

## **8. Working in Bromley**

## **Working in Bromley**

### **Introduction**

This chapter sets out the planning policies to deliver forecast significant employment growth and the business and town centre objectives outlined earlier.

Employment in the Borough is forecast to increase by 10% from 118,000 jobs in 2011 to 130,000 jobs in 2031<sup>1</sup>. The Local Plan evidence base identifies a significant requirement for office space, driven by business services and financial services, as well as growth in employment in utilities, wholesale, retail and transport/storage. Bromley has one of the largest economies of London boroughs outside the Central Activities Zone.

Despite some decline of manufacturing employment in the Borough, industry and warehousing remain important elements of the local economy. There are approximately 130 hectares of land in industrial or warehousing use, the majority being concentrated within the Business Areas in the Cray Business Corridor, Lower Sydenham (Kangley Bridge Road), Elmers End and Biggin Hill.

St Mary Cray is the largest of the areas with just under 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.

Bromley Town Ward is the main location for the Borough's office-based businesses, with approximately 132,000 square metres of floorspace, almost half of the total office floorspace in the Borough. Orpington, which benefits from close links with the M25, has the next largest concentration with approximately 22,000sqm. The remainder is mainly distributed amongst the Borough's District Centres.

It is important 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 require proactive activity to nurture growth of the office market in the Borough's Town Centres and Office Clusters over the short, medium and long term given the highlighted anticipated demand for such floorspace.

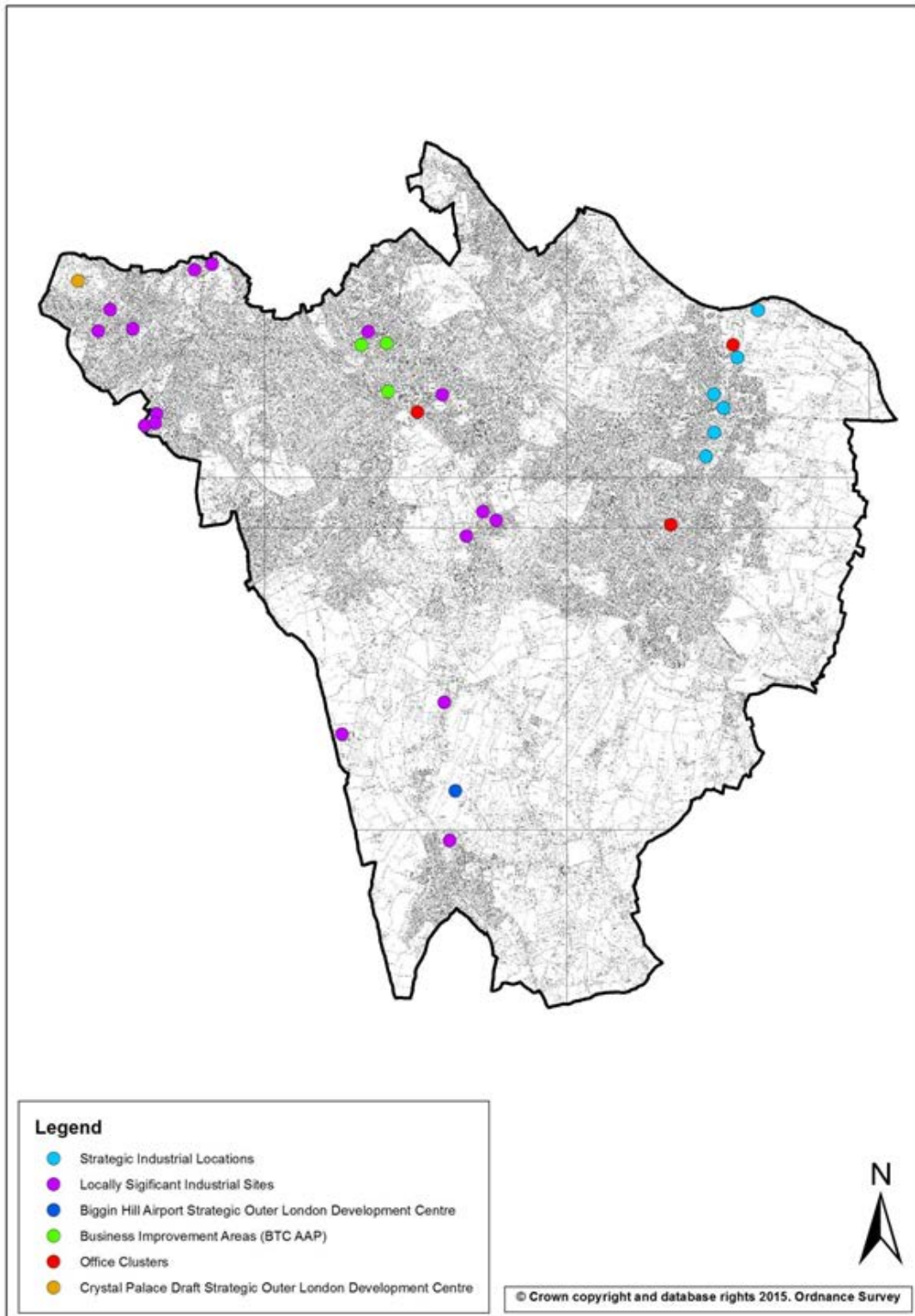
The continued challenging economic climate highlights the need to continue to ensure Bromley achieves this vision through clear designations, identifying where growth and investment will be encouraged. Economic growth is important to achieving the long term overall vision and protection of land and premises to accommodate the forecast growth.

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<sup>1</sup> Greater London Authority Employment Projections (2013)

Bromley's network of town centre and business sites provides employment services and facilitate for residents and the wider communities.

## Map: Bromley Business and SOLDC designations



### **Draft Policy x: Strategic Economic Growth**

The Council has identified three strategic priority areas for economic growth:

- i. Bromley Town Centre;
- ii. Cray Business Corridor; and
- iii. Biggin Hill Strategic Outer London Development Centre.

