

## 9. Working in Bromley

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### Town Centres

#### Introduction

This section of the report outlines the retail policies for the town centre. Bromley Town Centre has historically been and still is the main retail centre for the Borough and its status is reflected in the London Plan. Bromley is one of seven outer London Boroughs which lie in the South-East and offers residents of the Borough the widest selection of goods and services.

The centre has a night-time economy of regional/sub-regional importance and has the potential to accommodate a wider leisure and cultural offer.

#### Shopping Centre Hierarchy

The shopping hierarchy of the Borough's established centres has evolved over a considerable period of time.

**METROPOLITAN CENTRE** – Bromley

**MAJOR TOWN CENTRE** - Orpington

**DISTRICT CENTRE** – Beckenham, Crystal Palace, Penge, Petts Wood, West Wickham

**LOCAL CENTRES** – Biggin Hill, Chislehurst, Hayes, Locksbottom, Mottingham

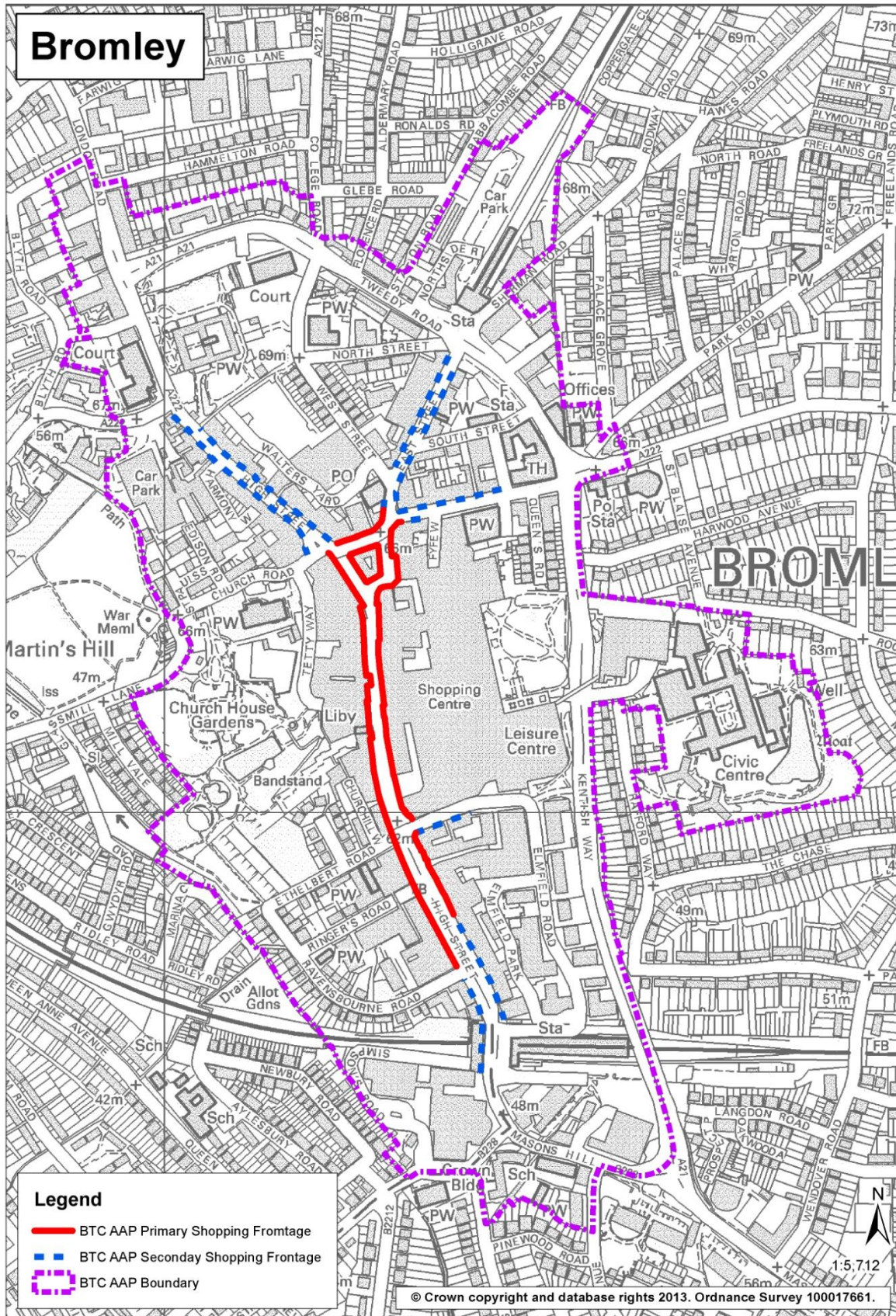
**NEIGHBOURHOOD CENTRES AND PARADES** – 73 local parades across the Borough

#### Supporting text

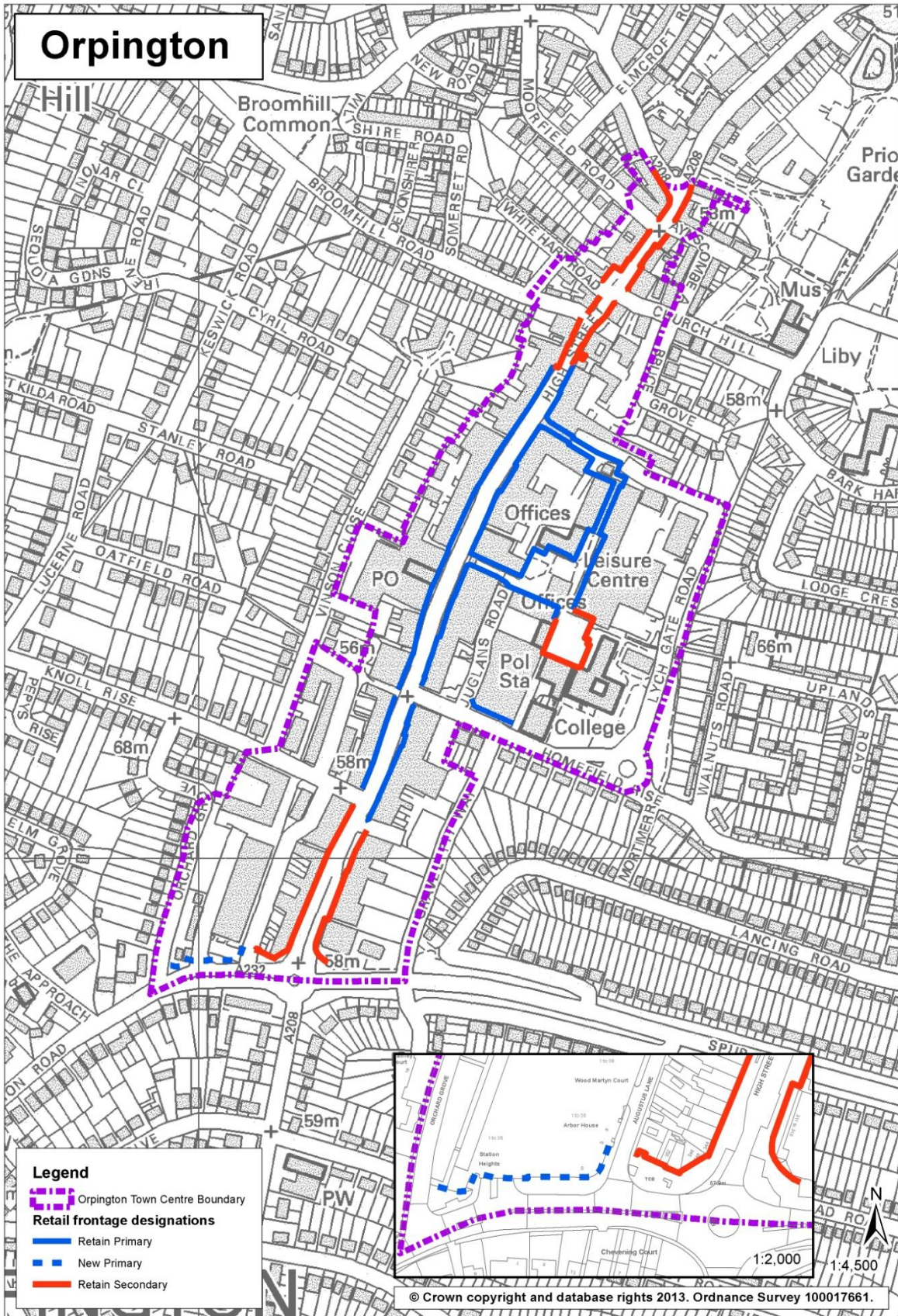
The National Planning Policy Framework (NPPF) requires Local Planning Authorities to define their town centre boundaries and primary and secondary frontages in designated centres and set policies that make clear which uses will be permitted in such locations. The maps on the following pages show town centre boundaries and primary and secondary destinations for Bromley, Orpington and the five District Centres.

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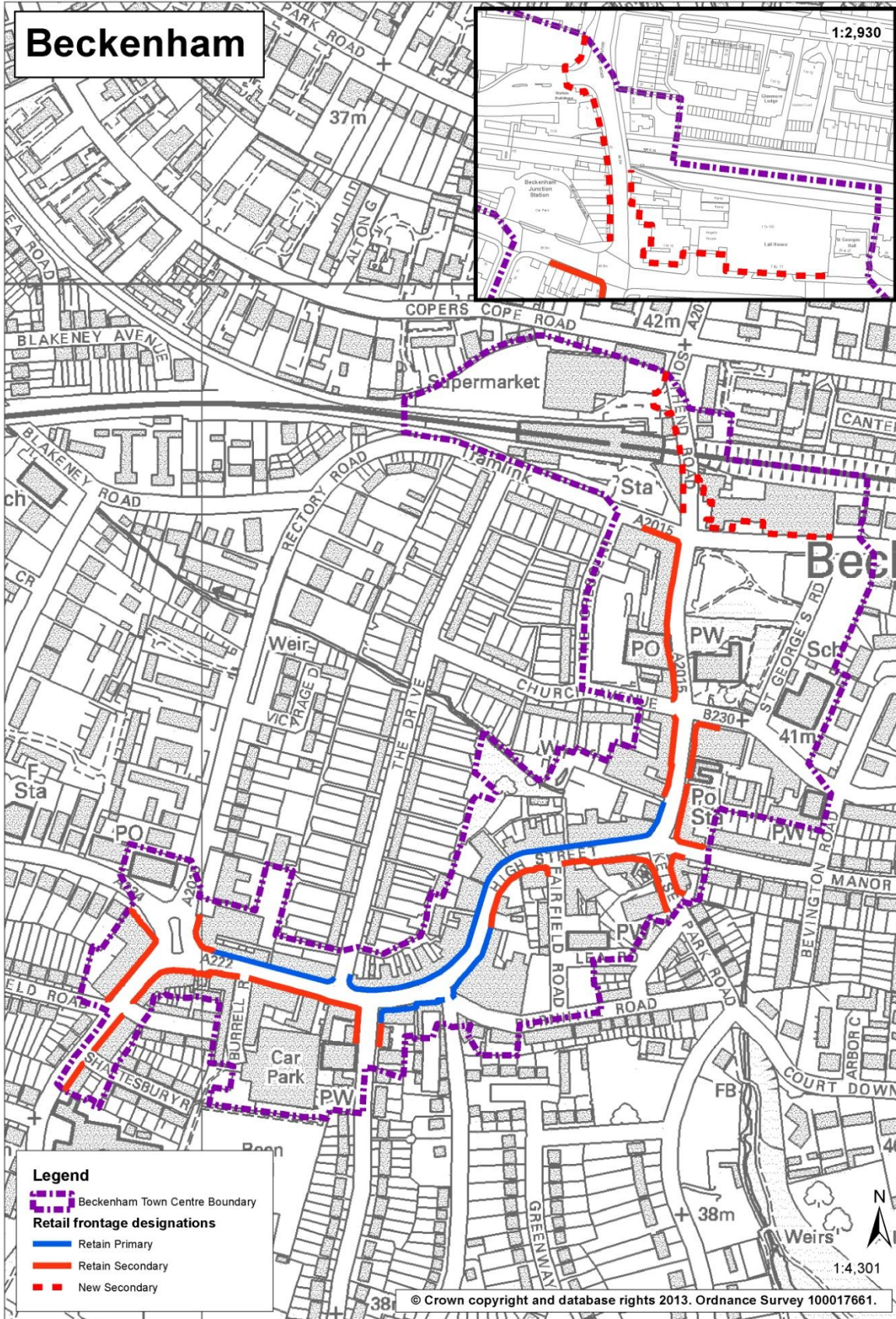
## Town Centre Boundaries and Shopping Designations



