

MAYOR OF LONDON

Claire Harris
Town Planning
London Borough of Bromley
Civic Centre
Stockwell Close
Bromley
BR1 3UH

Our ref: D&P/3855/02/AP
Your ref 15/03050/FULL1
Date: 15 June 2016

Dear Ms Harris

Town & Country Planning Act 1990 (as amended); Greater London Authority Act 1999 & 2007; Town & Country Planning (Mayor of London) Order 2008.

Flamingo Park Club Sidcup By Pass Road Chislehurst BR7 6HL
Local planning authority reference: 15/03053/FULL1

I refer to your letter of 25 May 2016 informing me that Bromley Council is minded to grant planning permission for the above planning application. I refer you also to the notice that was issued on 15 June under the provisions of article 5(1)(b)(i) of the above Order.

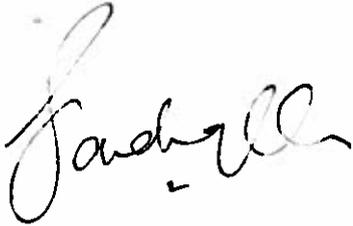
Having now considered a report on this case, reference D&P/3855/02 (copy enclosed), and notwithstanding my officers' recommendations, I hereby direct you to refuse planning permission for application 15/03053/FULL1 under the powers conferred on me by article 6 of the Order. My reason is as follows:

- **Green Belt:** The 'very special circumstances' argument presented does not justify the proposed development, which is considered to be inappropriate, in the Green Belt. Whilst the benefits of the outdoor sports facilities to Cray Wanderers FC and the wider community are acknowledged, these benefits do not outweigh the significant harm that would be caused to the openness and character of the Green Belt. As such the proposal is contrary to the aims and objectives of the NPPF (2012), Policy 7.16 of the London Plan (2015) and Policy G1 of Bromley's Unitary Development Plan (2006).

Whilst writing I would take this opportunity to express my concern as to the lack of affordable housing and the effect the excess parking provision will have on the highway network in the vicinity of the site.

I would be grateful if you would issue the appropriate notices, giving the above reason.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Sadiq Khan', written in a cursive style.

Sadiq Khan
Mayor of London

cc Gareth Bacon, London Assembly Constituency Member
Tony Devenish, Chair of London Assembly Planning Committee
National Planning Casework Unit, DCLG
Lucinda Turner, TfL
Dora Bennett, Brouard Architects, 81 High Street, Farnborough Village Kent BR6 7TS

Flamingo Park Club - Chislehurst

in the London Borough of Bromley

planning application no. 15/03053/FULL1

Strategic planning application stage II referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal

Demolition of existing buildings and erection of two/three storey football stadium with ancillary facilities; community sports pitches; re-location of 3 existing football pitches; two 4 storey residential blocks comprising 28 two bedroom flats; undercroft and overground car parking for a total of 393 cars and bicycle parking.

The applicant

The applicant is **Cray Wanderers Football Club**, and the architect is **Brouard Architects**.

Strategic issues summary

Principle of development: The re-establishment of the site as an outdoor sports facility for use by the wider community is supported. The site is located within the **Green Belt** and the applicant has demonstrated, on balance, that 'very special circumstances' exist to justify the inappropriateness of the proposed development (paragraphs 7-24).

Affordable housing: 0% offered. The residential element is included as enabling development to cross fund the football stadium, and the viability assessments show that even with the enabling element housing a deficit of approximately £6.2m or £10.8 is expected. Providing affordable housing would require an increase in the number of private flats, and this would have a greater impact on the openness of the Green Belt (paragraphs 25-28).

Transport, Biodiversity, Access and inclusion, Climate change, Archaeology and Flooding: The issues raised at Stage 1 have been addressed, and the application is now considered to be in accordance with the relevant policies of the London Plan (paragraphs 33-53).

The Council's decision

Bromley Council has resolved to grant permission.

Recommendation

That Bromley Council be advised that the Mayor is content for it to determine the case itself, subject to any action that the Secretary of State may take, and does not therefore wish to direct refusal.

Context

1 On 22 January 2016 the Mayor of London received documents from Bromley Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. This was referred to the Mayor under Categories 3D and 3F.