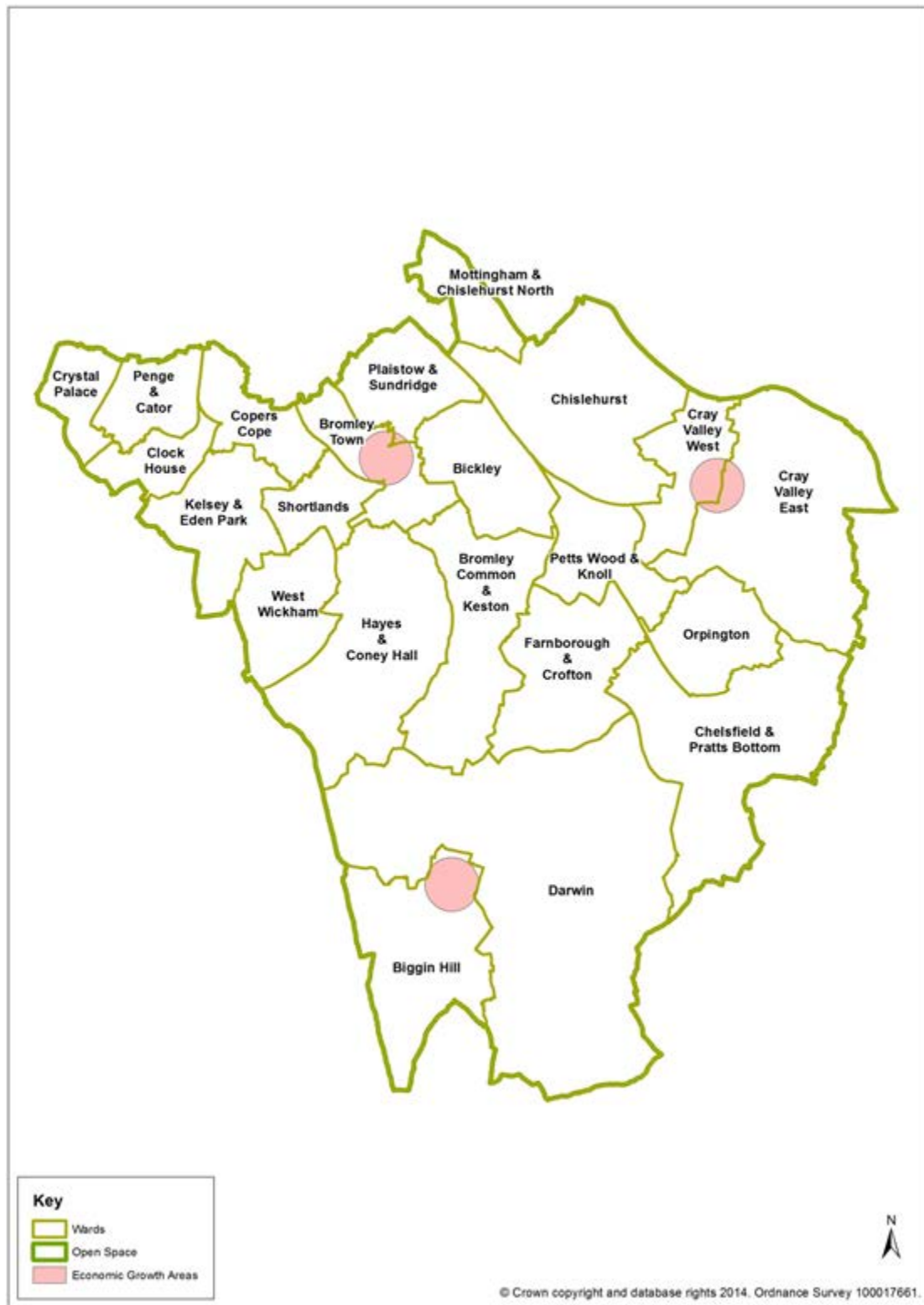
In these areas the focus will be on bringing forward adequate development capacity, the co-ordination of public and private investment, and the delivery of enabling infrastructure.

### **Supporting Text**

The Council's evidence base and the GLA's forecast for Borough employment growth highlights the need to provide a range of modern good quality floorspace. To meet employment forecasts in the Borough, the Council is seeking to encourage a higher level of economic growth and have identified three strategic areas – Bromley Town Centre, Crays Business Corridor and Biggin Hill 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 policy sets out the context for the strategic growth section of the Local Plan and reflects the National Planning Policy Framework (NPPF) approach to building a strong, competitive economy, and the commitment to securing economic growth in order to create jobs and prosperity.

## Map: Strategic Economic Growth Locations



## **Industrial Land**

The London Plan identifies Bromley as a 'restricted' borough in regards to the transfer of industrial land to other uses. The Strategic Industrial Locations (SIL) and Locally Significant Industrial Sites (LSIS) have been designated in line with the London Plan's economic and employment policies. The Foots Cray Business Area and St Mary Cray have been identified as SILs (sub-category Industrial Business Park) where the London Plan requires boroughs to promote, manage, and protect SILs. LSISs are located across the borough and are of particular importance for industrial uses.

### **Draft Policy x: Strategic Industrial Locations (SIL)**

In the SIL locations identified in Map: Strategic Industrial Locations, the following uses will be permitted and safeguarded:

- i. Class B1(b) and B1(c);
- ii. Class B2; and
- iii. Class B8

Notwithstanding the above uses, on sites in the SIL where non Class B operations are already in existence, proposals should seek to provide Class B operations. Proposals involving non Class B uses on these sites should provide employment generating uses that reinforce the role of the SIL. Proposals involving a portion of floorspace to be used for display and sales should demonstrate that those uses are clearly ancillary to a primary Class B use.

On land identified in Map: Strategic Industrial Locations as an Office Cluster, Class B1(a) uses will be permitted as a primary use for the land, provided that the use does not impede effective operation of other nearby businesses in the SIL. On land elsewhere in the SIL, proposals involving a Class B1(a) use should demonstrate that the use is clearly ancillary to a primary Class B1(b), B1(c), B2 or B8 use.

Proposals for waste management and disposal installations will be permitted, provided that the use does not impede the effective operation of other nearby businesses in the SIL or the primary function of the SIL as an Industrial Business Park.

## **Supporting Text**

The Cray Business Corridor is one of three strategic employment areas within the Borough that could accommodate significant growth over the next fifteen years. The Corridor represents just under 40% of all designated industrial/employment land in the Borough and includes St Mary Cray, the

largest industrial/employment area in the Borough with 40 hectares, as well as Crayfields and Ruxley Corner (Foots Cray).