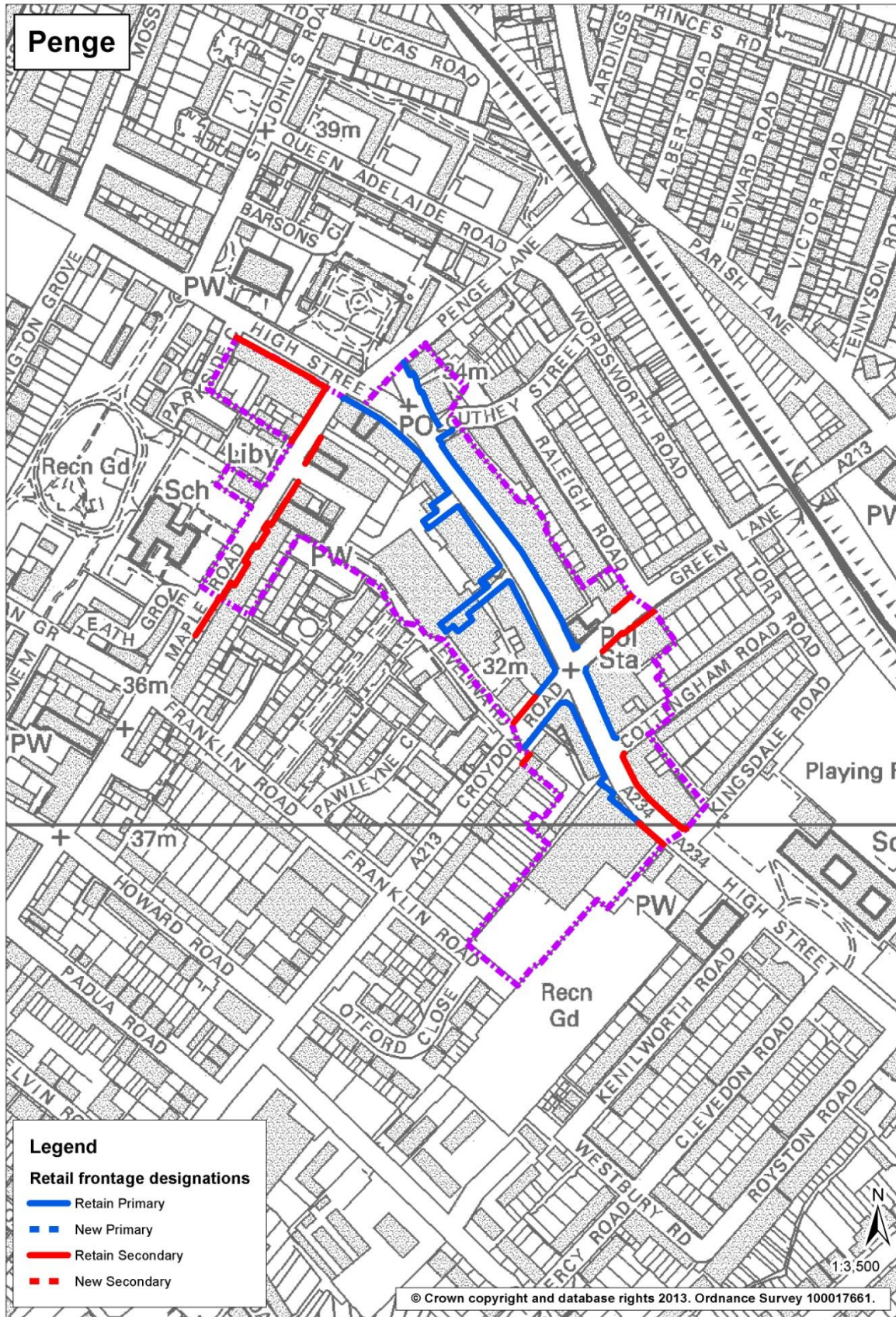
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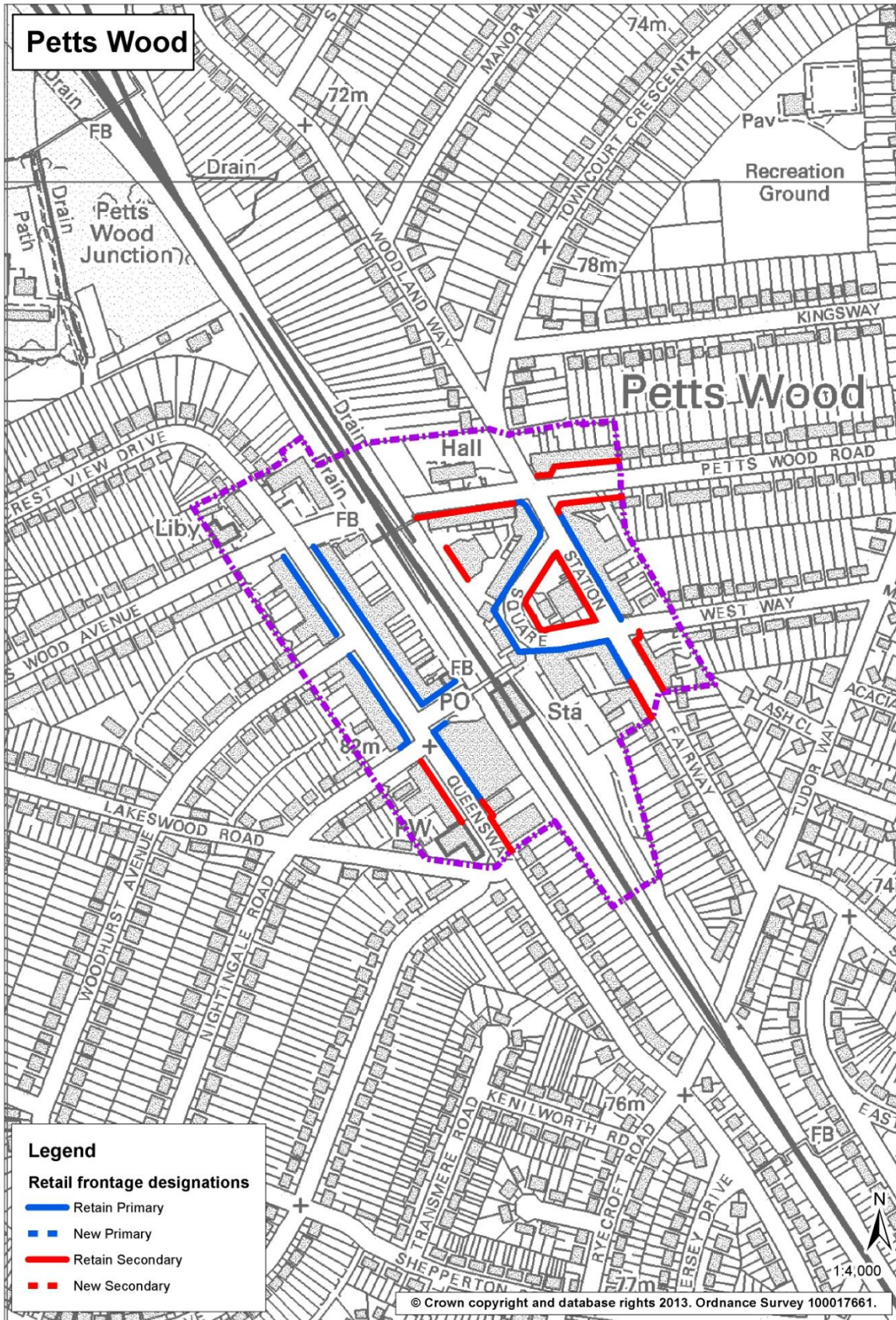
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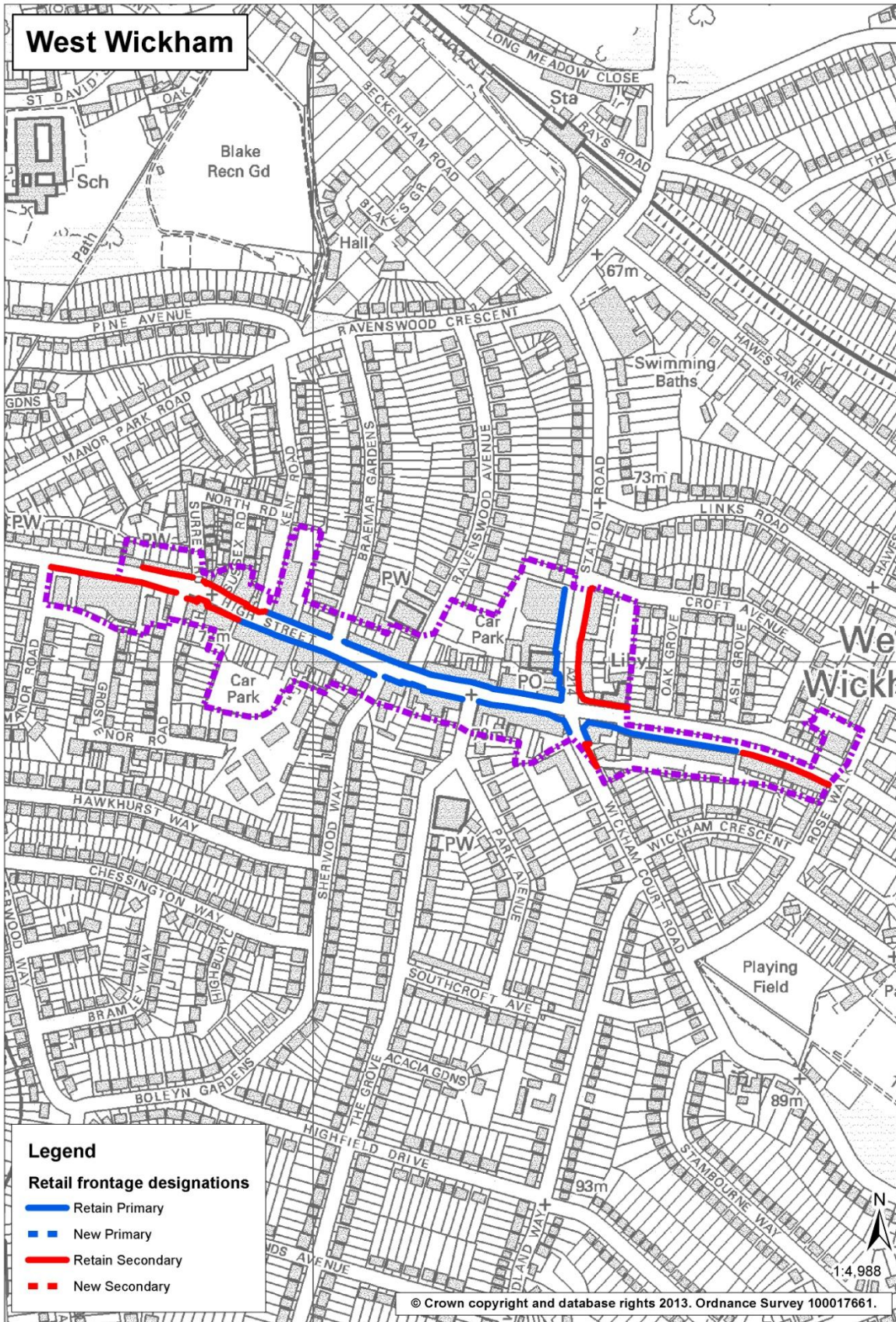
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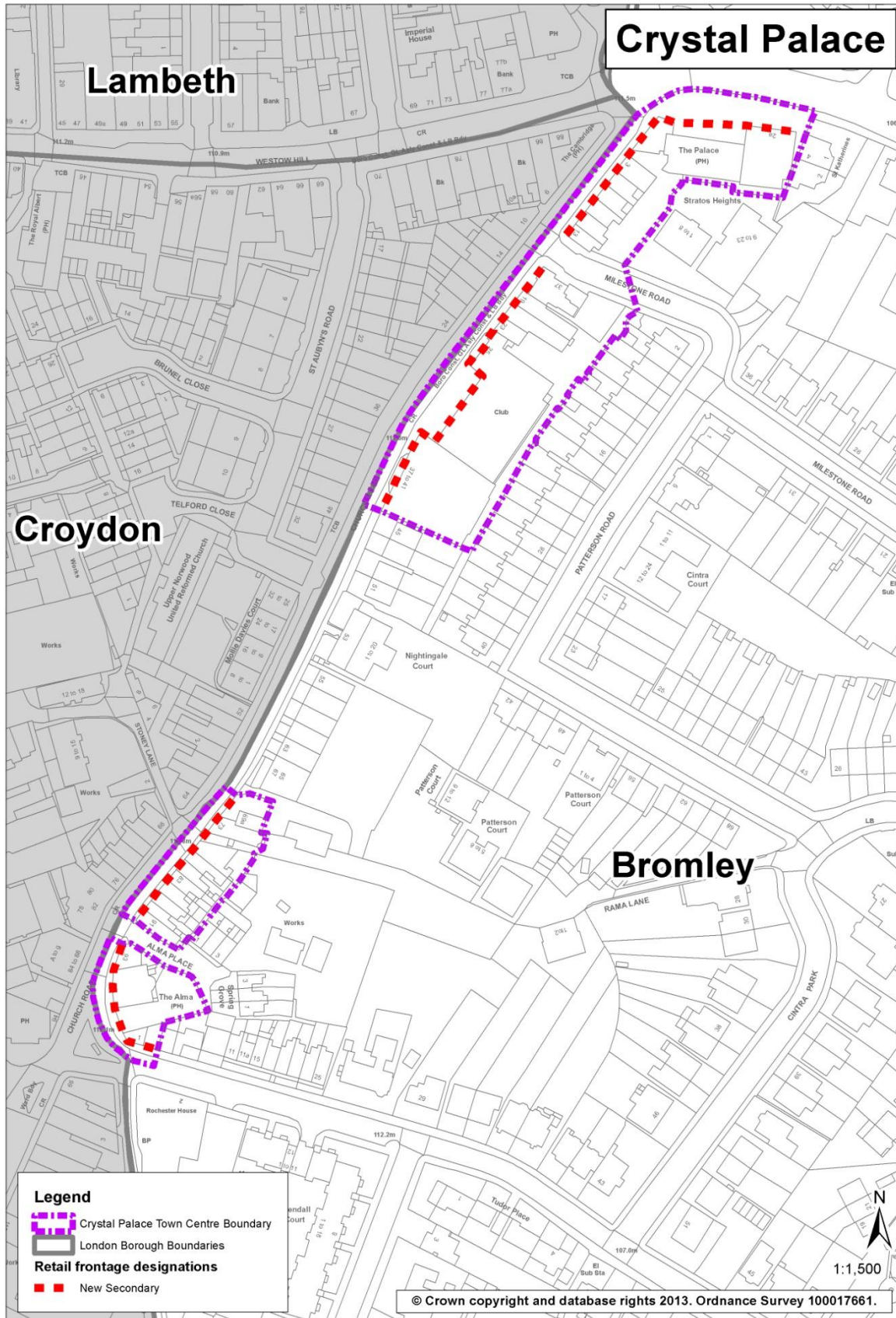
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### Draft Policy - Location of New Development

