 'in principle' planning policy reasons to oppose the use of the MUGAs as this would enhance the community offer. Overall there are fewer facilities included in the

current CUA than was set out in the Bullers Wood School for Boys Community Use Statement 2016.

- 7.6 Local residents have questioned the need for a community use of these facilities, the impact it will have on the amount of sports provision for the pupils themselves and who the intended end users/occupiers will be. They are concerned that it will become a stand-alone business.
- 7.7 The Community Use Agreement stipulates that the hirer shall not use the premises for any purpose other than that agreed upon in the licence, as set out on the hire request form. Furthermore, the community function would never be running concurrently with the school function so would not impact on sports provision for pupils. Sport England are also supportive of the proposed arrangements.
- 7.8 The principle of opening-up educational facilities to enable community use is supported both at the strategic and the local level and is a common condition of planning consents involving schools. London Plan Policy S3 requires education development to "*maximise the extended or multiple use of educational facilities for community or recreational use through appropriate design measures*", and to "*ensure that new developments are accessible and inclusive for a range of users, including disabled people, by adopting an inclusive design approach*". Bromley's own Local Plan Policy 28 states that "*the dual use of educational facilities by the wider community will be encouraged*".
- 7.9 The provision and making available of the school's accessible indoor and outdoor facilities to a diverse range of users, including children, older people and those with a disability, is a considerable benefit of this development.
- 7.10 The applicant has had regard to other CUAs which have been approved at other schools and sites in the Borough. While it is seldom possible to make a case that permission should be granted or refused on the basis of what has happened at another site (as planning law requires that each application be considered on its individual merits) officers have reviewed the CUAs at a number of other sites, as follows:

St Olaves Grammar School, Goddington Lane, Orpington) (Condition 21, ref.18/04454/CONDT1, approved on 24.11.21)

- 7.11 The proposed hours of community use are limited to term-time and school holidays with no Sundays or Bank Holidays as per condition 17 of permission ref. 18/04454/FULL1. The relationship of this site to the nearest residential properties is comparable to Bullers Wood Boys School which is flanked by residential roads on its north, east and southern boundaries. It also proposes community use of its outdoor facilities.
- 7.12 At application stage It is noted that Sport England objected to the application due to the omission of Sunday letting, given that many local clubs and organisations will wish to use the facility on Sundays. Sport England considered that "It would be inappropriate to restrict community access on a Sunday, particularly within hours that are not usually considered to be unsocial"

7.13 Notwithstanding this, the Officer's report to committee noted that the Applicant has proposed its Community Use Strategy in consultation with the local community and "as such the proposed level and hours of usage appear to be a reasonable balance between increasing opportunity and participation in sport and preserving the amenities of the local area and its residents and on this basis" and, on this basis, approval was recommended. Given Sport England's objection, the application was subsequently referred to the Secretary of State who decided not to call in this application, being content that it should be determined by the local planning authority.

Eden Park High School, Balmoral Avenue, Beckenham (Condition 22, ref.16/03145/CONDT5, approved on 9/6/2020)

7.14 Again, this school has a similar relationship to the surrounding residential properties as Bullers Wood Boys School and also includes community use of its outdoor facilities. The approved CUA for Eden Park High School does not distinguish between term-time and school holiday letting hours.

Langley Park Primary School, Hawksbrook Lane, Beckenham (Condition 21, ref.17/01652/CONDT3, approved on 13/06/2019).

7.15 The CUA at Langley Park primary allows for later finishing at weekends than proposed at Bullers Wood Boys (until 6pm on Saturdays during term time and until 9pm in the school holidays on Saturday and Sunday). It is also noted that Langley Primary School is some 200m away from the nearest residential dwellings to the south-west in South Eden Park Road.