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

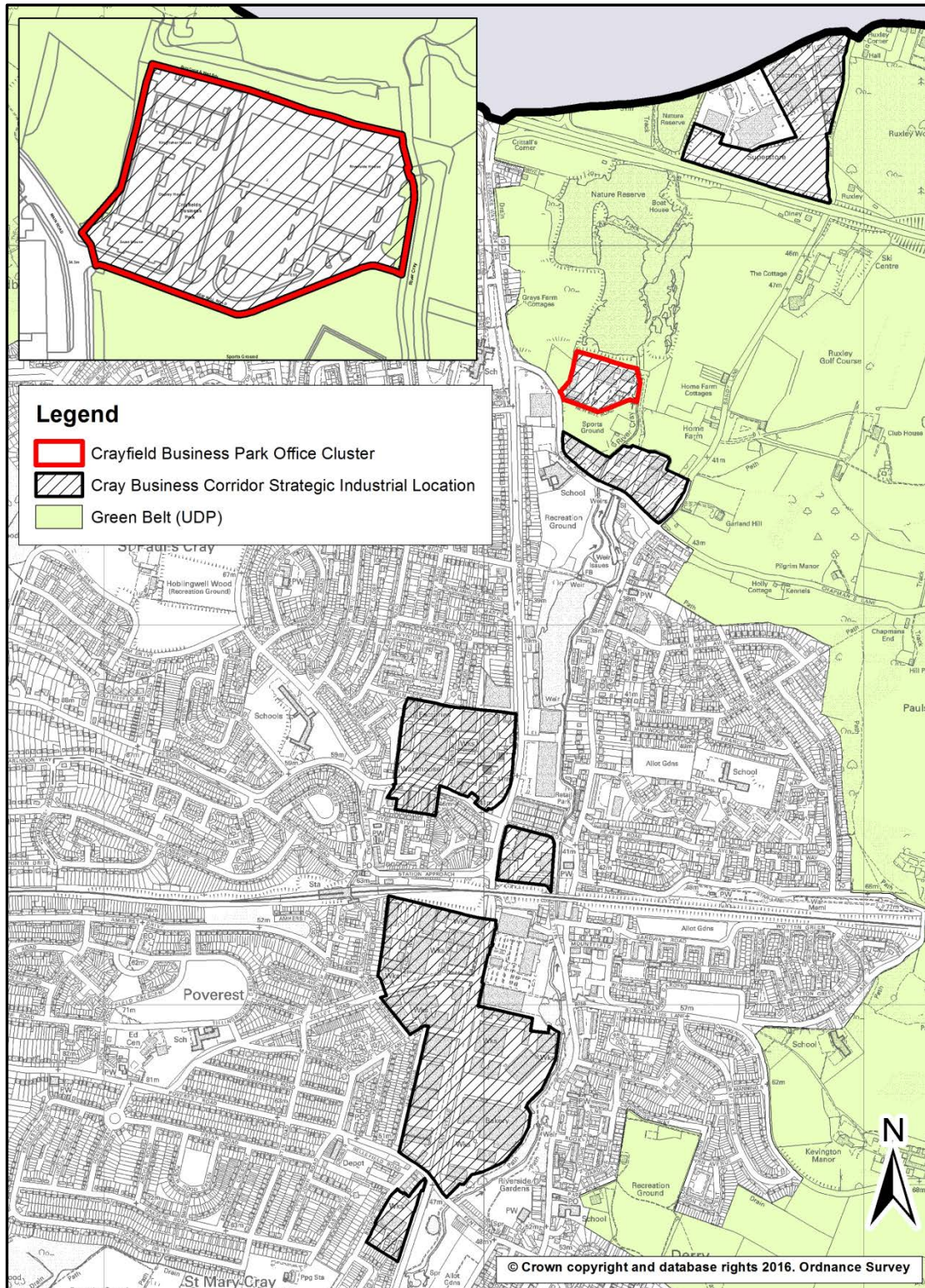
The Council recognises that a variety of uses currently exist in the Cray Business Corridor, including land identified as an Office Cluster under Policy 9.6 Office Clusters. The Council's intention is to safeguard industrial Class B operation, but not forgo proposals that create additional employment opportunities where existing non industrial uses exist, providing they fit in with the function and operation of the industrial area and its designation as an Industrial Business Park. This is in conformity with the London Plan and reflects the borough's status as a 'restricted' borough for the transfer of industrial land to other uses.

Small scale walk-to services, such as a workplace crèche or café which meet the essential day-to-day needs of industrial occupiers in the SIL, 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 an appropriate balance of employment uses, the Council will restrict further expansion of retail floorspace in the SIL to instances where the use is demonstrated to be ancillary to a primary Class B use. 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 Class B1 based employment. This will encourage business growth and investment in line with the SIL (Industrial Business Park) designation, to include modern high quality industrial accommodation.



# Map: Strategic Industrial Locations



## **Draft Policy x: Locally Significant Industrial Sites (LSIS)**

In the LSIS locations, the following uses will be permitted:

- i. Class B1(a), provided that the use is consistent with relevant Office and Town Centre Policies and does not impede effective operation of neighbouring businesses or the broader LSIS;
- ii. Class B1(b) and B1(c);
- iii. Class B2; and
- iv. Class B8, provided that the scale and design of the premises are reasonably congruous with adjoining premises and the LSIS as a whole.

Proposals for employment generating uses that would result in a loss of Class B uses on a site will only be permitted provided that the following is demonstrated:

- i. the site is no longer suitable or viable for the existing or any potential Class B use, by refurbishment or redevelopment, in the medium to long term (as demonstrated through a period of recent, active marketing undertaken prior to the submission of a planning application, to the Council's satisfaction); and
- ii. the proposal contains a similar portion of floorspace for employment generating uses that is flexibly designed to allow for refurbishment for a range of industrial uses and other compatible employment uses; and
- iii. the proposed use would not compromise the primary function of the LSIS, or the capacity of neighbouring sites in the LSIS to continue to accommodate Class B uses in the medium to long term; and
- iii. The proposed development is compatible in scale and design with its surroundings.

### **Supporting Text**

Locally Significant Industrial Sites (LSIS) provide a wide range of premises for Class B uses and should be afforded protection where there is a demand for such sites. It is important to avoid the long-term safeguarding of land for a particular purpose, where there is no reasonable prospect of sites being used for that purpose (as per Paragraph 22 of the National Planning Policy Framework). The Council will support refurbishment, redevelopment and intensification of sites that incorporate a flexible design, in order to readily accommodate a range of Class B uses to for the medium and long term.

Larger scale developments, in particular for Class B8 uses, are better suited to the Cray Business Corridor SIL.

Small scale walk-to services, such as a workplace crèche or café which meet the essential day-to-day needs of industrial occupiers in LSISs, 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 an appropriate balance of employment uses, the Council will restrict further expansion of retail floorspace in LSISs to instances where the use is demonstrated to be ancillary to a primary Class B use.

Where it is demonstrated that existing premises cannot viably accommodate a quantum of Class B floorspace in the medium and long term, the Council will consider employment-led mixed use proposals that are consistent with the primary function of the LSIS and do not impede the effective operation of existing employment uses in the vicinity. In considering these proposals, the Council will require evidence that recent, active marketing of the site for reuse or redevelopment for Class B purposes has been undertaken for a reasonable timescale. Marketing should be comprehensive and undertaken in both traditional and web-based formats, through a property consultant or estate agent, reflecting the market value for the permitted uses on that land (based on evidence from recent and similar transactions and deals) and including freehold lease terms and conditions that are reasonable and attractive to potential businesses. The Council considers a reasonable timescale to determine market demand on sites within an LSIS to be at least two years, consistent with the Mayor's SPG Land for Industry and Transport (2012).

**Areas designated as LSIS:**

Oakfield Road, Penge  
Elmers End  
Lower Sydenham  
Farwig Lane, Bromley North  
Airport Industrial Estate, Biggin Hill  
The Beechwood Centre, Bromley Common  
Bromley Business Centre, Bromley Common  
Bencewell Business Park, Bromley Common  
Bromley Industrial Centre, Bromley Town  
Kimberley Business Park, Darwin  
Higham Hill Farm, Darwin  
Franklin Industrial Centre, Penge

**Draft Policy x: Non-Designated Employment Land**

The Council will seek improvements to the quality and quantity of employment floorspace on sites containing existing industrial and related employment uses outside designated SILs and LSISs.

Proposals for change of use or redevelopment of non-designated sites containing Class B uses for alternative employment generating uses will normally be allowed provided that the amenity of any nearby residential areas is not detrimentally affected.