- **Category 3D:** *Development (a) on land allocated as Green Belt or Metropolitan Open Land in the development plan, in proposals for such a plan, or in proposals for the alteration or replacement of such a plan; and (b) which would involve the construction of a building with a floorspace of more than 1,000 square metres or a material change in the use of such a building.*
- **Category 3F:** *Development for a use, other than residential use, which includes the provision of more than 200 car parking spaces in connection with that use.*

2 On 25 February 2016 the Mayor considered planning report D&P/3855/01, and subsequently advised Bromley Council that the application did not comply with the London Plan, with the reasons and remedies set out in paragraph 110 of the above-mentioned report.

3 A copy of the above-mentioned report is attached. The essentials of the case with regard to the proposal, the site, case history, strategic planning issues and relevant policies and guidance are as set out therein, unless otherwise stated in this report. Since then, the application has been revised in response to the Mayor's concerns (see below). On 19 April 2016, Bromley Council decided that it was minded to grant planning permission, subject to conditions and a Section 106 legal agreement, and on 2 June it advised the Mayor of this decision. Under the provisions of Article 5 of the Town & Country Planning (Mayor of London) Order 2008 the Mayor may allow the draft decision to proceed unchanged or direct Bromley Council under Article 6 to refuse the application. The Mayor has until 15 June to notify the Council of his decision and to issue any direction.

4 The decision on this case, and the reasons will be made available on the GLA's website www.london.gov.uk.

Update

5 At the consultation stage, Bromley Council was advised that the application did not comply with the London Plan, for the reasons given below:

- **Green Belt:** the proposal does not comply with London Plan policy 7.16 as it represents inappropriate development, including an element of inappropriate 'enabling (residential) development' on Green Belt land. The harm caused to the openness and character of the Green Belt in this location is not currently justified by the 'very special circumstances' argument presented.
- **Biodiversity:** further information, including the Biodiversity Management Plan, is required to determine whether the proposal complies with London Plan Policy 7.19.
- **Archaeology:** further information as recommended by Historic England is required to determine whether the proposal complies with London Plan Policy 7.8.
- **Access and inclusion:** the proposal complies with London Plan Policy 7.2 but not with London Plan Policy 3.8 given the limited housing choices contained in the proposed development.

- **Housing:** given the absence of affordable units and the provision of only 2-bedroom units, the proposal does not comply with London Plan Policies 3.8, 3.9 or 3.11.
- **Urban design:** due to the site's isolated location and failure of the proposed development to integrate into the surrounding neighbourhoods, the absence of affordable housing and the potential impact on the Green Belt, the proposal does not comply with London Plan Policies 7.1, 7.4 or 7.6.
- **Flooding:** the proposal complies with London Plan Policy 5.12, however, further information addressing surface water run-off in compliance with the drainage hierarchy set out in London Plan Policy 5.13 is required.
- **Transport:** due to the lack of safe and accessible walking and cycling routes to the site, the proposal does not comply with London Plan Policies 6.1, 6.7 or 6.10.
- **Climate change:** further information, including revisions, regarding the heating strategy and carbon dioxide emissions is required before the proposals can be considered acceptable and in compliance with London Plan Policies 5.2 and 5.9.

6 Since the Stage 1, the applicant has provided further information on the matters raised above.

Principle of development

Green Belt

7 As set out in the Mayor's initial response, the site lies in an area of archaeological interest and forms part of a wider expanse of Green Belt land constituted predominantly of sites that fall within the Chislehurst Conservation Area. It is currently occupied by sports pitches and a pavilion building, and is used for a range of activities including football pitch hire, car boot sales, night club, van hire, scaffolding companies and funfairs. The activities outside of sports and recreation are lawful under a Certificate of Lawful Use Existing (09/03464/ELUD), but some uses are not typical of Green Belt policy compliant activities.

8 At Stage 1, the applicant contended that based on the exceptions outlined in the NPPF, the proposed development did not constitute 'inappropriate development'; however, acting on the advice of Bromley Council, reasons to justify that 'very special circumstances' exist were also submitted.

9 On assessing the application, it was concluded that the proposal constituted inappropriate development, including an element of inappropriate 'enabling (residential) development' on Green Belt land; and that the harm caused to the openness and character of the Green Belt was not justified by the 'very special circumstances' argument presented. In response to the Mayor's Stage 1 report, the applicant maintains that 'very special circumstances' exist for the following reasons:

- Clear need for home ground for Cray Wanders FC given Bromley FC intention to end ground sharing arrangement.
- Lack of viable alternative sites within Cray Wanders FC catchment.
- The relocation of the club and creation of the new home ground would make a significantly positive impact on the local community which suffers from high levels of deprivation attracting investment and promote healthy lifestyle in areas with lower life

expectancy, poorer health and a higher proportion of residents with limiting long term illness than both the Borough and London average.