Track Pavilion, Norman Park, Hayes Lane, Bromley (ref.18/01660/CONDIT, approved on 1.10.2021)

7.16 This relates to a replacement pavilion building to provide a modernised sport facility, including a new café, indoor warm-up track, changing rooms and physio rooms at Track Pavilion, Norman Park. The approved hours allow later finishing at weekends (until 6pm) than proposed at Bullers Wood Boys School; however, this site was already an established sports facility, well-used by local community groups prior to its redevelopment. Furthermore, the Pavilion is an indoor facility.

National Westminster Sports Ground, Copers Cope Road, Beckenham (ref.08/00148/DET approved on 22.12.2008)

7.17 The applicant has referred to the approved community use hours of the former fivea-side football pitches/5m high netting and eighteen 8m high floodlights at 'Goals Soccer Centre', National Westminster Sports Ground, Beckenham. This allowed use of the site until 5:30pm Mon-Fri; use on Saturday from 9am until 6pm and use on Sunday from 9am until 5.30pm.

National Westminster Sports Ground, Copers Cope Road, Beckenham (Condition 21, ref.19/04644/CONDT1, approved on 22.10.2021)

- 7.18 This agreement relates to permission ref.19/04644/FULL1 for the erection of a covered full-size football pitch, creation of an artificial full-size pitch with floodlighting, and regrading of the site to create a full-size show pitch with spectator seating & six training pitches (two full-size, two 3/4 size & two half-size).
- 7.19 These facilities include an external 3G pitch, which would be useable by the community up until 10pm on Friday and Saturday and up until 9pm on Sunday. Furthermore, the 3G pitch is located in close proximity to two residential properties on Worsley Bridge Road.
- 7.20 The principle of opening-up the school's facilities to community use in the manner proposed is therefore considered acceptable.

Neighbourhood Amenity - Acceptable

- 7.21 The CUA expressly states that lettings will be managed so as to avoid Community Use lettings taking place concurrently with any whole-school events, including Open Days, Parents' Evenings and Sports Day. It also expressly excludes the use of the facilities for wedding receptions and private parties unrelated to the Trust or school, meaning the types of use will be limited to sports, health, community groups and education uses, as discussed in the Bullers Wood School for Boys Community Use Statement 2016. It is not considered that wedding receptions or private parties related to the Trust or school would occur on a regular basis or be frequent enough so as to cause significant noise nuisance or disturbance at adjacent residential sites.
- 7.22 On the matter of the potential numbers of community users which could be accommodated at Bullers Wood Boys school at any one time; the applicant has advised that "*it is not possible for those types of uses to set out 'capacity' per se, as there would be a number of variables (e.g. younger users being accompanied by parents etc).*" Day to day use would be managed by the school and a scenario in which all facilities are being let out at the same time, they add, would be very infrequent.
- 7.23 Schedule 2 part 3 'Application Process' of the CUA further states:

Upon any confirmation of a booking, the school will make the hirer aware of the need for facilities to be used responsibly to avoid any undue disturbance to neighbouring residents, including the need for hirers and attendees to enter and leave the site in an orderly manner and for any external facilities to avoid any significant use or activity unduly close to the site boundaries.

- 7.24 In addition to the above considerations, In the event that local residents were subjected to an unreasonable and significant nuisance this would be subject to separate powers of enforcement by the Council's Environmental Health and Public Protection team under the Environmental Protection Act (1990).
- 7.25 The external playing fields and courts are not floodlit, and the school says that they have no plans to do so. In the absence of floodlighting the external use will be naturally regulated by the availability of daylight hours, regardless of the hours

proposed, and would not give rise to any significant impacts on wildlife or protected species using the site. Furthermore, neighbouring residential amenities will not be impacted by any additional lighting. Any additional lighting or floodlighting required would be subject to planning permission.

- 7.26 The proposed reduction in hours of use at weekends in this latest version of the CUA, together with the omission of any use taking place on Sundays and Bank Holidays, would give surrounding residents a break from noise and general activity on these days, when it can reasonably be expected.
- 7.27 Having regard to the above, it is not considered that the use of the site in the manner proposed would give rise to any unacceptable noise or disturbance at neighbouring residential sites.