Proposals for change of use of non-designated sites accommodating Class B uses to a non-employment generating use will be considered on the following criteria:

- i. whether there is a demonstrated lack of demand for the existing use or any potential alternative employment generating use, including evidence of recent, active marketing of the site for reuse or redevelopment undertaken prior to the submission of a planning application over a minimum period of six months; and
- ii. whether 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 uses and layout, including small/more flexible business units; and
- iii. where the site is capable of accommodating a mixed use scheme, whether the proposal includes the reprovision of a similar portion of floorspace for employment generating uses, that is flexibly designed to allow for refurbishment for a range of employment uses.

### **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 industrial/employment sites within or neighbouring residential areas are particularly under threat.

These sites serve an important purpose in the Borough often accommodating small business units that cannot be located satisfactorily in an area designated for industrial/employment purposes. 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 the potential for other employment generating uses on site, including non-traditional industrial employment uses such as trade counters and wholesale. This will be in accordance with Paragraph 22 of the National Planning Policy Framework and allow the renewal of genuinely obsolete sites.

In considering a proposed change of use on these sites, the Council will require evidence that recent, active marketing of the site for reuse or redevelopment for employment generating uses has been undertaken prior to submission of the planning application, over a minimum period of six months.

Marketing should be undertaken in both traditional and web-based formats, through a property consultant or estate agent, reflecting the marketing value for the permitted uses on that land (based on evidence from recent and similar transactions and deals) and including lease terms and conditions that are reasonable and attractive to potential businesses.

#### **Draft Policy x: Business Improvement Areas (BIA)**

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):

- i. Bromley South BIA;
- ii. Bromley North BIA; and
- iii. London Road BIA.

Re-development proposals resulting in the loss of Class B1 (a) floorspace or which compromises 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.

#### **Supporting Text**

The BIAs located in Bromley Town Centre have been identified for their high quality purpose built offices and their locations to create a high quality business environment for the retention of existing businesses and new business development. Article 4 directions are in place within the designation areas, which remove permitted development rights for a change of use from Use Class (B1(a)) to residential (C3) (Class O of the GPDO).

#### **Draft Policy x: Office Clusters (OC)**

The Council will work to retain and manage an adequate stock of good quality office floorspace in the Borough through safeguarding the following as Office Clusters:

- i. Crayfield Business Park, Cray Business Corridor;
- ii. Knoll Rise, Orpington Town Centre; and
- iii. Masons Hill, Bromley Town.

Where existing offices can be demonstrated to no longer meet the needs of occupiers due to age, layout, or design, redevelopment for Class B1 (a) uses will be permitted following recent, active marketing of the site for reuse or redevelopment undertaken prior to the submission of a planning application over a minimum period of six months; and reprovision of the same level of office floorspace.

### **Supporting Text**

Office employment is forecast to be the greatest area of growth over the plan period and it is essential that the Borough provides a range of good quality offices. The Office Clusters are allocated in the main areas outside of the town centres to help ensure key employment growth within the local economy. The Office Cluster evidence base 2015 outlined 'cluster' sites that would give a positive contribution to the vitality and viability to their local areas. Planning policy at national, regional, and local levels seek to protect and enhance both town centres and high streets.

The pressure on offices for other uses is recognised in Policy 4.2 of the London Plan, where boroughs are encouraged to monitor the impacts of Permitted Development Rights (PDR), and where appropriate protect, renew and modernise existing office stock in viable locations to improve quality and flexibility.

There has been significant loss of office space within the Borough, with the trend expected to continue. It is important to ensure an adequate supply of good quality office accommodation is retained to accommodate new and existing business and plan for the forecast employment growth over the Plan period.

The Council recognises and supports the importance of these office locations and will seek to protect them.

### **Draft Policy x: Office Uses Outside Town Centres**

Proposals for new office development will be expected to be located within the town centre provided that the retail function of the town centre is not impaired.

On sites outside designated Town Centres and Office Clusters (OCs), proposals for Class B1(a) will be permitted, provided that they are consistent with Town Centres Policies.

The redevelopment or change of use of existing Class B1(a) use sites outside of Town Centres and Office Clusters for non-Class B1(a) uses will be permitted, provided that:

- i. there is a demonstrated lack of demand for the existing use or any potential alternative uses and formats under Class B1(a), including evidence of recent, active marketing of the site for reuse or

redevelopment undertaken prior to submission of a planning application, over a minimum period of six months; and

- ii. where the site is capable of accommodating a mixed use scheme, the proposal seeks to re-provide a sufficient portion of flexibly designed floorspace for employment generating uses.

### **Supporting Text**

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.

Other than in the BIAs or OCs, 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.

### **Draft Policy x: 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 where:

- i. The business use is secondary to the primary residential use of the property; and
- 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, advertising (see policy x) or other inconveniences.

## 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 still mainly a home, or has it become business premises?

### **Draft Policy x: 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 sqm.

## Supporting Text

The London Plan aims to support London's visitor economy and stimulate its growth to ensure that London expands as a global tourism destination. The Plan outlines the need for 40,000 additional hotel rooms by 2036 in a variety of suitable locations throughout London with good public transport access to Central London.



Proposals for hotel development should be located in town, district, or local centres and will be assessed on their impacts to the environment and transport network.

### **Draft Policy x: Telecommunications Development**

In a development involving telecommunication mast, base station or apparatus, applicants will be required to demonstrate that:

- i. the possibility of using an existing building, mast or other structure has been explored and proved to be unsuccessful;
- ii. where the proposal is on or near a school or college, the relevant body of the school or college has been consulted;
- iii. there is a need for the proposed development;
- iv. the equipment meets the International Commission on Nonionizing Radiation Protection (ICNIRP) guidelines on the limitation of exposure of the general public to electro-magnetic field;
- v. regard has been given to locating a site which causes least visual impact subject to operational needs;
- vi. any adverse impact on the character, appearance and amenity of the area or those of the building on which it is to be mounted has been minimised; and
- vii. the design, siting and landscaping minimises the visual impact of the development and uses screening by trees or other landscaping or technologies to camouflage telecommunications apparatus, where appropriate.

### **Supporting Text**

This policy applies to various types of commercial telecommunications apparatus including purpose built masts, cellular radio antennae, terrestrial microwave antennae and satellite antennae or dishes.

Whilst certain telecommunications development does not the Council's express consent, where permission is required, the primary consideration is the minimal visual and environmental harm and the respect of the local character.

Paragraph 43 of the National Planning Policy Framework states that local planning authorities should support the extension of electric communications networks, including telecommunications and high speed broadband.

Building Regulations state that telecommunications must include broadband as standard procedure excluding only certain types of buildings or those in rural areas. This will apply to erection of all buildings and to major renovation works to buildings, subject to some exemptions and applied criteria.

Telecommunications apparatus can have a deleterious effect upon an area. Unlike most other forms of development, traditional materials appropriate to a specific location cannot be used. Buildings which are listed or located in Conservation Areas are exempt from the requirement under paragraph 1.5.