- It will provide access to multiple sports by ensuring that it is affordable.
- It will provide full and part time jobs.
- It is significant to note the development is essentially sustainable and will regenerate existing infrastructure and previously developed land.
- Will reintroduce the site's original use of Flamingo Park as a sport's pitch facility.
- Will secure the future of London's oldest football club

10 The applicant also supplied revised and additional supporting documents to justify its argument that 'very special circumstances' exist.

Community use

11 A number of community focused programmes were identified by the applicant at the initial consultation. In addition to the existing 12 youth teams and Academy, counselling services (no longer included), a grassroots football initiative as well as other educational and community activities along the model of Dartford FC were proposed.

12 It was, however, noted that only one local school—Coopers Academy—was identified as a future partner and supporter of the scheme. The applicant was advised that the participation of more local schools and organisations should be secured in order to expand its community programmes. It was further noted that affordability and accessibility (given the remote location of the site) had to be addressed in order to promote social inclusion.

13 In response, the applicant has submitted a Community Access Statement outlining proposed match day and user fees for private hire. These fees are either more affordable or equal to the fees being charged by similar facilities nearby. The Council has also imposed a condition that requires the submission of a Community Use Agreement (to be done in collaboration with Sport England), which details pricing, access by non-members, hours of use, management responsibilities and a review mechanism.

14 Moreover, the applicant has submitted correspondence from other local schools and organisations indicating their support and intention to enter into partnerships with the football club focused on extra-curricular and sporting activities. The list of future partners now includes La Fontaine Academy, Coopers Academy, Holy Trinity Lamorbey CE Primary School, The National Autistic Society (Bexley Branch) and Saints Foundation. The club will also operate multi-sport holiday camps during half-term and school holidays.

Sporting benefit

15 At the initial consultation stage, the applicant was asked to clarify the net loss of playing fields raised by Sport England. It was noted that although London Sport, the Football Association (FA) and Kent Football Association were in support of the proposal, the final views of Sport England and Bromley Council were important.

16 The net loss has been clarified. Sport England supports the scheme and has confirmed that the proposal meets exception E5 of their Playing Fields Policy subject to conditions, which have all been secured by the Council. Additionally, as highlighted under community use above, schools and organisations within the area are planning to enter into sport-related partnerships with the football club.

17 The Council has also included in the proposed heads of terms for a section 106 legal agreement a clause that secures the permanent retention of the remaining open land as playing fields and their upkeep to a useable standard to prevent future development and or dereliction. A clause prohibiting the occupation of the residential units until the stadium, playing fields and artificial pitches are completed and available for use is also included.

18 Finally, it should be noted that the owner of the site has indicated that the decline in the sporting facilities is due to a strategic business decision to redirect investment to non-sporting activities. When this strategy is combined with the length of time the sports facility has been derelict, it is reasonable to conclude that the likelihood of the current owner rehabilitating the sports facility is low. Moreover, the sizeable tract of previously developed land on-site meets an exception under paragraph 89 of the National Planning Policy Framework (NPPF); thus there is potential for the continued development of non-sporting activities on the site. It is therefore important to ensure that the site is secured as an outdoor sports facility and this proposal would achieve this strategic objective.

Lack of alternative sites

19 The applicant submitted an Alternative Site Assessment at Stage 1 to support its argument that the site at Flamingo Park is the only suitable site available. The applicant was, however, advised to conduct a more robust alternative site assessment including ease of access, journey times, distance and the economic viability of individual sites.

20 In response, the applicant has submitted a revised document that sets out the location and constraints of 14 alternative sites, as well as the number of public transport routes with stops within a mile of each site and the travel distance (walking, bus and train) from the club's historic home pitch at Star Lane to each of these sites. All of the sites are within a driving distance of four miles or ten driving minutes.

21 The sites are either designated as Green Belt, unavailable or constrained by other factors. No brownfield sites were identified. The high number of Green Belt sites identified in the applicant's Alternative Site Assessment is understandable given the predominance of Green Belt sites in the borough and the type of site required in terms of size, affordability and compatibility with surrounding areas.

Conclusion on VSC

22 Given the revised documents and new information submitted by the applicant, GLA officers are now satisfied that, on balance, the applicant has sufficiently demonstrated that there are 'very special circumstances' to justify the 'inappropriate development' on Green Belt and that the potential harm to the openness of the Green Belt is outweighed by the benefits to be derived from the proposal.