1. The Council will require new retail, commercial and leisure development to be located within designated town centres, or if no in-centre sites are available, sites on the edge of centres, or can be, well integrated with existing centres and public transport.
2. Proposals for retail, leisure and office development outside of the town centres, over 2,500sqm (if no local threshold is set) should include an assessment of:
  - a) the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
  - b) the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made.

### Supporting text

The NPPF set out that applications for main town centre uses will be located in town centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre.

The London Plan also sets at para 4.43 that where need is established, boroughs should adopt a sequential approach to identifying suitable sites to accommodate it.

Bromley's function is primarily as a comparison goods shopping destination. The AAP sets out that the total retail floorspace of the town centre is approximately 115,200sqm (including Intu Bromley which comprises 40,700sqm and The Mall 10,780sqm). The future development of Opportunity Site G (Churchill Place) will provide the qualitative expansion of the prime retail offer needed to ensure the centres long term competitiveness.

The 2012 Retail Capacity Study concluded that Bromley could accommodate capacity for a further 10,700sqm net of comparison floorspace at 2016; rising to 23,100sqm by 2021 and 37,700sqm by 2026 if forecast trends occur.

### Draft Policy - Metropolitan & Major Town Centres

1. The Council will require development within Bromley Town Centre to adhere to Policies contained within the Area Action Plan adopted in 2010.
2. Within the primary frontages in Bromley and Orpington Town Centre as set out on the defined maps the Council will only consider a Change of Use away from A1 where the proposal would
  - a) not harm the predominant retail character of the shopping frontage
  - b) generate significant pedestrian visits during shopping hours
  - c) complement the existing shopping function of the town centre
  - d) not create an over concentration of similar uses
  - e) not result in adverse effects caused by crime, disorder or anti-social behaviour

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3. Within the secondary frontages of Bromley and Orpington the Council will only consider a Change of Use away from A1 where the proposal would meet all of the following criteria:
  - a) the use would provide a service that complements the shopping function of the town centre;
  - b) not harm the retail character, attractiveness, vitality and viability of the town centre including unreasonably reducing the number of A1 units
  - c) retain an appearance which is compatible with the adjoining shops
  - d) provides an active frontage at ground floor level line

### Supporting text

Bromley is the largest retail centre in the borough and caters for the wider community in terms of retailing and leisure opportunities. Bromley is currently ranked 34<sup>th</sup> in the top 50 CACI Retail Footprint Index. As well as being the main retail centre it also has the largest concentration of offices and businesses within the Borough (700 commercial units).

Major renewal of Bromley Town Centre is planned over the next 15 years, supported by £2 million Mayoral funding. This will increase the town's position in the retail rankings and provide an attractive environment for new businesses to locate. The historic core of Bromley North Village has also been identified through the *Mayor's Great Spaces* as a public realm investment priority area.

The Area Action Plan (AAP) for the town centre, which was adopted in 2010, will ensure that Bromley continues to maintain its designated position in the retail hierarchy as a Metropolitan Town Centre and continue to make it a vibrant place where an increasing number of people want to live, work and shop.

To maintain and enhance Bromley's competitive position, the Council recognises that it is vitally important to invest in and improve the centre's facilities, infrastructure and retail offer.

The markets in the pedestrianised part of the high street continue to contribute to Bromley's attractiveness as a shopping destination (Thurs-Sat).

Orpington High Street and adjacent Walnuts Shopping Centre contain a wide selection of high-street shops. There is a general market located in front of Orpington College, three days a week. Several out-of-town retail parks are located along Sevenoaks Way, Court Road and Cray Avenue. The Nugent Shopping Park comprises popular high street stores. The public realm improvements made to Orpington coupled with the development of a new cinema, leisure complex may justify Orpington being re-classified as a metropolitan town centre.

### Draft Policy - District Centres

1. Within the primary frontages of Beckenham, Crystal Palace, Penge, Petts Wood and West Wickham as set out in the maps below the Council will only consider a Change of use away from A1 where the proposal would:
  - a) not harm the predominant retail character of the shopping frontage
  - b) generate significant pedestrian visits during shopping hours
  - c) complement the existing shopping function of the town centre
  - d) not create an over concentration of similar uses
  - e) not result in adverse effects caused by crime, disorder or anti-social behaviour

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2. Within the secondary frontages of Beckenham, Crystal Palace, Penge, Petts Wood and West Wickham (District Centres) as set out in the maps below, the Council will only consider a Change of Use away from A1 where the proposal would meet all of the following criteria:
  - a) the use would provide a service that complements the shopping function of the town centre;
  - b) not harm the retail character, attractiveness, vitality and viability of the centre including unreasonably reducing the number of A1 units
  - c) retain an appearance which is compatible with the adjoining shops/premises
  - d) provides an active frontage at ground floor level

### Supporting text

The role and function of the Borough's four District Centres changes from centre to centre. Some centres have high footfalls during the day whilst some centres have an active night time economy.

Beckenham High Street is the third largest within the Borough and it has an important evening economy. Crystal Palace, Penge, Petts Wood and West Wickham all have a good mix of chain stores (including supermarkets) and independent shops as well as pubs and restaurants and community and leisure facilities.

### Draft Policy - Neighbourhood Local Centres, Local Parades and Individual Shops

1. Within designated neighbourhood local centres of shopping parades, the Council will require the retention of Class A1 shops, to support the provision of essential daily goods and services and ensure a range of uses consistent with the local character to contribute to its vitality and viability for shoppers.
2. A change of use to non-A1 uses will only be considered if the following criteria are satisfied:
  - a) the use proposed contributes to the range of local services or the provision of local community facilities;
  - b) where long term vacancy can be shown the Council will consider alternative uses.

### Supporting text

As well as the Metropolitan, Major, District & Local Centres, the Borough also has a wide variety of local shops serving mainly residential areas. These shops are particularly important in rural areas and for people unable to reach larger centres.

### Draft Policy - Bromley Shopping Centre (formally The Glades)

Within the main Shopping Centre the Council will permit a change of use away from retail (Class A1), provided that the centre's primary retail function is not adversely affected.

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### Supporting text

The Intu Shopping Centre is an important focus of the town's retail offer. The Council will seek to retain as many shopping units as possible. The latest GOAD report (April 2013) identifies 444 retail outlets which provides around 1,295,600 sqft of retail floorspace.

#### **Draft Policy - Change in Use of Upper Floors**

Proposals within the town centre areas, as defined in the town centre boundary plans, for the conversion of upper floors of shops or commercial premises to residential, community, office accommodation, leisure or nursery will be permitted, provided that:

1. Any physical alteration does not adversely affect the character or appearance of the property
2. Residential or office use is compatible with adjacent/adjoining uses,
3. There is no adverse effect on nearby environmental or residential amenity, and
4. Adequate access and car parking can be provided (see transport policies)

### Supporting text

The Borough Council acknowledges, in accordance with the National Planning Policy Framework, that whilst good retailing is essential to the vitality and viability of town centres, a diversity of uses, and access to them, is required to sustain such activity in the high street.

The Borough Council seeks, therefore, to encourage a high level of activity above the ground floor levels in both the primary and secondary shopping areas or alternative locations within the town centres, if more appropriate. In accordance with this principle, the Council will encourage owners to bring unused or under-utilised upper floors of existing buildings in the town centres, into productive residential, community or office use.

Such occupation should deter vandalism, ensure that properties are maintained, enhanced or preserved (this being especially valuable for buildings in the Conservation Areas), and should make a positive contribution to the quality, economy and vitality of the built form, both during the day and in the evening or outside business hours.

In the town centres of Bromley and Orpington, the use of the upper floors for office purposes will generally be permitted in the primary shopping areas and the secondary shopping areas, in order to maximise the commercial potential of such buildings. Upper floors will provide significant opportunities for the establishment of such businesses.

The use of upper floors for residential accommodation will essentially be encouraged anywhere within the town centres. In general terms, the Council recognises the many benefits associated with encouraging residential uses at upper floor levels within the town centres. In view of such benefits, and to facilitate conversion, the Borough Council will, if necessary, take a more flexible approach to car parking, access and servicing arrangements and standards.

#### **Draft Policy - Temporary Uses**

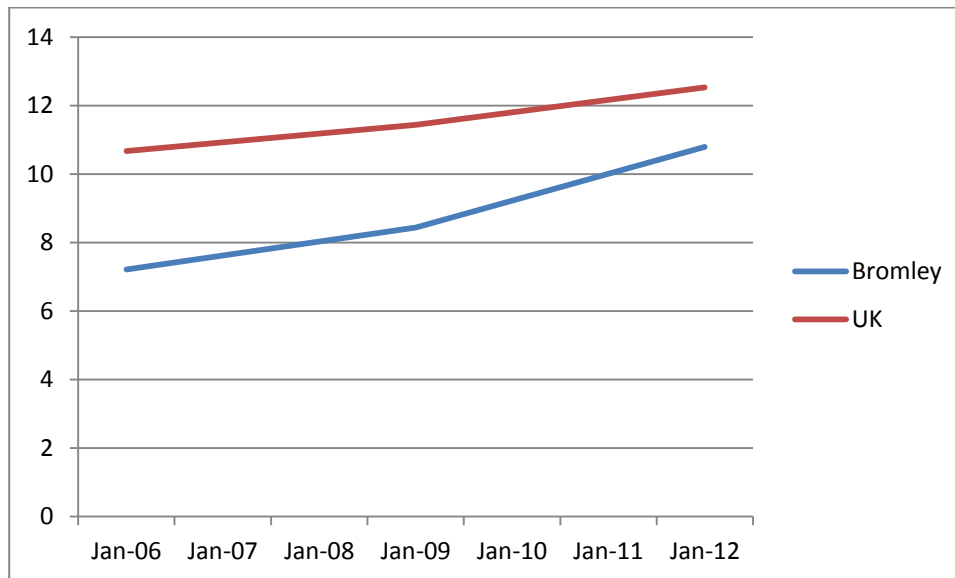
In order to reduce/prevent long term vacancies in high streets or local shopping parades the Council will permit temporary uses where it can be demonstrated that a shop unit has been vacant for longer than 3 months provided:

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1. the new use provides an active frontage at ground floor level
2. a steady flow of pedestrian footfall during day time hours
3. does not cause undue harm to the vitality and viability of the shopping parade
4. the use does not create undue noise or disturbance
5. the use does not create parking problems

### Supporting text

An analysis of GOAD reports from the past 6 years show that vacancy rates in Bromley Town Centre have risen year on year since January 2006. Whilst still lower than the UK average a steeper rise in the number of vacant units has been seen since January 2009. In order to address the rise Central Government commissioned Mary Portas to carry a review of UK High Streets in 2011.