This policy aims to keep the numbers of radio and telecommunications casts and the sites for such installations to a minimum consistent with the efficient operation of the network. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified. Where new sites are required, equipment should be sympathetically designed and camouflaged where appropriate.

## **Biggin Hill Strategic Outer London Development Centre**

### **Introduction**

Biggin Hill is one of the three strategic areas the Council has identified for economic growth in the Borough. Biggin Hill Airport is owned by the London Borough of Bromley and is leased to private operators Biggin Hill Airport Limited for a term of 125 years from 1994.

The London Plan (Policy 2.16) identifies Biggin Hill as a Strategic Outer London Development Centre (SOLDC) and the Mayor's Town Centres Supplementary Planning Guidance (SPG) elaborates upon this designation, describing Biggin Hill as an area of sub-regional importance for the cluster of aviation related and high technology businesses.

The SPG includes the following implementation guidelines:

- "Strategic function in 'other Transport Related Functions' as an important sub-regional hub for aviation and related high-tech industry;
- Develop a positive planning framework to support economic growth activities at Biggin Hill Airport and the adjoining industrial area;
- Enhance environmental performance of the airport in line with London Plan Policy 6.6;
- Review appropriate constraints through the local plan process including accessibility, Green Belt (London Plan Policy 7.16) and heritage designations whilst maintaining environmental quality;
- Support partnership working with education and training providers related to aviation and high-tech industry."

At a national level, the National Planning Policy Framework (NPPF) requires the Council to plan positively to meet the development needs and requirements of business to support an economy fit for the 21st century. The National Planning Practice Guidance states that councils should work with airport stakeholders in preparing local plans to allow aviation to continue making a significant contribution to economic growth, as per the guidance in the Government's Aviation Policy Framework (APF). To this end, the guidance states that airports can be put forward for mixed use development that includes continuing, adapting or restoring aviation services in addition to other uses. The APF recognises the importance of developing local strategies for airports to maximise the catalytic effects of airports to attract business and support growth. The APF calls on local authorities to utilise the range of tools at their disposal to help support businesses in the vicinity of airports. It also emphasises the need to maintain a viable network of business aviation. These national and regional aims align with Bromley's vision and objectives for the coming Local Plan period.

A Concept Plan was prepared by Nathaniel Litchfield Partnership (NLP), on behalf of Biggin Hill Airport Limited and submitted to the Council for consideration. The Concept Plan proposed overall floorspace to accommodate 2,300 new jobs over 15-20 years, the majority of which were forecast to be hangar type accommodation for servicing and maintenance of

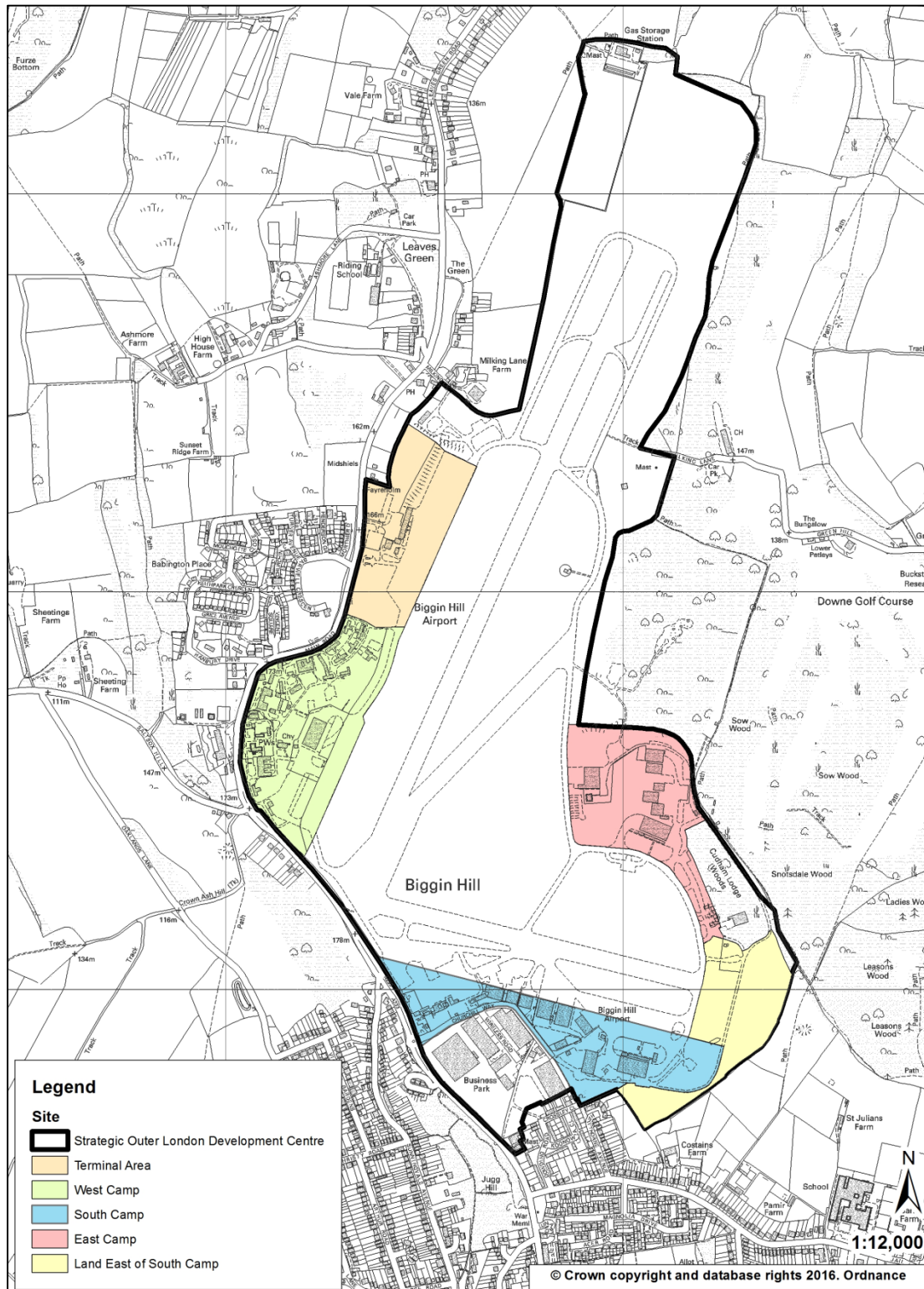
aircraft and also business park office and light industrial units. The approach was based on the airport playing three specific roles: (1) as a location for business aviation aircraft owners to be based at; (2) business aviation users to fly in and out; and (3) for business aircraft manufacturers to base their service centres at Biggin Hill.

The Council commissioned AECOM to undertake a study of opportunities and constraints in the Biggin Hill SOLDC, review relevant material including the NLP Concept Plan and provide independent policy recommendations to assist the Council's Local Plan preparation. The study identified options for amending the Green Belt boundary to increase investor confidence, help achieve the employment ambitions and support the SOLDC designation were earmarked. The study also identified potential capacity for specific land parcels within the SOLDC on the basis of landscape and visual impact analysis.