Highways and Transport - Acceptable

Parking Arrangements

- 7.28 All car parking on site comprising the main car park, visitor car park and disabled parking bays near the main entrance shall be available to park for all community users. This provides a total of 69 parking spaces with capacity for an additional 20 vehicles in the drop-off bays. For infrequent larger events, the hard play area near the Chislehurst Road entrance shall also be made available for overspill parking.
- 7.29 The CUA includes a commitment by the School to advising all hirers and community users that they should, in the first instance, use the on-site parking and if none is available, they should park respectfully and not across driveways or in a manner which would cause a nuisance/danger to highway use. While this would not be enforceable by the school any contravention of parking would be enforceable by the Council's parking attendants.
- 7.30 Paragraph 8.2 of the CUA also states "A review will also be undertaken in the event that a Community Use event has given rise to a significant number of complaints".
- 7.31 Schedule 3 part 2 'Parking Arrangements' of the CUA sets out that the school will make it clear to hirers and community users that there are a variety of public transportation options available via Bickley Station and bus stops along Bickley Road. Encouraging sustainable travel modes would help to mitigate the potential impacts of the community use on pollution and air quality.
- 7.32 In accordance with paragraph 109 of the NPPF, development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 7.33 At appeal stage the Inspector did not anticipate any issues with parking required in connection with the community use, noting at paragraph 52 of their report:

"There is no reason why the on-site car parking should not be used in connection with the community uses and therefore parking along surrounding roads would be unlikely to be necessary."

7.34 Taken together with the other measures the applicant is proposing for managing the community lettings, the proposals are not anticipated to result in any undue highways or road safety impacts.

Impact on Conservation Area - Acceptable

7.35 In considering the impact of traffic generation and parking in the adjacent conservation area, as discussed, it is considered that community users can be satisfactorily accommodated on the site and parking in the surrounding roads is unlikely to be necessary. As such the characteristics of the adjacent conservation areas would be preserved.

Other Matters

7.36 With regard to the suggestion by a local resident of preventing the applicant from submitting further applications within 5 years; it is open for an applicant to submit details in relation to a planning condition, even if those details might differ from what was indicated during the application stage. It is for the Local Planning Authority to assess the details in accordance with the relevant planning policies and decide whether to approve or refuse. The Inspector's condition, as worded, does not refer to the document provided at application stage or require the final CUA to accord with it. The Inspector's wording leaves the hours of use, and other details, open and to be agreed by the LPA at the discharge of condition stage.

8. CONCLUSION

- 8.1 The community use of this new educational facility was permitted under the original planning permission for the school and is supported at the national level by Sport England, at the strategic level by policies in the London Plan and, at the local level, by policy 28 of the Local Plan. It is acceptable in principle.
- 8.2 Whilst it is acknowledged that the proposed hours of use do represent some increase in hours from those originally specified at application stage, it was left open to the applicant to seek different hours as part of the CUA approval process under condition 24 of the planning permission.
- 8.3 The proposed hours of use are similar to those that have been agreed at other schools and sports clubs in the Borough, also with residential development nearby.
- 8.4 No technical objections have been raised from an environmental health or highways perspective and there are no planning reasons to resist the hours now proposed on amenity or highway safety grounds.
- 8.5 Accordingly, the details submitted to discharge condition 24 (community use agreement) are recommended for approval.

- 8.6 In reaching this conclusion Officers have had regard to the statutory provisions of Section 70 of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 which dictate that decisions must be undertaken in accordance with the development plan, unless material considerations indicate otherwise.
- 8.7 These details have been assessed with due regard to the Public Sector Equality Duty. The details are not considered to conflict with the Duty.

RECOMMENDATION: APPROVAL OF DETAILS

The development shall be used in compliance with the approved Community Use Agreement (V7 MARCH 2023).