23 The proposal would secure the redevelopment of the site back to its original use for outdoor sports and in the process prevent the intensification of non-sporting activities that are incompatible with the site and its environs. In addition to being supported by London Sport, the Football Association, Kent Football Association and Sport England, the revised Sporting Needs Assessment has demonstrated that there are a number of local schools and organisations including The National Autistic Society that support the scheme and are keen to partner with the football club in providing sporting and other community activities. Furthermore, the Council will secure a Community User Agreement that will facilitate access to the facility by the wider community.

24 With regards to the unavailability of alternative sites, the revised assessment, though lacking in detail on the economic viability of the individual sites, is an improvement on the initial

document and clearly highlights the difficulty associated with finding another site that meets the requirements for a football stadium, is close to the community and is neither designated as Green Belt nor severely constrained by transportation or other factors.

Housing

Affordable housing

25 No affordable housing units are proposed. The inclusion of housing is to provide an element of enabling development to cross fund the football stadium. The viability assessments prepared by Aspinall Verdi for the applicant and by Colliers for the Council both show that even with an element of enabling development the project would still record a deficit of £6.8m and £10.2m respectively. Given the projected deficits, the applicant asserts that the inclusion of social housing will require the construction of additional flats and this would have a greater impact on the openness of the site.

26 GLA officers are satisfied that the project is unable to provide affordable housing.

27 In addition to the absence of affordable housing, the scheme only proposed 2-bedroom units at the initial consultation stage. In responding to the queries raised regarding the lack of a mix of units, the applicant asserts that, after conducting a market assessment and having discussions with local estate agents, 2-bed flats would provide the highest margin while minimising the footprint of the development. The applicant further states that about 32% of young adults aged 20-34 in the London Boroughs of Bexley and Bromley are living with their parents, and as such there is a very buoyant market for smaller properties and a real local need for first time buyers.

28 The non-provision of family sized units is accepted.

Urban design

29 The main concerns raised at Stage 1 stemmed from the potential harm the proposed scheme would cause to the openness the Green Belt given the inappropriateness of the development. The acceptance of the proposed design is therefore heavily dependent on showing that 'very special circumstances' exist to justify inappropriate development on the site. As stated previously, GLA officers are now satisfied that, on balance, the applicant has demonstrated that there are 'very special circumstances' to justify the 'inappropriate development' on Green Belt.

30 Regarding the quality of the design, as noted at Stage 1 the overall layout of the scheme is simple and the stadium design is of a high standard and meets the requirements set out in the Green Guide to Safety at Sports Grounds, and compliance with the Football Association's National Ground Grading document – Grade D has been secured by the Council. The residential element is also of high quality.

31 The use of brick was proposed at Stage 1 and was welcomed by GLA officers. The Council has requested details and sample boards of all external materials including roof cladding, wall facing materials, windows and door frames and decorative features prior to the commencement of any work on the relevant phase to ensure that the materials used meet their standards.

Inclusive design

32 Further information clarifying safe and inclusive access to the public realm on the site was requested at the initial consultation stage. The applicant in response has submitted drawings that address the sports facility, which confirms compliance with Building Regulations

Approved Documents Part M and Sport England's 'Accessible Sports Facilities Guide'. The issues previously highlighted about the public park and other aspects of the public realm, however, remain outstanding. The Council has secured, by condition, the submission of details of a scheme of landscaping, and it is expected that inclusive access will be addressed when approving the design and types of materials to be used on paved areas and other hard surfaces.

Climate change

33 At Stage 1, GLA officers did not support the use of ASHP technology and advised the applicant to revise the heating strategy for the scheme and to also clarify how the ASHP will operate alongside any other heating/cooling technologies being specified for the development.

34 The applicant has confirmed that the commercial will include ASHP providing both space heating and hot water. As the commercial unit is likely to have a relatively low hot water demand, this is accepted in this instance.

35 At the initial consultation, the applicant was advised to review the carbon emission savings for the scheme and provide the figures as per tables 1 and 2 in the latest GLA guidance document. In response, the applicant has provided revised calculations and revised carbon emissions and savings tables. The development is now expected to achieve 25% savings from the 'be lean' scheme over the baseline (39 tonnes) and 12% reduction from the 'be green' scheme over the baseline (19 tonnes). In total it is expected that the savings will be in the order of 58 tonnes annually, which equals to 36% over a Part L compliant baseline. No further information is required.