Town Centres must serve new functions if they are to continue to be successful and vibrant. The 2011 Mary Portas review suggests high streets need to diversify and not just include shops but also offices, housing, schools or other social, commercial and cultural enterprises and meeting places. High Streets must be ready to experiment, try new things, take risks and become destinations again.

The growth of internet shopping is set to continue in the years ahead and to combat this Mary Portas vision is that in the future high streets won't be just about selling goods but the mix will include shops, houses, offices, sport, schools and other social, commercial and cultural enterprises and meeting places.

### Draft Policy - Development outside of Defined Town Centres

Proposals for new Retail & Leisure Development outside of existing centres will be expected to meet the following criteria:

1. there is a demonstrated/evidenced need for the proposal
2. the sequential test had been met as set out in the NPPF

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If the sequential test has been met the proposal the proposed development will be expected to:

- 2 (ii) be easily accessible to those cycling or walking and is, or will be, well served by public transport

### **Draft Policy - Restaurants, Pubs & Hot Food Takeaways**

The Council will only permit proposals for a new restaurant, café, drinking establishment and/or Hot Food Takeaway where:

- i) the proposal would not detract from the vitality and viability of the shopping parade
- ii) the proposal would not result in an over concentration of food and drink establishments
- iii) there is no harm or loss of amenity to nearby residents through noise, disturbance, smells, fumes, litter and unneighbourly opening hours.
- iv) the proposal would not create undue traffic congestion as a result of the change of use

### **Supporting text**

Restaurants, cafes, pubs and Hot Food Takeaways all make an important contribution to creating a vibrant town centre and shopping area, they can however create negative impacts if not carefully managed.

The evening economy can make a significant contribution to the town centre vitality and viability. Policy 4.6 of The London Plan encourages a supportive approach to planning a range of diverse night time activities in appropriate locations.

The secondary frontages of Bromley and Orpington, District, Neighbourhood and Local Parades are considered the most appropriate areas in which to encourage such establishments. The needs of local residents must also be carefully considered.

### **Draft Policy - Residential Accommodation**

The Council will only permit the change of use of ground floor premises in shopping areas to residential uses where:

- (i) the proposed use would not undermine the retail vitality and viability of the centre
- (ii) the proposal would not be within the primary shopping area of a Metropolitan, Major or District Centre
- (iii) vacancy of the unit can be demonstrated and that no other commercial or community use is interested in occupying the unit

### **Supporting text**

A number of local shops have been converted to residential in recent years. Where these changes occur in the middle of the parade, the result is a fragmented shopping strip. To avoid this, the Council will seek to reduce the interruption by directing residential conversions to the ends of the shopping parades. Corner shop units often make an important contribution to the local streetscape through their character and design, even when they exist in isolation, and should be retained.

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### Draft Policy - Shops & Services in Rural Areas

The Council will seek to retain local village shops and services and where possible encourage new ones (including farm shops). The Council will only permit changes of use away from A1 where:-

- (i) it would not harm the vitality and viability of the surrounding community
- (ii) the use is appropriate and serves the local community

### Supporting text

The decline of neighbourhood and village shops is attributable to a variety of circumstances. Firstly, changing consumer patterns have led to the rise and convenience of the one large weekly shopping trip at major supermarkets. Increased mobility also means local shops operate in direct competition with larger centres.

However, the presence of neighbourhood and village shops is an important component in maintaining sustainable communities. The continued presence of neighbourhood and village shops often negates the need to travel to the larger centres and serves a vital service to the less mobile; the younger and elderly sections of the community.

### Draft Policy - Markets

The Council will seek to ensure the continuance of existing markets in the Borough and encourage proposals for new markets where:

- (i) there would be no adverse disturbance to residential amenities; and adequate access is provided for servicing.

### Supporting text

Bromley has its Charter Market each Thursday, Friday and Saturday throughout the day. It also has specialty markets a couple of times a year and each of the District Centres (except Petts Wood) has a market.

The Mary Portas report talks about markets being a fantastic way to bring a town to life. The Borough will continue to support markets in bringing about vitality and viability to its shopping areas bringing in further investment.

### Draft Policy - Shopfronts and Security Shutters

1. The Council will resist the removal of shop fronts of architectural or historic merit.
2. The Council will expect proposals for new shop fronts or alterations to existing shop fronts to demonstrate a high quality, which complements the original design, proportions, materials and detailing of the shop front, surrounding streetscene and the building of which it forms part
3. Blinds, canopies or shutters where acceptable in principle must be appropriate to the character of the shop front and its setting; external security grilles will not normally be permitted; in sensitive areas, rigid and gloss finish blinds will be unacceptable.

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4. New signage and illumination to shop fronts must demonstrate a high quality of design, which complements the character and materials of the shop front and surrounding streetscene and does not compromise public safety.
5. New shop fronts must be designated to allow equal access for all users.
6. When considering applications for security shutters the Council will not permit solid shutters of an open type where:
  - i) shutter boxes are not over dominant, are contained within the shopfront and do not protect from the face of the building; and
  - ii) both shutter boxes and shutters are not of untreated metal and are colour co-ordinated to match the shopfront.

### **Draft Policy - Advertisements**

Advertisements, hoardings and signs should:

1. have regard to the character of the surrounding area;
2. be in keeping with the scale, form and character of any buildings on which they are placed
3. generally not be located in residential areas and the Green Belt, Metropolitan Open Land (MOL) and Urban Open Space;
4. preserve or enhance the character or appearance of conservation area; and
5. not be likely to create a hazard to road users

### **Supporting text**

Advertisements and signs are defined as including: fascia signs, projecting signs, pole signs, posters and street advertisements on forecourts etc.), and their means of illumination.

Advertisements and signs are an important part of the street scene and can make an attractive and lively contribution to the appearance of shopping areas. The uncontrolled display or illumination of advertisements and signs, however, could lead to visual intrusion and clutter



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### **Business, Employment and Local Economy**

#### **Introduction**

Employment in the Borough is forecast to increase by 6% to 137,000 by 2031, from 129,000 in 2011; this increase is similar to the percentage change in many other outer London boroughs including the adjoining boroughs of Croydon and Bexley.

A strong local economy is key to continuing prosperity in Bromley, underpinning the high quality of life which characterises the borough. Business owners and managers appreciate the Borough's excellent transport links, its readily available pool of skilled staff, low crime levels and green surroundings.

Bromley Town Centre is the main location for the Borough's office-based businesses, with approximately 200,000 square metres of floorspace, over one third of the total office floorspace in the Borough. Orpington, which benefits from close links with the M25, has the next largest concentration with approximately 50,000 sq m. The remainder is mainly distributed amongst the Borough's District Centres.

Despite some decline of manufacturing employment in the Borough, industry and warehousing remain important elements of the local economy. There are approximately 100 hectares of land in industrial or warehousing use, the majority being concentrated within the Business Areas in the Cray Valley, Lower Sydenham (Kangley Bridge Road), Elmers End and Biggin Hill.

St Mary Cray is the largest of the areas with 40 hectares used for light industry or warehousing. It is the area with the best connections to the M25 and is the Borough's prime location for such businesses. Both Lower Sydenham and Elmers End have relatively good connections to Central London. The Business Area at Biggin Hill provides premises that benefit from close connections with the aviation industry and with air transport facilities.

#### **Local Issues and Evidence**

A recent study undertaken by DTZ on behalf of the Council provides an evidence base for planning the borough's long-term future commercial requirements. Employment in the Borough is forecast to increase by 6% to 137,000 by 2031, from 129,000 in 2011; this increase is similar to the percentage change in many other outer London boroughs including the adjoining boroughs of Croydon and Bexley.

These trends are likely to lead to the following net additional figures for space required to accommodate changes in employment:

- A significant requirement for office space (121,000 sq m) driven by business services and financial services.
- Falling requirements (-9,200 sq m) for industrial /other business space driven by a decline in the manufacturing sector, and a decline for warehousing (-7,700 sq m).

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- A small increase in non-B uses requiring traditional employment (i.e. B use) sites of 2,300 sq m, driven by declines in wholesale and increases in health and education.
- Also, a brief examination of non-B uses requiring non-traditional (i.e. non-B) sites highlights a total requirement of 249,000 sq m of floorspace. This will be driven primarily by construction, retail, hotels and restaurants. This requirement is likely to need a variety of types and locations of sites across the borough that fall under a number of non-B use classes.

The sectors that are set to grow the most in Bromley between 2006 and 2031 are Business Services, Financial Services, Construction, Health and Education and Hotels and Restaurants. Meanwhile, sectors forecast to lose employment include Manufacturing, Transport and Communications and Wholesale.

The key to planning employment land provision to 2031 is restricting the release of existing office sites and non-office sites that have the potential to be converted to office uses. The DTZ study recommends protecting against loss to other uses existing employment land and premises in Bromley that meet the following criteria:

- Existing employment sites or premises that are within town centres. Bromley South represents the greatest opportunity to accommodate additional future development.
- Existing employment sites or premises that are suitable existing office locations outside town centres to provide both capacity for growth and choice for the market.

It is important to consider how best to protect the Business Areas and office accommodation for future business needs, whilst encouraging improvements to the existing stock and quality of environment. This will particularly require proactive activity to nurture growth of the office market in Bromley Town Centre over the short, medium and long-term given the highlighted anticipated demand for such floorspace.

The Bromley Area Action Plan identifies the need for at least 7,000 sq m of office floorspace. This presents a challenge in terms of provision for future growth and will need to be considered in the long-term context of the potential for the DLR to extend to Bromley.

The Cray Valley commercial corridor (which includes the St Mary Cray IBP) represents just over 50% of all designated Business Area floorspace in the Borough. Such an agglomeration requires a particular focus to be directed towards the progressive upgrading of employment land in line with the SIL status, principally to provide modern industrial premises. This involves support of the intensification, and upgrading, of the area to meet expected future business needs, particularly the forecast growth in office ('B' use class) based employment.

The Strategic Outer London Development Centre status of Biggin Hill offers the potential for increased support of economic growth activities at Biggin Hill Airport and the adjoining industrial area. This would focus on aviation-related activities, with the provision of associated business infrastructure and amenities. It is important to note this employment growth would not increase the number of flights as per the existing lease arrangements and would have regard to the accessibility and environmental constraints.

The continued challenging economic climate presents real challenges, highlighting the need to continue to ensure Bromley achieves its vision through clear designations, identifying

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where growth and investment will be encouraged. Economic growth is important to achieving the long term overall vision of Building a Better Bromley and the emerging Local Plan.

### Economic Growth

#### Draft Policy - Economic Growth

The Council has identified three priority areas for economic growth:

Bromley Town Centre  
Cray Commercial Corridor  
Biggin Hill Strategic Outer London Development Centre

In these areas the focus will be on bringing forward adequate development capacity, the co-ordination of public and private investment, and the delivery of enabling infrastructure.