The Council has developed a policy setting for the Biggin Hill SOLDC which responds to the independent policy recommendations and potential amendments to the Green Belt boundary proposed by AECOM. In responding to these recommendations, the Local Plan addresses barriers to investment and promotes positive economic growth while also recognising constraints and sensitivities of sites within and in the vicinity of the SOLDC.

The draft policies relate both to the SOLDC generally and to specific land parcels within the SOLDC, which are identified in **Map: Biggin Hill Strategic Outer London Development Centre**.

# Map: Biggin Hill Strategic Outer London Development Centre



### **Draft Policy x: Biggin Hill SOLDC**

The Council will support the Biggin Hill SOLDC, as identified on **Map: Biggin Hill Strategic Outer London Development Centre**, including 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 minimising adverse impacts on the environment and the amenity of surrounding communities.

### **Supporting Text**

The SOLDC status of Biggin Hill provides a strategic framework for economic growth at Biggin Hill Airport and the adjoining Biggin Hill Locally Significant Industrial Site (LSIS). 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, coordinating public and private investment and placing a strong emphasis on creating a distinct and attractive business offer. In considering development proposals in the SOLDC, the Council will have regard to the accessibility and environmental constraints of the SOLDC and surrounding areas.

The Council has been in active dialogue with key stakeholders to develop an updated policy setting for the SOLDC, including Biggin Hill Airport Limited, the stakeholder group LoCATE (London Centre for Aviation Technology and Enterprise), other landowners and relevant statutory authorities.

### **Draft Policy x: Terminal Area**

Land identified as Terminal Area on **Map: Biggin Hill Strategic Outer London Development Centre** will be safeguarded for aviation-related employment generating uses.

### **Supporting Text**

The Terminal Area, including the existing control tower and terminal building, is the focus for passenger and goods handling and other ancillary facilities including distribution services, administrative offices, short and long-stay parking for cars, coaches and aircraft. The Terminal Area can potentially accommodate further intensification of aviation-related employment generating uses. The area to the north of the Terminal Area lies within the proposed SOLDC boundary but remains within the Green Belt to provide an adequate buffer between developed areas of the SOLDC and more open areas towards Leaves Green to the north.

### **Draft Policy x: West Camp**

The Council will support the development of aviation-related employment generating uses on land identified as West Camp on **Map: Biggin Hill Strategic Outer London Development Centre**

Proposals for Class C1, D1, B1(a) and B1(b) uses in West Camp will be permitted if it can be demonstrated that the proposed uses:

- i. reinforce the role of the SOLDC; and
- ii. do not impede the effective operation of other aviation related employment generating uses in the SOLDC or reduce airside access or capacity in the SOLDC.

The Council will support proposals in West Camp which include a sensitive re-use and repair of heritage assets consistent with the conservation of their significance and the character and appearance of the conservation area.

### **Supporting Text**

The privately owned West Camp comprises a range of former RAF buildings set in a campus-style layout, a large part of which falls within RAF Biggin Hill Conservation Area. West Camp has airside access and is an appropriate location for airport-related development proposals.

The Council will adopt a flexible approach in considering potential land uses at West Camp that are not directly aviation related but can demonstrate consistency with the role of the SOLDC, as described in the Mayor's Town Centres SPG.

### **Draft Policy x: South Camp**

Sites providing existing airside access on land identified as South Camp on **Map: Biggin Hill Strategic Outer London Development Centre** will be safeguarded for aviation-related employment generating uses.

Proposals for Class B2, B1(b), B1(c) and C1 uses will be permitted in South Camp if it can be demonstrated that the proposed uses:

- i. reinforce the role of the SOLDC; and
- ii. do not impede the effective operation of other aviation related employment generating uses in the SOLDC or reduce airside access or capacity in the SOLDC.

The Council will support redevelopment and if viable, realignment of infrastructure to increase the development potential of South Camp for aviation related employment generating uses.

The Council will not support any proposals in this identified area that would have an unacceptable adverse impact on land identified as a Site of Importance for Nature Conservation or on landscapes and residential areas in the vicinity of the SOLDC.

### **Supporting Text**

South Camp represents a key employment location at the Biggin Hill SOLDC and offers significant opportunity for aviation-related employment growth. The area provides the primary location for airport-related facilities and activities, including hangars, aircraft maintenance, aircraft parking and flying club facilities.

The Council will adopt a flexible approach in considering potential land uses at South Camp, such as industrial uses that are not directly aviation related but can demonstrate consistency with the role of the SOLDC, as described in the Mayor's Town Centres SPG. Certain sections of South Camp have greater exposure to sensitive environments surrounding the SOLDC, including the adjoining SINC. The Council will consider whether proposals would result in unacceptable adverse impacts on these environments, in terms of structural design and operational aspects of the proposed land uses.

### **Draft Policy x: Land East of South Camp**

Land identified as Land East of South Camp on **Map: Biggin Hill Strategic Outer London Development Centre** will be safeguarded for aviation-related employment generating uses.

The Council will not support any proposals in this identified area that would have an unacceptable adverse impact on land identified as a Site of Importance for Nature Conservation or on landscapes and residential areas in the vicinity of the SOLDC.

### **Supporting Text**

This land parcel has been identified as important to the relocation of airport and aviation uses on the airside part of South Camp to enable their redevelopment to provide modern space for aviation related uses, in particular hangars and facilities for manufacturing uses including Original Equipment Manufacturers, and aircraft operators including Aircraft Operating Companies and Fixed Base Operators.

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. Certain sections of this land parcel have greater exposure to sensitive environments surrounding the SOLDC, including the adjoining SINC. The



Council will consider whether proposals would result in unacceptable adverse impacts on these environments, in terms of structural design and operational aspects of the proposed land uses.

#### **Draft Policy x: East Camp**

Land identified as East Camp on **Map: Biggin Hill Strategic Outer London Development Centre** will be safeguarded for aviation-related employment generating uses.

The Council will not support any proposals in this identified area that would have an unacceptable adverse impact on land identified as a Site of Importance for Nature Conservation or on landscapes and residential areas in the vicinity of the SOLDC.

#### **Supporting Text**

East Camp contains some existing hangars, storage and hard-standing areas and some redevelopment or refurbishment within this land parcel may be suitable in order to contribute to the development of the SOLDC. 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.

Certain sections of this land parcel have greater exposure to sensitive environments surrounding the SOLDC, including the adjoining Cudham Lodge Woods and the broader SINC. Council will consider whether proposals would result in unacceptable adverse impacts on these environments, in terms of structural design and operational aspects of the proposed land uses.

### **Draft Policy x: 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 Department for Transport Circular 1/2003, having particular regard to the safeguarded area, as shown on the Safeguarded Area Map. Within the Public Safety Zones, shown on the Public Safety Zones 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 Department for Transport Circular 01/2010.

### **Supporting Text**

Public Safety Zones (PSZ) are areas of land extending outwards from the ends of the main runway where development is restricted. 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 with the Local Plan 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.