36 At Stage 1, the applicant was asked to provide the BRUKLS and SAPs for each stage of the energy hierarchy so that the carbon emission savings for each element could be better understood. The applicant has provided the BRUKL and DER worksheets demonstrating that the baseline has been modelled using boilers for space heating and hot water. No further information is required.

37 The applicant was asked to provide a roof layout drawing to demonstrate that there is sufficient space to accommodate the proposed PV.

38 The applicant has confirmed that the PV size is 28kWp. However, it is still not clear if this is for the stadium building or for the whole development, including the residential units. For instance, the roof layout drawing provided by the applicant suggests that the 28kWp PV array is for the stadium building only. From the SAP sheets in the original energy statement it can be seen that 0.5kWp has been used for each dwelling, this would give an additional PV requirement of 14kWp for the residential units. From the BRUKL model output for the stadium it can be estimated that approximately 45,000kWh will be generated by the PV in order to meet the carbon reduction reported in the BRUKL output. In order to meet this PV output a PV array in the order of 50kWp would be required, as outlined in the energy statement. Therefore it would suggest that 64kWp is the appropriate amount for the development. The Council has, however, requested the submission of the measures outlined in the energy statement prior to the commencement of any development as a condition to ensure compliance with London Plan policy.

39 At Stage 1, GLA officers advised the applicant to outline the measures taken to avoid overheating and minimise cooling demand in line with Policy 5.9, including any mitigation measures for restrictions posed by, for example, local air quality issues, ground floor apartments and single aspect units.

40 From the SAP sheets in the energy statement it can be seen that the 6 ach has been calculated by the SAP methodology based on the assumption that the dwelling windows will be openable i.e. no ventilation restrictions. The applicant should ensure that the adequate security

measures are incorporated into the ground floor units so that the windows can be open in practice.

41 The applicant has provided further information on how the risk of overheating will be reduced, including low energy lighting and internal blinds. The applicant has demonstrated that the solar gain limits for the non-residential elements will be met and that the risk of overheating is predicted to be 'slight' under the SAP assessment. The applicant has also confirmed that there will be no artificial cooling. No further information is required.

Flood risk and drainage

42 Following the Stage 1 Report and discussions between the applicant and the Council, further amendments and detail have been given to the Drainage Strategy prepared by JBA.

43 The applicant is now proposing a total of 1685m³ of surface water storage in order to reduce the maximum run off to 9.64l/s/ha, which is significantly below current discharge rates and less than double greenfield run-off rates. All of the proposed storage is located in sub surface features. Officers remain of the view that there are missed opportunities to install greener and surface level sustainable drainage measures that feature further up the drainage hierarchy contained in London Plan Policy 5:13 and offer a wider range of benefits.

44 The Council has requested the submission and approval of a Sustainable Urban Design System (SUDS) in line with the London Plan and an assessment of the hydrological and hydro geological context of the development as a planning condition.

Biodiversity

45 The Biodiversity Management Plan requested at Stage1 has been secured as a condition by the Council as well as a bat survey to ascertain if any bats are roosting in the buildings on site.

Archaeology

46 In response to the concerns raised at Stage 1, the applicant has submitted additional supporting information (prepared by JBA consulting, dated 03/02/16) and an archaeological assessment. The requested programme of archaeological work recommended by Historic England has been secured as a condition by the Council.

Transport

47 TfL highlighted a number of transport issues at Stage 1, including the detailed design of the site access including a Road Safety Audit, model outputs, stadium car parking and free bus service. The need for a travel plan, Car Park Management Plan and Construction Logistics Plan to be secured by condition or through the section 106 agreement, was also requested.

48 Adequate clarification was provided by the applicant concerning model outputs.

49 The stadium car parking provision proposed will remain unchanged from that originally proposed. TfL still considers that the justification for the car parking provision is inadequate. However, TfL does not consider that there are sufficient grounds to object on this occasion.

50 The detailed design of the vehicular access including the provision of a Road Safety Audits is required before the commencement of development and will be secured by condition.

51 Cycle parking will be secured by condition.

52 A Construction Management Plan has been secured by condition. A Car Park Management Plan including details of the proposed free bus has also been secured by condition. A Travel Plan will be secured through the section 106 agreement.

53 In summary, the transport issues raised at Stage 1 have been addressed, the application is now considered to be in accordance with the transport policies of the London Plan.

Response to consultation

54 The application was advertised by site and press notices, and consultation letters were sent to neighbouring properties. The Council received around 950 letters of support and about 68 letters of objection in relation to the application.