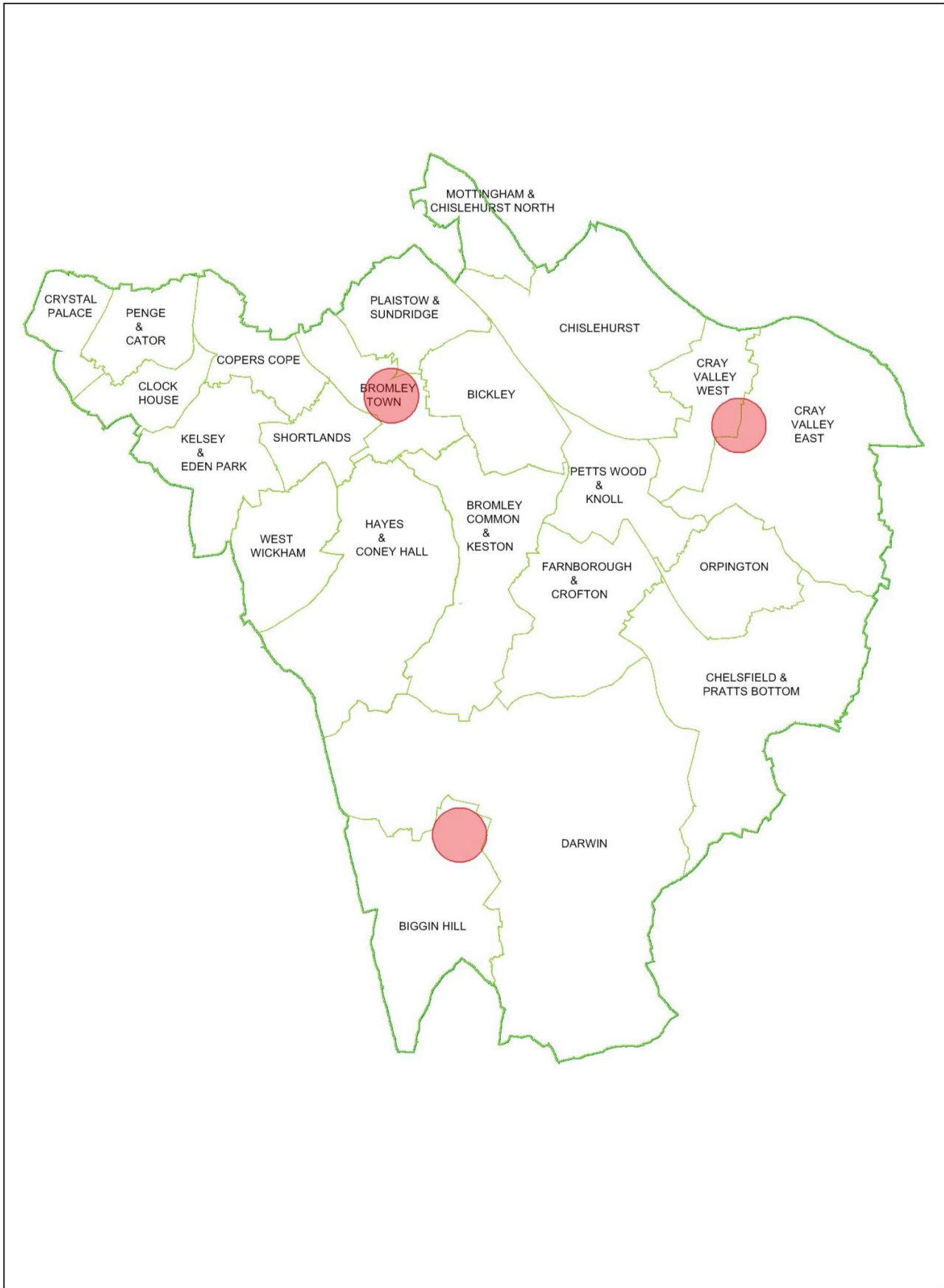
#### Supporting Text

The Council's evidence base and the GLA trajectory for Borough employment growth highlight the need to provide a range of modern good quality floorspace to meet employment forecasts in the Borough. In addition, the Council is seeking to encourage a higher level of economic growth and have identified three areas - Bromley Town Centre, Crays Commercial Corridor and Biggin Hill Airport, given their strategic importance (metropolitan town centre, SIL and SOLDC). To meet the needs of new and growing businesses, the Council will work with businesses and other partners to ensure the supply of quality employment floorspace.

This strategic policy sets the context for the Working in Bromley section of the Local Plan and acknowledges the NPPF approach to building a strong, competitive economy, and the commitment to securing economic growth in order to create jobs and prosperity.

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## Strategic Economic Growth Locations



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### **Draft Policy - Strategic Industrial Locations (SIL)**

The Cray Business Corridor (the Borough's SIL locations), will be safeguarded for:

- (i) Class B1, provided that the use does not impede effective operation of neighbouring businesses and large new offices meet office policy;
- (ii) Class B2; or
- (iii) Class B8

Where non B-use class operations are already in existence on a site in the SIL, proposals for non B-uses must provide employment generating uses complementary to the role of the SIL.

### **Supporting Text**

The Cray Business Corridor is one of three employment areas within the Borough that could accommodate significant growth over the next fifteen years. The Corridor includes Sevenoaks Way/Cray Avenue, comprising over 40% of the land within the borough's business areas, and Crayfields and Ruxley Corner which bring the total to over 50%.

The Cray Corridor provides a key opportunity to provide floorspace to meet the demands of modern industry and business and to secure a balance of employment jobs in terms of type and quality across the Borough.

Policy is intended to safeguard industrial B-use class uses, but not forgo proposals that create additional employment opportunities where existing non-B uses exist, providing they fit in with the function and operation of the industrial areas.

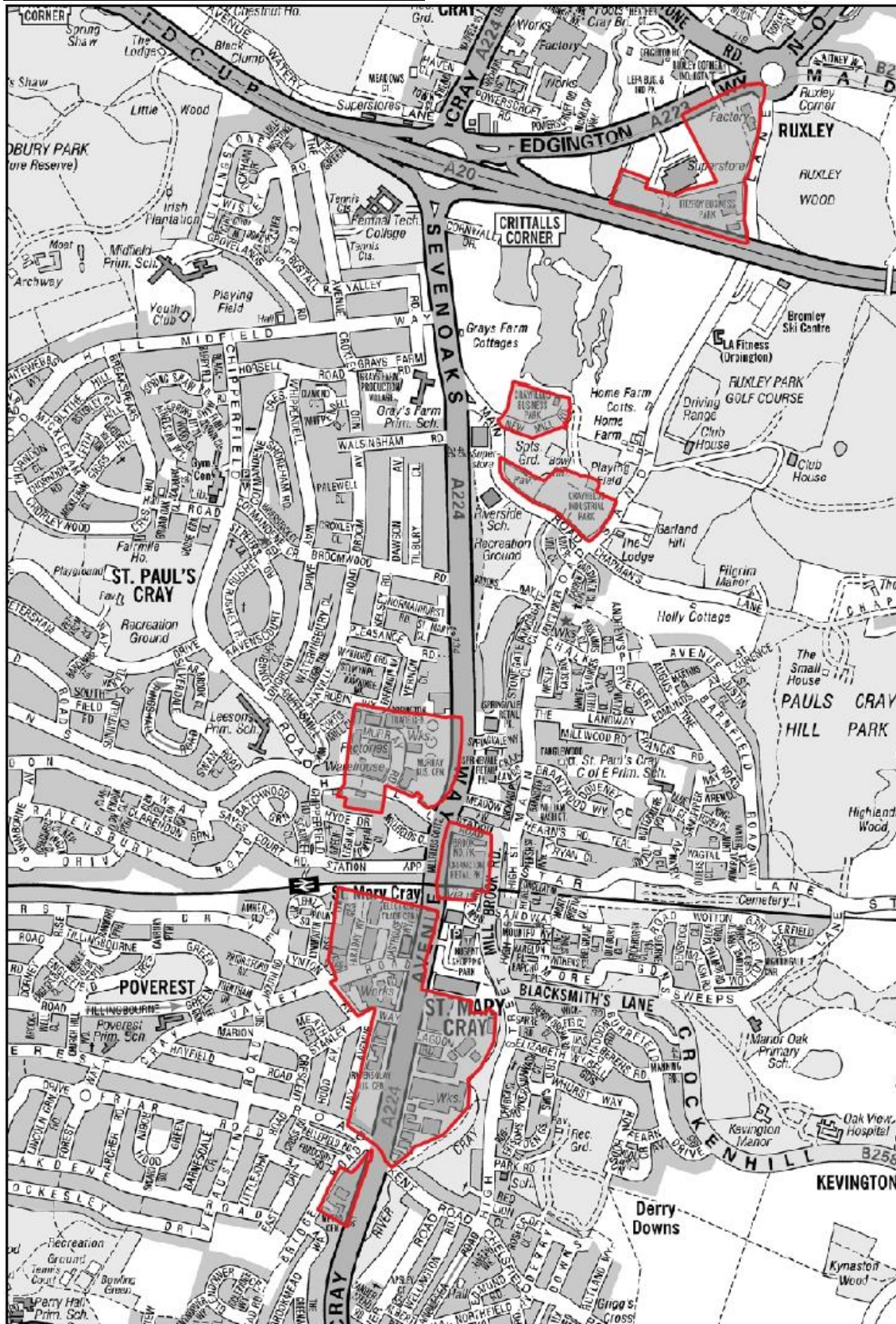
Small scale walk-to services such as a workplace crèche or café which meet the essential day to day needs of the industrial occupiers will generally be permitted, provided that the proposed use is necessary to support industrial activity and it would not adversely affect the industrial status or operation of the area. To ensure a balance of employment uses the Council will not permit any further expansion of retail floorspace uses in the SIL areas, including trade counters.

This is in conformity with the London Plan (Policy 2.17 Strategic Industrial Locations) designation and reflects the borough's status as a 'restricted' borough for the transfer of industrial land to other uses.

This policy approach provides support for the intensification, and upgrading, of the area to meet expected future business needs, particularly the forecast growth in office ('B' use class) based employment. This will encourage business growth and investment in line with the SIL/growth area designation to include modern high quality business accommodation.

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## Strategic Industrial Locations (SIL)



 Proposed Strategic Industrial Locations 

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### Locally Significant Industrial Sites (LSIS)

#### **Draft Policy - Locally Significant Industrial Sites (LSIS)**

In the LSIS locations, only the follow uses will be permitted:

- (i) Class B1, provided that the use does not impede effective operation of neighbouring businesses and large new offices meet office policies;
- (ii) Class B2; or
- (iii) Class B8; large scale warehousing development over 1000 sq.m will be permitted only in the Crays.

Proposals involving the loss of industrial uses within LSIS will be refused, unless it can be demonstrated that the site is no longer suitable and viable for its existing or alternative industrial use in the medium to long term.

Where the above can be demonstrated, a change of use involving a loss of industrial uses will only be acceptable if all of the following criteria are met to the Council's satisfaction:

- (a) The proposed use would not compromise the primary function of the LSIS, the operating conditions of other remaining industrial uses or the potential future use of neighbouring sites for industrial uses;
- (b) The development provides a significant element of business/ industrial uses or other employment generating uses; and
- (c) The proposed use is well designed and compatible to its surroundings.

The appropriateness and lack of financial viability of the site for employment purposes have to be demonstrated before the loss of employment land will be permitted.

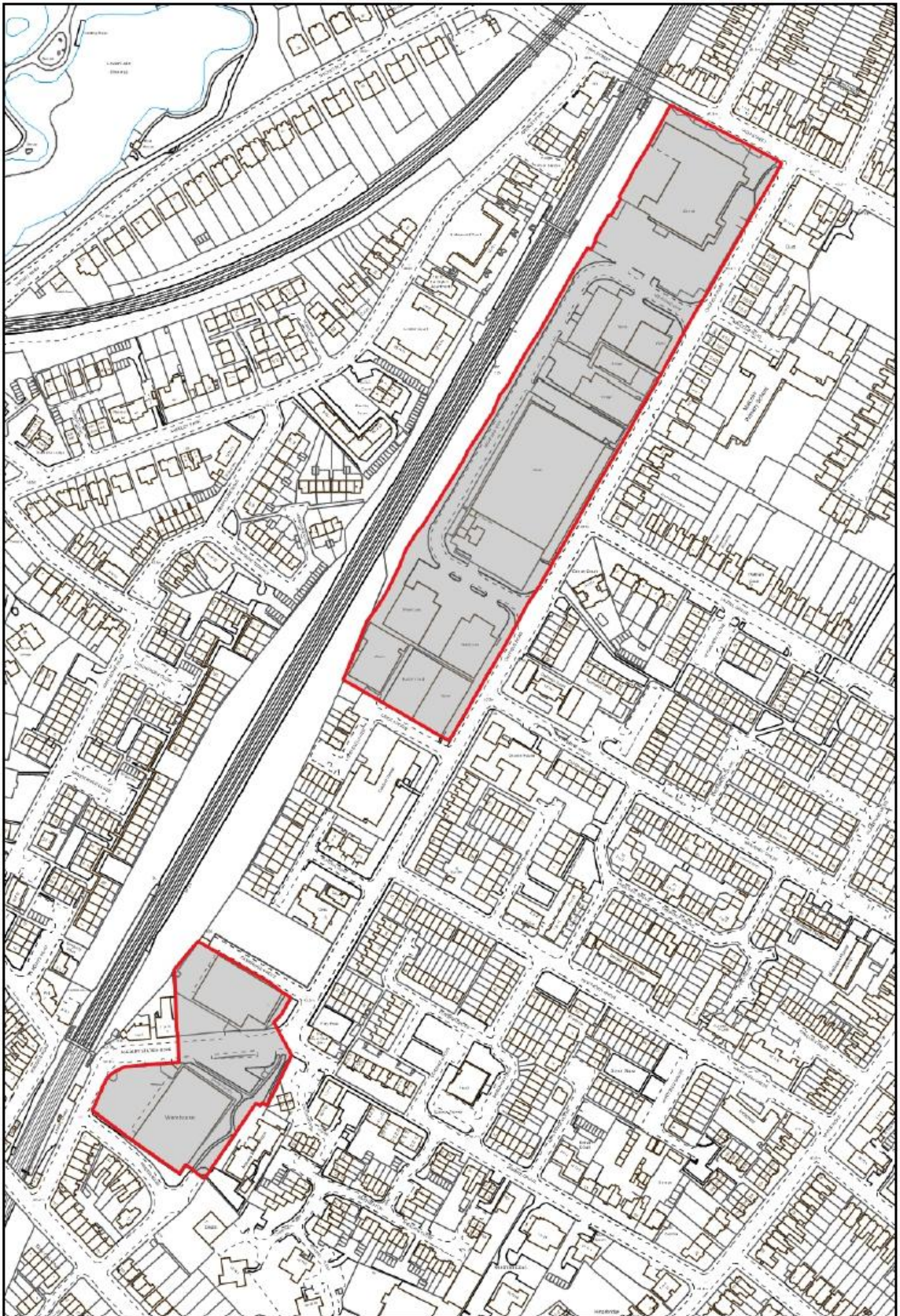
#### **Supporting Text**



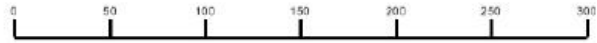
Locally Significant Industrial Sites (LSIS) provide a wide range of premises for B-uses and should be afforded protection where there is a demand for such sites. It is important to avoid the long-term protection of sites as per paragraph 22 of the NPPF; where there is no reasonable prospect of sites being used for their purpose, alternatives that provide complementary employment uses should be considered. In such cases the employment floorspace should be the primary and majority use.