### **Draft Policy x: Noise Sensitive Development in Biggin Hill**

Planning applications for new noise-sensitive development at, or in the vicinity of, Biggin Hill Airport will be assessed against the effect levels set out in the Noise Policy Statement for England.

New noise sensitive development in areas likely to experience adverse impacts will be required to take steps to minimise and mitigate those effects as far as possible.

Planning permission will not normally be granted where mitigation cannot prevent new development experiencing effects at or above the Significant Adverse Effects Level.

## Supporting Text

The impact of noise upon health and wellbeing is an important consideration for new development in and around airports. Aircraft noise can affect areas and noise-sensitive development under the flight path for some distance from the airport. The degree of disturbance is related to people's perception of noise, the volume and character of noise, frequency of aircraft movements and other background noise.

Planning practice guidance sets out the noise exposure hierarchy which reflects the NPSE effect levels:

- Significant observed adverse effect level: This is the level of noise exposure above which significant adverse effects on health and quality of life occur. Action should be taken to avoid and prevent this level occurring.
- Lowest observed adverse effect level: This is the level of noise exposure above which adverse effects on health and quality of life can be detected. Action should be undertaken to mitigate and reduce impacts to a minimum.
- No observed effect level: This is the level of noise exposure below which no effect at all on health or quality of life can be detected.

The UK Government considers that the equivalent continuous sound level of over 57dB(A) represents the noise level for the onset of community annoyance. For the purpose of assessing planning applications for new development in the area around Biggin Hill Airport, the 57dB(A) contour will be considered the starting point for requiring further investigation into the effects of airport-generated noise.

For early morning flights night, i.e. prior to 07:00, research undertaken by the Department for Transport indicates that noise levels below the 90dB(A) SEL due to aircraft events are most unlikely to cause any measurable increase in the overall rates of sleep disturbances during normal sleep. For the purposes of development investigation will required for proposals lying additionally with the 90dB(A) SEL footprint but outside the 57dB(A) contour.

## **Crystal Palace Strategic Outer London Development Centre (SOLDC)**

### **Planning Context**

The London Plan (2015) Policy 2.16 identifies Crystal Palace as a potential Strategic Outer London Development Centre (SOLDC) with specialist strengths already or with the potential to function above the sub-regional level and to generate growth above the Outer London trend without competing against existing town or other centres.

The specialist strengths identified for the Crystal Palace SOLDC in Table 2.1 of the London Plan lie in its existing and potential Leisure, tourism, arts, culture and sports functions. It is also important for wildlife and biodiversity within the area.

The potential of SOLDCs to develop and build on their specialist strengths is meant to be explored and taken forward through partnership working between the Mayor, Local authorities and other stakeholders.

### Crystal Palace SOLDC Boundary

The Council has had discussions with neighbouring boroughs and with the Greater London Authority in late 2014 and early 2015 in relation to defining a boundary for the Crystal Palace Strategic Outer London Development Centre.

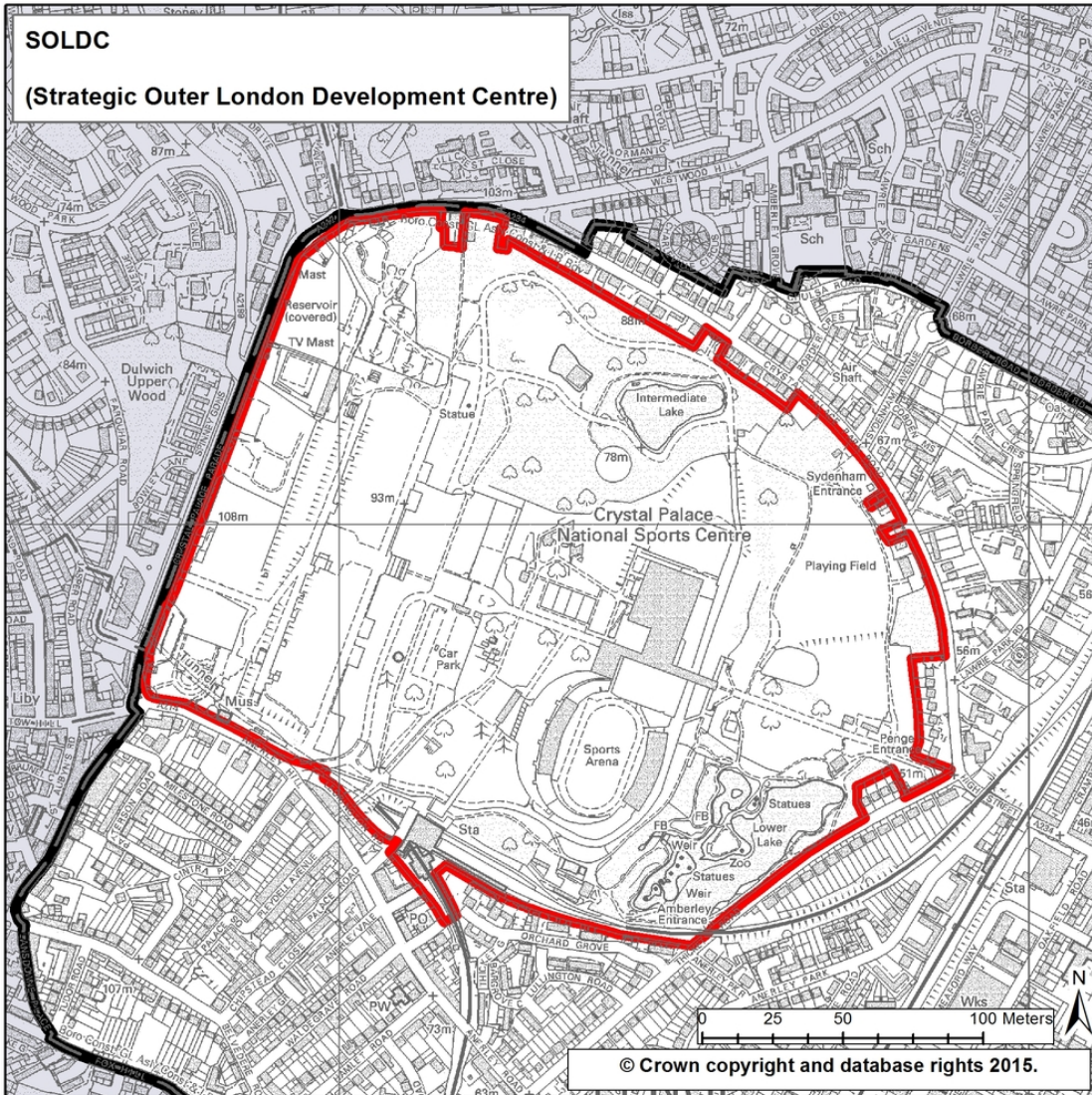
The boundary around the Crystal Palace Park reflects the location of the strategic assets of more than sub-regional importance which already generate or could potentially generate growth above the outer London trend within the Crystal Palace area.

The '**Crystal Palace's SOLDC Evidence Base paper**' provides background in relation to the identification of the boundary. This report can be viewed on the Consultation Portal in the Supporting Documents folder or via the Council's website [Developing Bromley's Local Plan page](#).