55 The representations received by the Council with regards to the application have been set out in detail in the Council's planning committee report dated 10 December 2015 and full copies of the individual representations have been made available to the Mayor as part of the statutory referral process. The key issues raised by the consultations are outlined below:

Issues raised in objection

Principle and land use

- Need green spaces not football stadiums.
- Area is part of the Green Belt which provides much needed break in urban development to allow air to clear.
- The Old National dock Labour Board ground would be ideal although would prefer the existing building to remain and form part of new structure.
- Residential use is a dangerous precedent that could open the flood gates for further development.
- The local neighbourhood is in Greenwich, don't want Cray Wanderers on our doorstep, should stay in own area.
- Last answer to housing shortage should be to build on Green Belt land.
- Concerned they might be stretching themselves with 2000 capacity as recent home game only had 103 spectators.
- No connection between Cray Wanderers and Flamingo Park.
- Greenwich LA have provided pitches for community use less than 1.4 miles away at Coldharbour leisure centre.
- Residential dwellings next to a football stadium doesn't fit.
- Although Cray Wanderers need their own ground this is not a suitable location.
- Should be a park area for multiple use not just football.

Traffic, highways and parking

- Would need a bridge (across A20) close to the entrance.
- Not enough parking on match days.
- A20 London bound already has significant problems on a daily basis from traffic football stadium and facilities will increase problems.
- Access to Flamingo Park is very limited with no convenient pedestrian routes from any railway station or bus stop.
- Access via motor vehicles is only accessible from one side of the A20.

- 393 cars leaving at the same time after a match would cause unimaginable traffic problems and jams.
- Already excess congestion along A20.
- Do not want extra traffic to park in an already overcrowded area on match days let alone using roads as a cut through to the by-pass.
- Fiveways junction is inadequate as it stands.
- Building of a Premier Inn on corner of Fiveways is going to have a negative impact – this will make things worse.
- Footscray Road already used as a bypass to the A20.
- Have been several serious accidents in the past when people have tried to cross the Bypass, climbing over the crash barriers.
- Insufficient parking proposed for capacity of stadium.
- Traffic lights at fiveways are in no way equal to the task of getting traffic away from the area quickly and efficiently.
- Problem of extra traffic.
- Connecting roads are insufficient to cope with increase in traffic expected.

Anti-social behaviour

- Public disorder offences, urinating and litter.
- Clashes between supporters.
- Extra litter.
- Groups of youths gathering can be intimidating.

Design/height/density

- Four storey residential blocks will be very imposing on area which is primarily 1930s two storey houses.
- Overdevelopment.

Impact on residential amenity

- One of few places to see a concrete-free skyline in the suburbs.
- Will be late night noise from all aspects, late kick-offs for week day games, parties, etc.
- Rise in pollution levels.
- With amount of facilities listed this is a 24/7 operation not merely a weekend sports event.
- Light pollution from 15m high stadium lighting.
- Capacity could rise giving rise to noise impacts.
- Licensed bar on premises will allow people to drink and make more noise when they leave.
- Noise levels during matches will be excessive/intolerable.
- Interfere with residents own enjoyment of property especially during good weather.
- Increased traffic will be a danger to children.
- Likelihood of rock concerts.
- Parking over other people's driveways and on grass verges.
- Noise from crowd would be intrusive on people tending to graves/attending funerals at adjacent cemetery.

Impact on local services

- Local infrastructure already saturated.
- Increased pressure on police resources to attend incidents at site.
- Emergency services would have difficulty getting anywhere locally.
- Local bus service inadequate to cope with amount of people who will be using it.

Impact on biodiversity and local environment

- Building could affect local run-off water when green space is lost.
- Two playing fields bordering the A20 will infringe upon the boundary shrubbery/treeline.
- Loss of green spaces.
- Once green space is gone it is gone forever.
- Impact on protected species.
- Concerned over dilapidation of wildlife habitats.

Other comments

- Is the club/council saying they do not intend to increase attendance and promote club following this huge investment? If not how will they be able to fund stadium?
- Challenge logic of the crowd calculations for future years.