The overall thrust of this policy is to protect the existing UDP local Business Areas as 'Locally Significant Industrial Sites' (to fit with the terminology in the London Plan), with an element of flexibility to encourage employment generating uses which fit with the LSIS areas. This will allow genuinely redundant buildings (according to the Council's assessment) to be used for other business uses. Small scale walk-to services such as a workplace crèche or café which meet the essential day to day needs of the industrial occupiers will generally be permitted, provided that the proposed use is necessary to support industrial activity and it would not adversely affect the industrial status or operation of the area.

# 9. Working in Bromley

## Proposed LSIS Oakfield Road, Penge

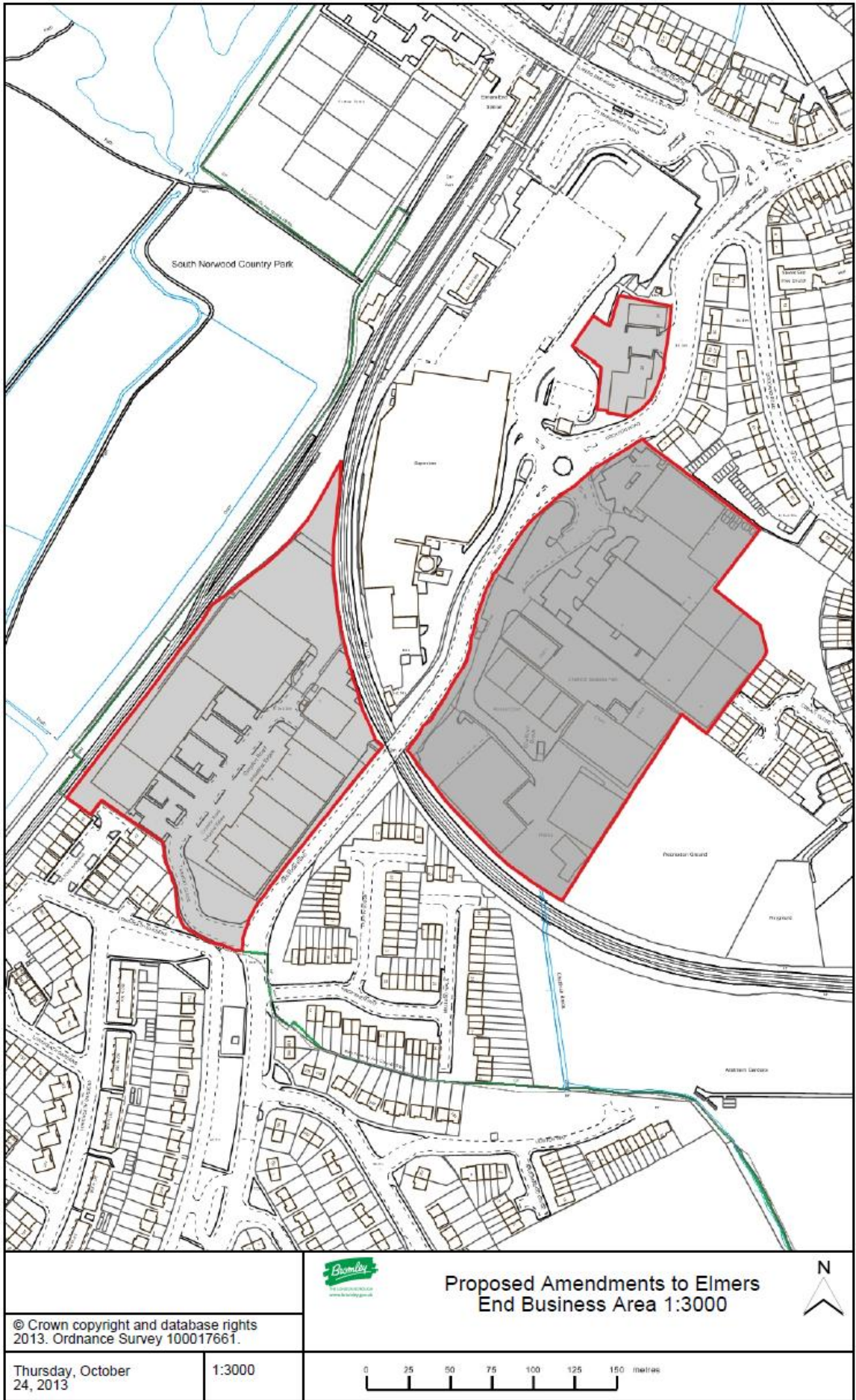


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Thursday, October 24, 2013	1:3500	



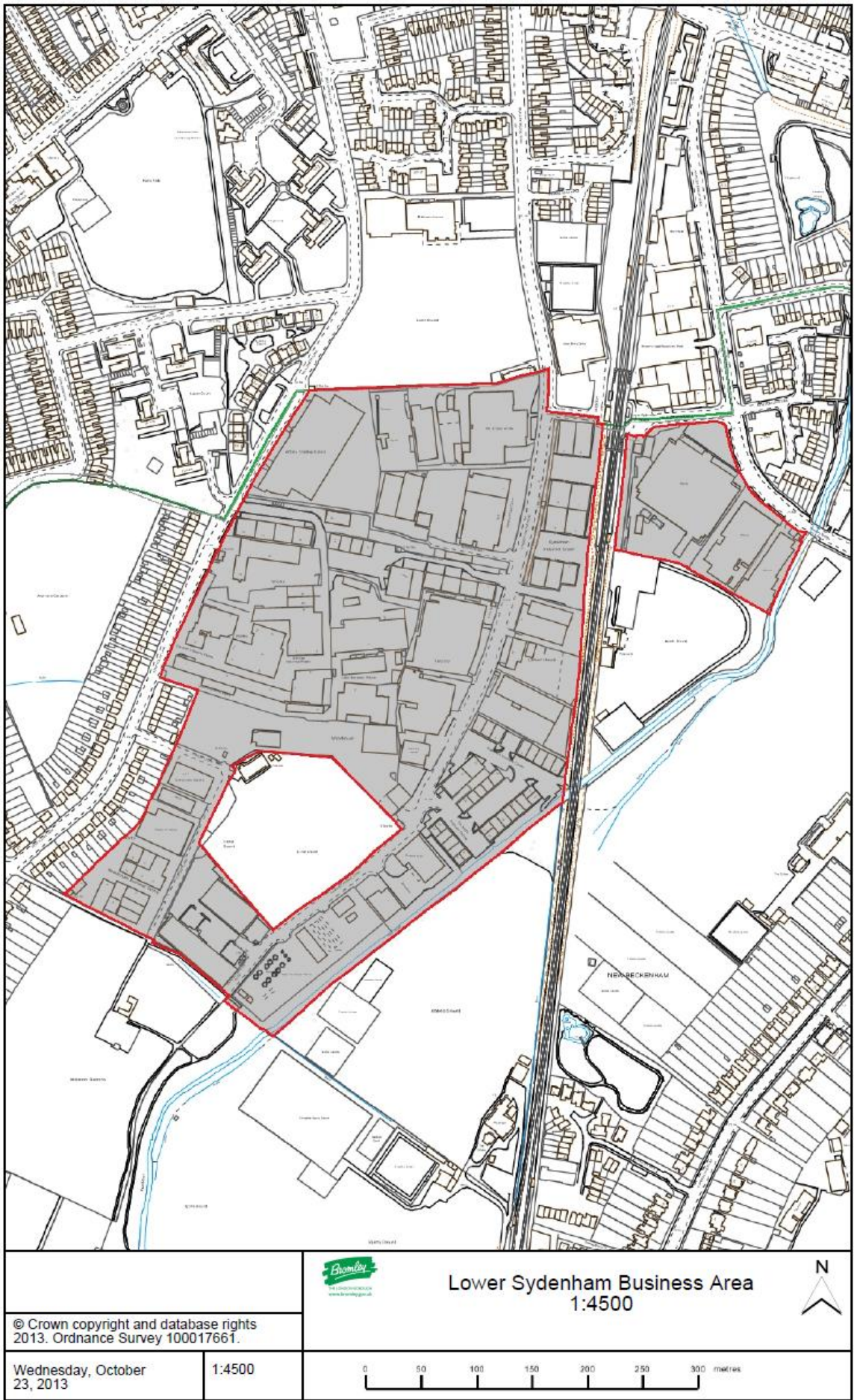
# 9. Working in Bromley

## Proposed LSIS Elmers End



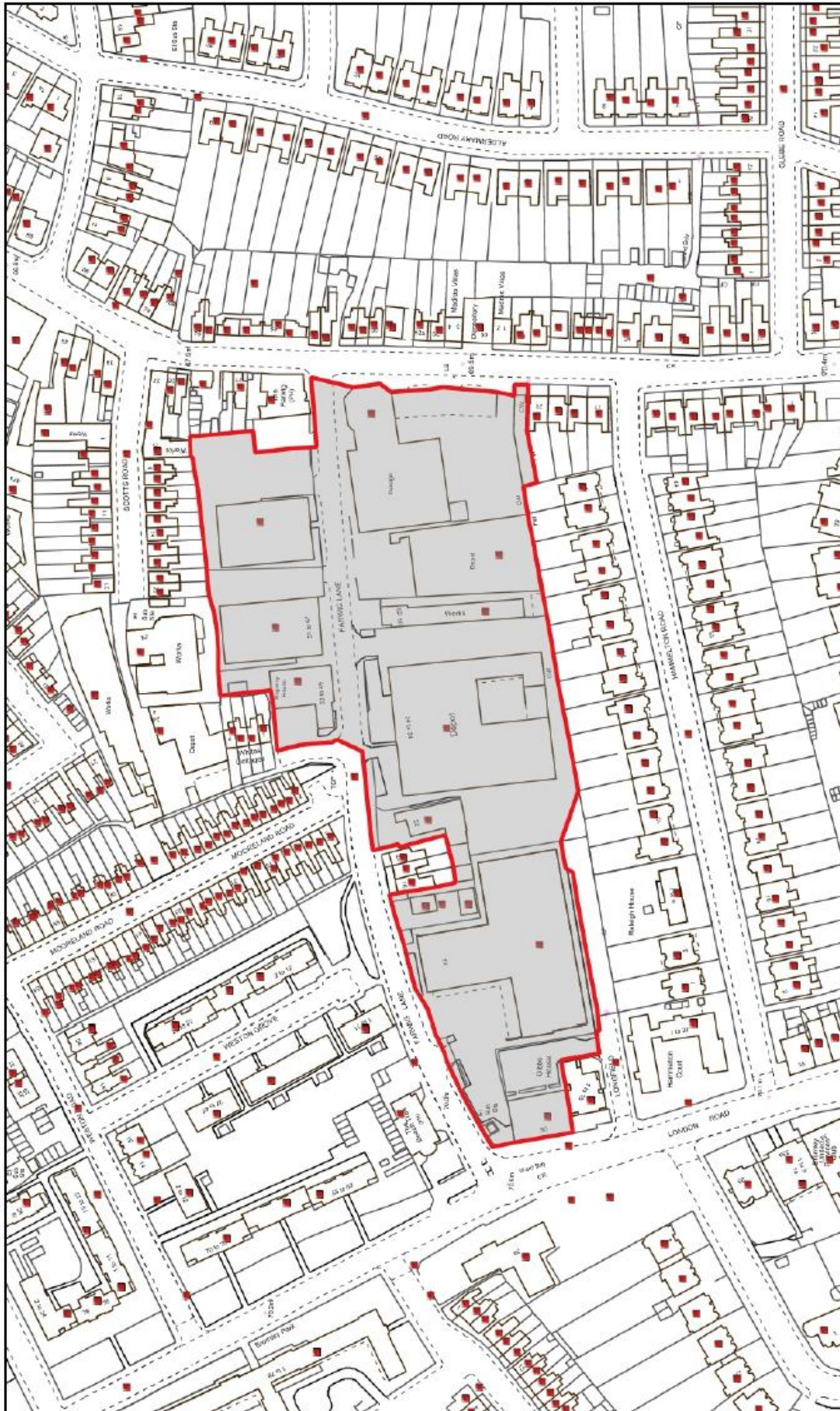
# 9. Working in Bromley

## Proposed LSIS Lower Sydenham



# 9. Working in Bromley

## Proposed LSIS Farwig Lane, Bromley North



Proposed Amendments to Bromley  
North Business Area 1 to 2000

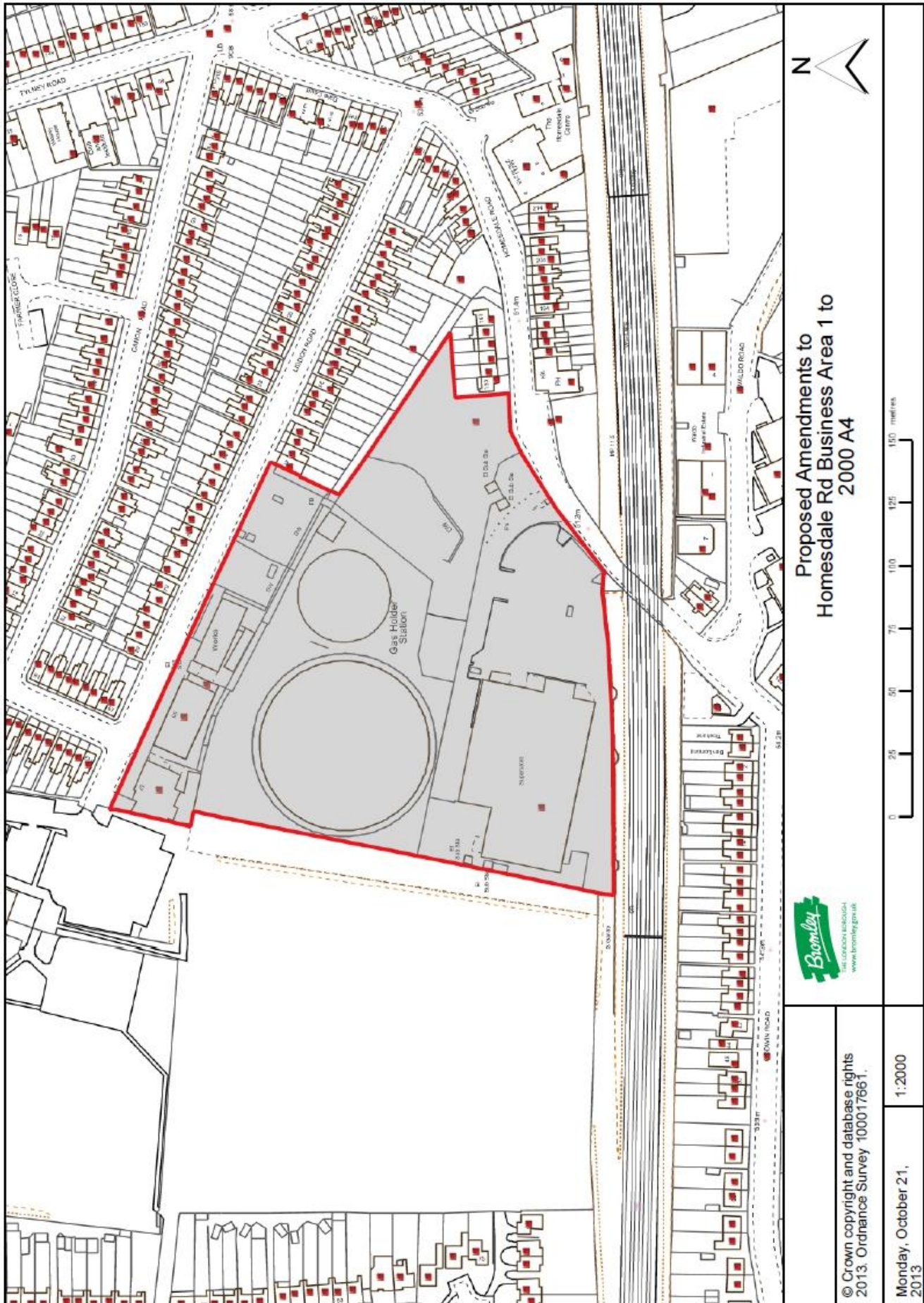


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Monday, October 21,  
2013 1:2000

# 9. Working in Bromley

## Proposed LSIS Homesdale Road



Proposed Amendments to  
Homesdale Rd Business Area 1 to  
2000 A4






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Monday, October 21,  
2013 1:20:00

# 9. Working in Bromley

## Proposed LSIS Airport Industrial Estate, Biggin Hill



		<b>Proposed Amendments to Biggin Hill Business Area 1:2500</b>		
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Thursday, October 24, 2013	1:2500			

## 9. Working in Bromley

### Development Outside SIL and LSIS

#### Draft Policy - Development Outside SIL and LSIS

The Council will seek improvements to the quality and quantity of employment floorspace outside of the designated SIL and LSIS.

Where there are proposals for the change of use, proposals will only be permitted where there is evidence which clearly demonstrates that there has been no demand for such space, for any appropriate employment generating use, and that there is not likely to be in the medium to long-term.

To demonstrate appropriate evidence for a change of use in these circumstances, evidence should be provided to demonstrate that all the following has been met:

(a) The site has been marketed for at least 18 months, including both traditional and web-based marketing at a price which is commensurate with market values (based on evidence from recent and similar transactions and deals) and it has been demonstrated that the terms and conditions set out in the lease are reasonable and attractive to potential businesses.

(b) All opportunities for re-let and sale for redevelopment for employment uses have been fully explored, both in terms of existing and any alternative employment generating use and layout, including small/more flexible business units.

#### Supporting Text

As the value of new residential development continues to rise, there is an increasing pressure on the supply of business sites across the Borough. Many of the established employment sites within or neighbouring residential areas are particularly under threat.

These sites serve an important purpose in the Borough, accommodating small business uses that cannot be located satisfactorily in LSIS or town centres. It is therefore important to retain a range of accommodation for different business uses, unless there are significant reasons as to why their continued business use is not feasible.

The purpose of this policy is to set out clear criteria for change of use proposals, including requirements for applicants to examine other employment generating uses on site. This will be in accordance with the NPPF and allow the renewal of genuinely obsolete sites.

It is important to avoid the long-term protection of sites as per the NPPF (paragraph 22) and adopt a demand based approach along with criteria in order to be more supportive of alternative forms of economic development.

Retaining existing commercial sites around the Borough has significant sustainable development advantages in terms of providing both local employment opportunities and local services. Many of the small sites within the Borough are occupied by local independent traders, providing specialist services, who form an important part of the local economy.

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### Future Requirements for Office Floorspace

#### **Draft Policy - Business Improvement Areas (BIAs)**

The Council will seek to manage and improve the supply of high quality office floorspace in Bromley Town Centre through designating the following as Business Improvement Areas (BIAs):

- Bromley South BIA
- Bromley North BIA
- London Road BIA

Re-development proposals resulting in the loss of B1 office floorspace or which compromise the primary function of the BIA will not be permitted. The Council will work with businesses to secure quantitative and qualitative improvements to premises and facilities in these areas to ensure a good supply of high quality office accommodation.

#### **Draft Policy – Large Office Development**

Proposals for office floorspace (greater than 2,000sq.m) will be directed to the Business Improvement Areas (BIAs) as part of the employment growth plans for Bromley Town Centre.

#### **Draft Policy – Large Campus Style Development**

Elsewhere in the Borough, large campus style office development will be supported only where the scale of the proposal is appropriate to its location, taking into consideration factors such as accessibility and impact on residential amenity.

#### **Draft Policy – Office Change of Use/Redevelopment Outside BIA**

Proposals for change of use or redevelopment of purpose-built large offices outside of the Business Improvement Areas will be considered based on the following criteria:

- (a) Demonstration of lack of demand for office floorspace marketing evidence over an 18 month period.
- (b) It would not be feasible and/or viable to refurbish, renew or modernise the offices in order to meet the current requirements of occupiers. This should be demonstrated through marketing evidence and an independently validated viability assessment.
- (c) It would not be feasible and/or viable to adapt the office floorspace as smaller business units to meet demand from small businesses. This should be demonstrated through marketing evidence and an independently validated viability assessment.
- (d) Reprovision of employment floorspace as part of a mixed use scheme assessment.

The independently validated viability assessment should address the feasibility and economic viability of refurbishing, renewing or modernising larger office buildings for use as smaller B1

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units. It should be produced by a qualified person familiar with the local market for business premises. The Council may seek independent validation of the report in order to assess the quality of the evidence provided.

The redevelopment of offices will be supported if the quantity of original B1(a) floorspace is replaced or increased as part of the development (or elsewhere within the immediate area).

### Supporting Text

The Council and the GLA's evidence base indicate that employment growth in the Borough is forecasted to grow over the Local Plan period. In order to accommodate this growth there is need to plan for net additional commercial floorspace, with a particular requirement for office floorspace, driven by growth in business services and financial services.

The aim of the Council's office policy approach is to safeguard sufficient land for office based employment in the most appropriate locations (such as the BIAs in Bromley Town Centre for large offices), and restrict the release of purpose-built large offices through a criteria based approach which considers the market and favours retaining employment generating uses on sites.

The Council has been working closely with local commercial agents to review the office market in Bromley Town Centre, examining both the quality of the stock and supply and demand indicators. This research suggests that Bromley Town Centre remains a credible office location within the South Eastern quadrant of the M25 office market. The strength of this offer is focused around the public transport interchanges of Bromley North and South Stations and the wider attractions that a vibrant metropolitan town centre offers.

It is important that Bromley continues to strengthen its primary office area as part of a diversified employment offer in the town, providing a range of business floorspace in order to ensure that existing major employers choose to remain and invest in the town centre and new entrants are encouraged.

It is important to acknowledge that the Biggin Hill SOLDC and the Cray Business Corridor may involve large B-use class buildings that could serve an element of campus based office use as part of a mix of B-Use class offers. Therefore policy should not preclude the attraction of B-use class based economic uses to these areas.

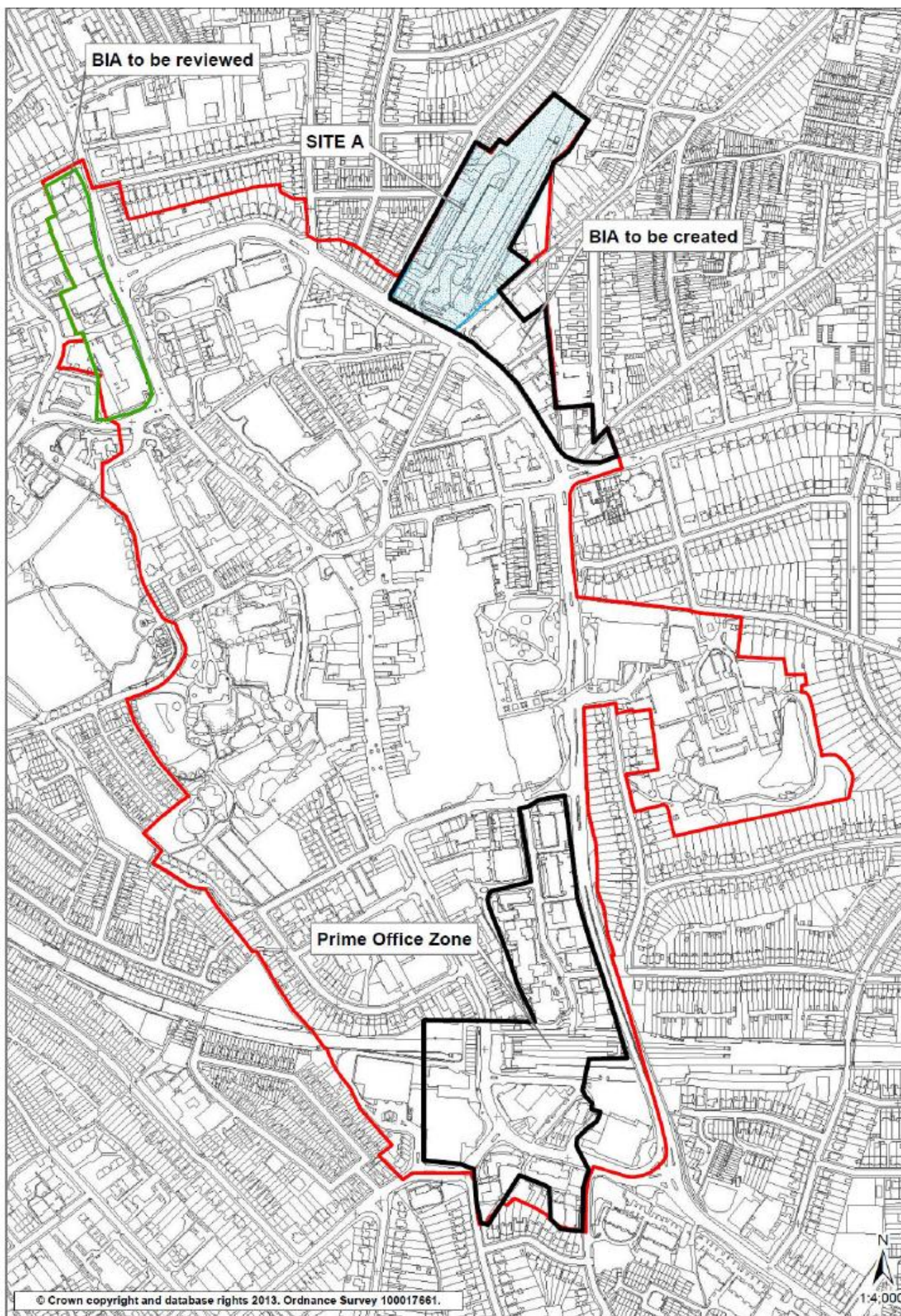
Other than in the BIAs, a more flexible approach to enable other employment uses, including mixed use is preferred. A significant proportion of employment generating space should be provided in mixed use schemes and schemes should upgrade the employment space. This ensures the core office market in Bromley Town Centre is protected.