Issues raised in support

Principle and land use

- Giving local charity a base and building some affordable housing for residents.
- Would put an end to anti-social behaviour and history of incidents at Flamingo Park.
- Proposal will restore land to its intended use.
- Huge improvement to derelict site.
- Current use of land is bordering on sleazy and does not reflect well on community.
- Application safeguards use of space for recreational purposes.
- Two bedroom flats are in huge demand for first time buyers.
- Site is currently under-utilised, dilapidated and an eyesore.
- Wholly appropriate within the Green Belt and level of development represents a special circumstance in ensuring the viability of the project.
- Will be an attractive site enhancing a higher level of activity and leisure and raise asset value of surrounding areas.
- Scheme is visionary and long overdue in community.
- Ideal location for a sports village.
- Would complement neighbouring golf, skiing and fitness centres.
- Huge shortage of housing so ticks all boxes.
- Shortage of suitable facilities in fiveways area.
- Even better if it stops the nightclub and boot sales.
- Should be no negative effect on world of Golf site next door.
- Size of investment proposed means ground will be kept in excellent condition and made available for public and private use.
- Site is close to the Crays.
- Meets social inclusion aspects.
- One of the few venues in the area which is easily accessible to local transport and other amenities e.g. shops.

- Are losing more sports and recreation grounds to housing developments and those remaining are poorly maintained and any dual purpose scheme which benefits the community is supported.
- Returns currently unsightly land to its original recreational use.
- Area is desperately in need of redevelopment.

Support for Crays Wanderers FC

- A football club with such heritage and within walking distance of Sidcup/New Eltham/Eltham/Chislehurst would be of benefit to the area.
- Support application to bring Cray wanderers back to the Cray area.
- Will raise profile of Cray Wanderers.
- Team deserves new ground.
- Club needs own ground to survive.
- Applicants always work to highest standard with integrity and professionalism.

Community benefit

- Facility would provide a fantastic hub that could encourage participation in sport and great leisure facility.
- Would allow families to watch football without paying costs of fully professional football.
- All children should have access to multi-sport coaching.
- Schools and community can use all-weather pitches.
- Provide amazing opportunities for children in area, especially for disadvantaged children.
- Cray Wanderers Community Scheme is an exceptional contributor to the community.
- Benefits go beyond commercial return but generate enthusiasm and inspiration for the young to get involved in sport.
- Benefit to the area providing valuable community facilities.
- Will provide jobs, education and state of the art facilities.
- Would provide a focus for young people and somewhere for them to go, doing something enjoyable.
- A strong community tends to be a place of lower crime.
- Would help reduce obesity problem.
- Will promote health and well-being.
- Social benefits to local community.
- Scheme will become a legacy for future generations.
- Outer pitches could be an attraction to smaller, local club.
- Will provide entertainment and pride to area.
- Bromley would benefit from additional revenue that project would bring.
- Will help regenerate area and breathe new life into one of England's oldest football clubs.

Responses to concerns about traffic impact

- Impact on traffic would be minimal during weekdays.
- Dual carriageway should be capable of handling the increase in traffic for short periods.
- Number of people using boot fairs far exceed projected vehicle numbers at the new Ground.
- Boot fairs made this stretch of road unusable and created more traffic on other local

residential roads in Chislehurst and Sidcup.

- Green screening around residential car parking area adds further to “green” aspect of the site.

Responses to concerns about density/design/massing, loss open space, residential amenity

- New design of building and the openness it gives lends itself to this site.
- Not a huge facility that will negatively affect local residents or infrastructure.
- Precedent for raising stadium height is in place.
- Extra lighting will not greatly affect residents.
- Far away enough from any residential facility to be considered a hindrance.
- Residential development will not exceed ridge height of any existing buildings.
- Openness would be maintained or even improved by proposal.
- Massing and visual impact not of immediate concern subject to more details of planting, screening, etc.

Other comment

- Capacity should be higher if club is to progress.
- There should be adequate screening in the way of planting and vegetation on any boundary to limit sight and sound pollution and any flood lighting should be kept to a minimum.
- Work on fiveways junction is prerequisite.

Responses from statutory consultees

- **Historic England:** No objection subject to conditions.
- **Bexley Council:** Raised concerns about the immediate and future impact of the proposal on the adjacent highway as well as on Five Ways junction and is requesting the submission of an impact assessment study. Also raised concerns about the inadequacy of the proposed level of parking and the possibility of on street parking issues in Bexley as has happened in the past. Noted that the assumptions relating to trip rates and parking demand are based on surveys of existing supporters attending the ground at Bromley, which is far more accessible by other transport means than the application site and that the proposed modal share for cars is therefore likely to have been underestimated. Recommended that the potential impact stemming from an increase in the number of supporters should be included in the transport assessment.
- **Sport England:** No objection subject to conditions.
- **Natural England:** No objection.
- **Thames Water:** No objection; however, noted that if there are any changes to the surface water or foul water strategies re-consultation will be required.
- **Environment Agency:** No comments.
- **Metropolitan Police Designing Out Crime Advisor:** No objection subject to conditions.