When submitting a planning application for change of use, it is not sufficient to demonstrate that there is no demand for offices on the site. It is also necessary to explore the potential to upgrade the building to meet modern requirements, or to adapt the building to meet the needs of smaller firms.



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## Business Improvement Areas



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### Biggin Hill - Strategic Outer London Development Centre (SOLDC)

#### **Draft Policy - Biggin Hill SOLDC**

The Council will seek to develop the Biggin Hill Strategic Outer London Development Centre, with the provision of associated business infrastructure and amenities as an important sub-regional hub for aviation and related high-tech industry, achieving sustainable economic growth whilst protecting the environment.

Detailed development will be on the basis of a Master Plan to be prepared and adopted by the Council. The Master Plan will determine the location, mix and amount of development.

#### **Draft Policy – West Camp**

The Council will support the development of airport-related uses on airside parts of West Camp and adopt a flexible approach that allows for non-airport/business related uses.

Development proposals must include a sensitive re-use of existing heritage buildings subject to commercial viability, and allowing demolition of some buildings where their re-use is not feasible and/or redevelopment is needed to deliver a viable development solution for the site.

#### **Draft Policy – East Camp**

Development proposals for East Camp will be restricted to airport and aviation related uses. This location is not considered appropriate for non-aviation related development, but could be used for replacement or relocated flying club buildings, aircraft parking and maintenance, and similar aviation facilities.

#### **Draft Policy – South Camp**

At South Camp, airside locations are to be safeguarded for airport/aviation-related development. For non-airside parts of South Camp, the Council will adopt a flexible approach that allows for non-airport/business related uses, such as general manufacturing operations (use class B2).

The Council will support redevelopment and if viable, realignment of infrastructure to increase the development potential.

#### **Supporting Text**

The Strategic Outer London Development Centre status of Biggin Hill provides the framework for increased support of economic growth activities at Biggin Hill Airport and the adjoining industrial area. This would focus on aviation-related activities, with the provision of associated business infrastructure and amenities. London Plan policy 2.16 makes provision for bringing forward adequate development capacity, co-ordinating public and private investment, and placing a strong emphasis on creating a distinct and attractive business offer. It is important to note this would have regard to the accessibility and environmental constraints.

The Airport operators and the LOCATE Partnership have agreed to work with the Council to provide the documentation supporting their strategic proposals to allow the Council to fully

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appraise their plans and test validity of the underlying assumptions. This work is progressing and will be factored in further policy development.

The Council have been in active dialogue with English Heritage over the future development of the heritage assets at Biggin Hill and both have agreed to support the production of a Conservation Area Management Plan for the area. There is also an on-going dialogue between the Council, English Heritage and the LOCATE Partnership on how best the business case for West Camp as an employment centre can most effectively be developed.

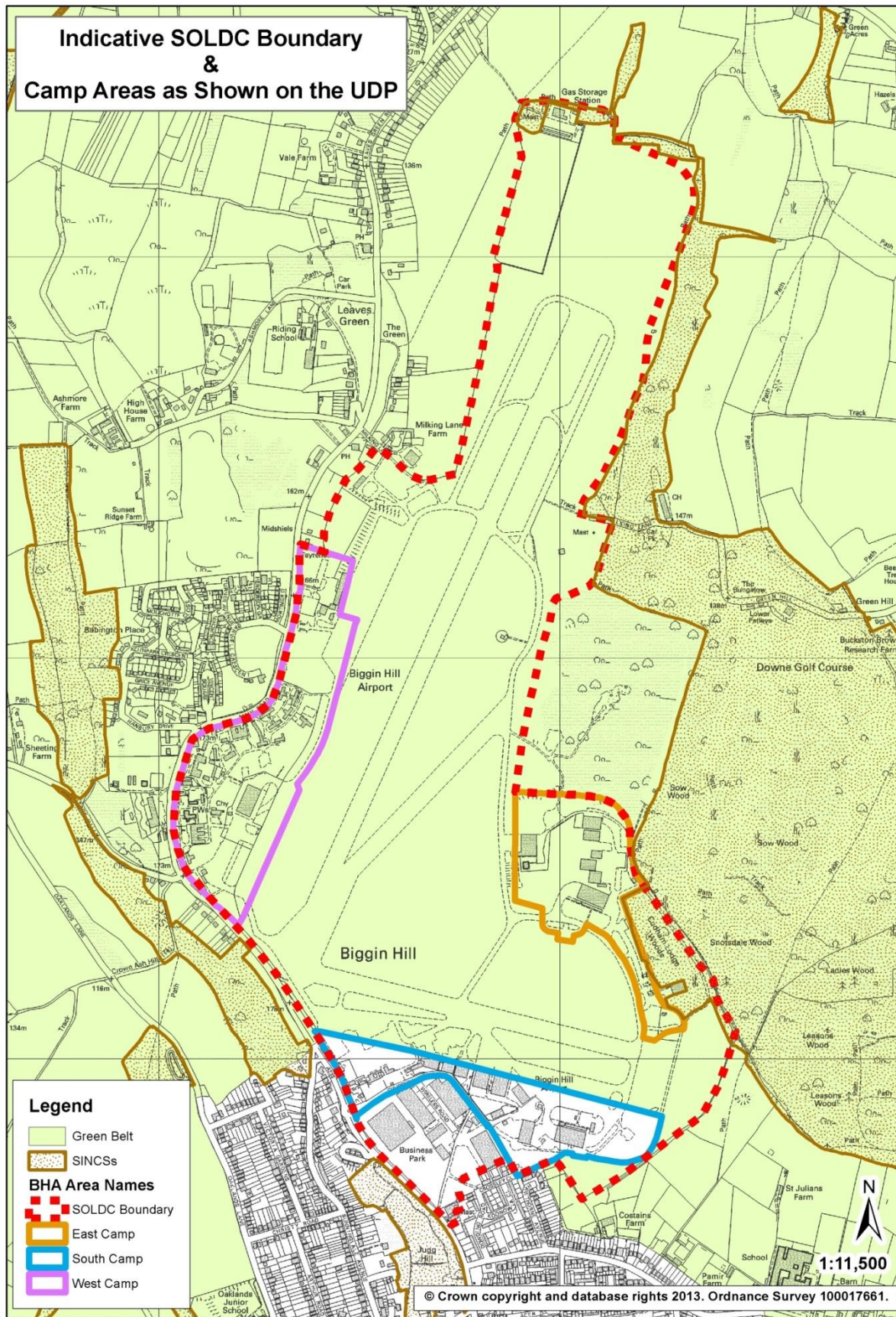
Officers are currently assessing the justification for the removal of the Green Belt designations on the Airport. Because this work has not been completed, the status quo is being maintained at this stage. The justification for the removal of the site's Green Belt designation will need to be tested in respect of demonstrating very special circumstance and the impact on the Green Belt boundary.

The Council will work with the Airport to produce a Masterplan which will indicate where hotel uses would be acceptable, highlight the airside zone and indicate where B2 uses would be best located i.e. behind airside zone and following marketing exercises for non-aviation uses etc.

South Camp represents a strategic employment location at the Biggin Hill SOLDC and offers significant opportunity for aviation related employment growth. Analysis to date of the Green Belt has shown that the eastern portion of South Camp may be suitable for expansion or policy change where the green belt is enclosed on three sides by existing development. This portion of land does not meet the purposes of the green belt under the NPPF definitions. A more detailed green belt policy analysis for the entire airport will be undertaken and indicate on a map those areas where a more positive approach to development could be justified.

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## Indicative Map of Biggin Hill Strategic Outer London Development Centre (SOLDC)



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### Home Working

#### Draft Policy - Home Working

In cases where planning permission is required, the Council will normally permit the use, by the householder, of part of a dwelling for business purposes only where:

- (i) the business use is secondary to the primary residential use of the property;
- (ii) the business use does not generate an unacceptable level of additional vehicular or pedestrian traffic so as to be detrimental to residential amenity; and
- (iii) the residential character of the area is not unduly affected by noise or other inconvenience.

#### Supporting Text

The aim of this policy is to ensure that home working can take place, residential areas remain attractive and peaceful places to live, and that the living conditions of those surrounding the activity are not adversely affected.

Changes in the structure of the economy and the advancement of technology that enables effective home working has changed the way we work. More people now work from home on a regular basis and it is anticipated that this trend will continue. Home working avoids expensive and time consuming commutes, improving the quality of life for individuals and families in the Borough. Planning permission is only required where there is a material change in the character of the use of the dwelling. The key test is to consider whether a property is it still mainly a home, or has it become business premises?

#### Hotels

#### Draft Policy- Hotels

Proposals for a hotel will be permitted provided that:

- (i) It is located in or on the edge of Bromley or Orpington town centres, or within a district centre or a local centre. Outside of these locations, applicants must demonstrate a need for the hotel and must show that a sequential approach to site selection has been applied and that there are no suitable or available sites in the town centres, edge of town centres or within district and local centres before considering out of centre sites in locations accessible by a choice of means of transport; and
- (ii) the hotel will be well-separated from neighbouring residential properties and not give rise to unacceptable levels of noise and disturbance to occupiers of nearby properties.

Normally, applications for change of use to hotels, guesthouses and boarding-houses will only be permitted where:

- (i) the use is compatible with the character of the area and will not give rise to unacceptable levels of noise and disturbance to occupiers of nearby properties; and
- (ii) the existing floor space of the property is greater than 170 sq.m

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### Supporting Text

In terms of hotel accommodation, both London as a whole and Bromley are underrepresented. There are few quality hotel operators in the area with the vast majority of provision comprising smaller scale establishments.

The London Plan aims to improve the availability of hotel accommodation that is genuinely accessible to all as a particular priority and at least 10 per cent of new provision should be wheelchair accessible.

### **Draft Policy – Biggin Hill Airport Public Safety**

The Council will not grant planning permission for development likely to interfere with the safe and efficient operation of the Airport or Technical Site, in accordance with the DfT Circular 1/2003, having particular regard to the safeguarded area, as shown on the Proposals Map. Within the Public Safety Zones, also shown on the Proposals Map, there will be a general presumption against most kinds of new development and against certain changes of use and extensions to existing properties, as described in DfT Circular 01/2010.

### Supporting Text

Public Safety Zones (PSZs) are areas of land extending outwards from the ends of the main runway where development is restricted. They are shown on the Proposals Map. The basic policy objective governing the restriction on development is that there should be no increase in the number of people living, working or congregating in the PSZ. The Department for Transport Circular 01/2010: “Control of Development in Airport Public Safety Zones” contains specific guidance to enable the Council to determine applications affecting land within PSZs.

A wider area around the Airport is safeguarded under Department for Transport Circular 1/2003: “Safeguarded Aerodromes, Technical Sites and Military Explosives Storage Areas: The circular requires the outer boundary of the airport safeguarding area to be shown on the Proposals Map and requires that certain planning applications will be subject of special consultation procedures to ensure that buildings, structures, or other works do not inhibit the operation and development of the Airport.