Responses from non-statutory bodies

- **Chislehurst Society:** Supports the restoration of the site to a sport ground in principle but questions the soundness of the argument that the development would not have a greater impact on the openness of the Green Belt. Would look for assurances that the residential scheme is the minimal to enable the core sporting/community scheme to be successfully completed; would have anticipated longer deceleration/acceleration lanes either side of site

entrance to the A20 so as to minimise interference with traffic flow; believe there are precedents within the Borough of sports ground being rejuvenated using resources released from the site by 'enabling residential development'.

- **London Sport:** Supports the application. Raised concerns about the loss of green space that could be used for sport but recognises that there are circumstances where enhancing capacity and quality is only achieved with appropriate enabling development. Sees the development as a great example of how the best of an existing (or former) sports facility; significant opportunity through this scheme to utilise potential investment from a range of sources including the football club, the FA and Football Foundation and private investment through enabling development; would provide much-needed accommodation for the Cray Wanderers Community Scheme; inclusion of an artificial 3G pitch will go towards meeting the major deficit of a good quality AGP across London; does not want to lose any green space what could be used for sport but recognise .
- **Kemnal Park Cemetery and Memorial Gardens:** Supports the proposal in principle. Raised some concerns about security strategy and management, drainage, landscaping and the impact on traffic on match days. Requested confirmation that these would be addressed so as to avoid any future detriment to Kemnal Park.
- **Bob Neill MP:** Supports the proposal.
- **Bromley Football Club:** Supports the scheme.
- **Chislewick Residents' Association:** Supports the scheme.

Representations to the Mayor of London

56 In addition to those representations received by the local authority, the Mayor received one letter from a local resident objecting to the proposed development. The resident objects to the development on the basis that it is an "encroachment on Green Belt land", which the Mayor, he believes, has categorically stated will not be allowed. GLA officers also received a written representation from another local resident who listed a number of reasons for his objection including: threat to wildlife in the area; noise and air pollution; over development; amount of housing is excessive; area is already overdeveloped and does not need more housing.

Responses to representations received

57 The main issues raised by objectors are the impact of the proposals on transportation and highways especially as it relates to local traffic conditions and parking, the loss of green space and residential amenity. These issues have been carefully assessed and are considered acceptable in this location. The proposal successfully mitigates its impacts and delivers high-quality design. The Council will also secure a number of conditions and terms under the s106 to address the issues raised.

Legal considerations

58 Under the arrangements set out in Article 5 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor has the power under Article 6 to direct the local planning authority to refuse permission for a planning application referred to him under Article 4 of the Order. The Mayor may also leave the decision to the local authority. In directing refusal the Mayor must have regard to the matters set out in Article 6(2) of the Order, including the principal purposes of the Greater London Authority, the effect on health and sustainable development, national policies and international obligations, regional planning guidance, and the use of the River Thames. The Mayor may direct refusal if he considers that to grant permission would be contrary to good strategic

planning in Greater London. If he decides to direct refusal, the Mayor must set out his reasons, and the local planning authority must issue these with the refusal notice.

Financial considerations

59 Should the Mayor direct refusal, he would be the principal party at any subsequent appeal hearing or public inquiry. Government guidance emphasises that parties usually pay their own expenses arising from an appeal.

60 Following an inquiry caused by a direction to refuse, costs may be awarded against the Mayor if he has either directed refusal unreasonably; handled a referral from a planning authority unreasonably; or behaved unreasonably during the appeal. A major factor in deciding whether the Mayor has acted unreasonably will be the extent to which he has taken account of established planning policy.

Conclusion

61 Having regard to the details of the application, the conditions and heads of terms for the S106 agreement set out by Bromley Council, on balance, the scheme is acceptable in strategic planning terms. The applicant has demonstrated, on balance, that 'very special circumstances' exist to justify the proposed inappropriate development on the Green Belt.

for further information, contact GLA Planning Unit (Development and Projects Team)

Stewart Murray, Assistant Director – Planning

020 7983 4271 email stewart.murray@london.gov.uk

Colin Wilson, Senior Manager – Development and Projects

020 7983 4783 email colin.wilson@london.gov.uk

Justin Carr, Strategic Planning Manager (Development Decisions)

020 7983 4895 email justin.carr@london.gov.uk

Andrew Payne, Case Officer

020 7983 4650 email andrew.payne@london.gov.uk