The Council acknowledges that the development potential of sites within the proposed SOLDC is constrained by its designation as Metropolitan Open Land and by its conservation area status. The Park is highly accessible with five train and Overground stations within walking distance. The Grade II listed historic metropolitan park has particular historic and cultural significance as the former site of Joseph Paxton's Crystal Palace and includes nationally and regionally important assets including the Grade II National Sports Centre, remaining terraces and sphinxes from the Crystal Palace and the Grade I listed prehistoric Victorian monsters.

The park presents opportunities to encourage growth of more than sub-regional importance beyond its boundaries particularly through visitor spend in Crystal Palace and other neighbouring town centres within the Crystal Palace, Penge and Anerley Renewal Area. Planning permission was granted for a masterplan which seeks to restore and improve the park and reinstate its regional and international status. The delivery of key capital projects is already underway, such as that of the restoration of the Dinosaurs. Future governance arrangements and a new business model for the park are also being developed. The GLA has also been considering options for some development and redevelopment on the site of the National Sports Centre.

# Crystal Palace SOLDC



## **Draft Policy x: Crystal Palace Strategic Outer London Development Centre**

The Council will expect any proposals for the Crystal Palace Strategic Outer London Development Centre (SOLDC) as defined on the policies map to maintain enhance and support the unique existing strategic cultural, sports, tourism and leisure functions of the Crystal Palace Park.

Any development proposals will be subject to other policies within the Local Plan, notably Metropolitan Open Land policies and guidance related to the Crystal Palace Park Conservation Area and will be required to be consistent with the objectives identified as part of the approved masterplan for the park. They will be expected to contribute to and/or strengthen as appropriate the sub-regional importance of the SOLDC having regard to its specialist identified strengths whilst maintaining and improving the park's open setting and the visual and landscaping amenities which inform its character and that of the key heritage assets within its boundaries.

The Council will work with the Mayor, the community and other stakeholders to ensure that development proposals and other initiatives within the SOLDC contribute to the long term planning and regeneration strategies for the park and support where appropriate the wider Crystal Palace, Penge and Anerley Renewal Area objectives.

### **Supporting Text**

The London Plan identifies Crystal Palace as a potential Strategic Outer London Development Centre with specialist economic functions of more than sub-regional importance related to leisure, tourism, arts, culture and sports. The SOLDC's key strengths are underpinned by the presence of the National Sports Centre within the park and the historic and cultural significance of the park itself which draws visitors from London and beyond. The park shares its boundary with Lambeth, Croydon, Lewisham and Southwark and is of strategic significance for all of these boroughs as well.

The Crystal Palace Park was created in 1852-55 by Sir Joseph Paxton's Crystal Palace Company to provide a new home for the enlarged Crystal Palace, a large glass and Iron structure which housed the Universal Exhibition of 1851 in Hyde Park. The park also included elaborate landscape as well as water and fountain works designed by Sir Joseph Paxton.

The Park and the palace became an international paying attraction until the park was destroyed by a fire in 1936 although some of the now Grade II Listed terraces and ornamental sphinxes remain. The Park still includes Dinosaur Island, a collection of over 30 statues created by Benjamin Waterhouse Hawkins in the 1850s set within a model geological landscape. The sculptures' Grade I listing reflects the international significance of the sculptures whose design reflected contemporary scientific advances whilst the model geological landscape's proposed RIG designation reflects its regional significance as a geological site.

The Crystal Palace Park has seen significant change from the 1930s culminating in the 1960s with the completion of the National Sports Centre and Athletics Stadium conceived as a Unique "Sports Park" which partially obscures the park's original

walkway axis. The Grade II Listed Centre is a historically significant sports and leisure facility which, following a long history of hosting a range of national and international sporting events is no longer suited to Olympic use but continues to provide facilities of more than sub-regional importance.

A masterplan submitted by the London Development Agency (now the GLA) was granted outline permission in 2011, establishing key development principles for the Park. These include a number of environmental improvements to restore the former character of the park, improvements to the National Sports Centre and the building, improvements and redevelopment of a number of key facilities. The vision behind the masterplan is to reinstate the local, regional and significance of the town park including by promoting it as a primary visitor attraction. The Council is currently investigating options to deliver some of the masterplan's proposals through a sustainable Development Strategy. The Council will work to ensure that proposals support the sub-regional role of the SOLDC having regards to its identified specific strengths.

The Greater London Authority has been investigating options for the possible refurbishment, enhancement and part redevelopment of the National Sports Centre site which it leases from the London Borough of Bromley. The Council will work with the Mayor and with other stakeholders to identify adequate development capacity and ensure it supports the SOLDC designation should any development opportunities come forward.

Whilst significant at a sub-regional level, the development capacity of the park faces major constraints. The park is designated as MOL in full and there are areas designated as sites of Importance for Nature Conservation to the North and the East. Most of the park is also designated as a Conservation Area managed by an adopted SPG, reflecting the historic significance of the park and the setting it provides to the Parkside residences built from the mid to the end of the 19<sup>th</sup> century on Crystal Palace Road, Thicket Road and Anerley Hill. It is important that any developments proposals taking place within the park's setting are in line with the Crystal Palace Park Conservation SPG, the MOL designation objectives, respect the nature conservation value of the site and are in accordance with the objectives identified as part of the approved masterplan for the park.

The Green Chain walk through Crystal Palace Park joins up the Southwark and Bromley sections of the Green Chain, and the policies map identifies the Green Chain area.

Crystal Palace Park lies within the Crystal Palace, Penge and Anerley Renewal Area. Policy guidance (policy x ) seeks to maximise opportunities for proposals presented by Crystal Palace Park and the SOLDC status and to contribute and benefit from the thriving cultural and leisure economy of Crystal Palace's District Centre, and capture broader benefits for Penge District Centre, and the more local Anerley centre. The Council will work with stakeholders to seek and ensure complementarity between major development proposals and initiatives within the SOLDC and within the renewal area and the wider area of influence of the park where justified in strategic planning terms. The London Plan (2.63A) states the overriding objective of the Mayor's regeneration programmes is to drive and shape

growth in town and economic centres and high streets. The relationship of the Park to the broader renewal area offers broader economic, environmental and social benefits.



## **Town Centres**

### **Introduction**

This section focuses on the main policies to assist in meeting the objectives relating to town centres and shopping areas which are set out in the Vision and Objectives Chapter earlier. The policies aim to help maintain and enhance the roles of different centres. The network of town centres and local centres is central to the quality of life and well-being of Bromley's communities providing a wide range of services and facilities.

### Town and Shopping Centre Hierarchy

The shopping hierarchy of the Borough's established centres has evolved over a considerable period of time and is recognised in the London Plan. The centres are classified according to their existing role and function and each performs a different but complementary role. The hierarchy is important in providing a range of services and facilities across the borough.

#### Town and Shopping Centre Hierarchy

Metropolitan Centre – BROMLEY

Major Town Centre - ORPINGTON

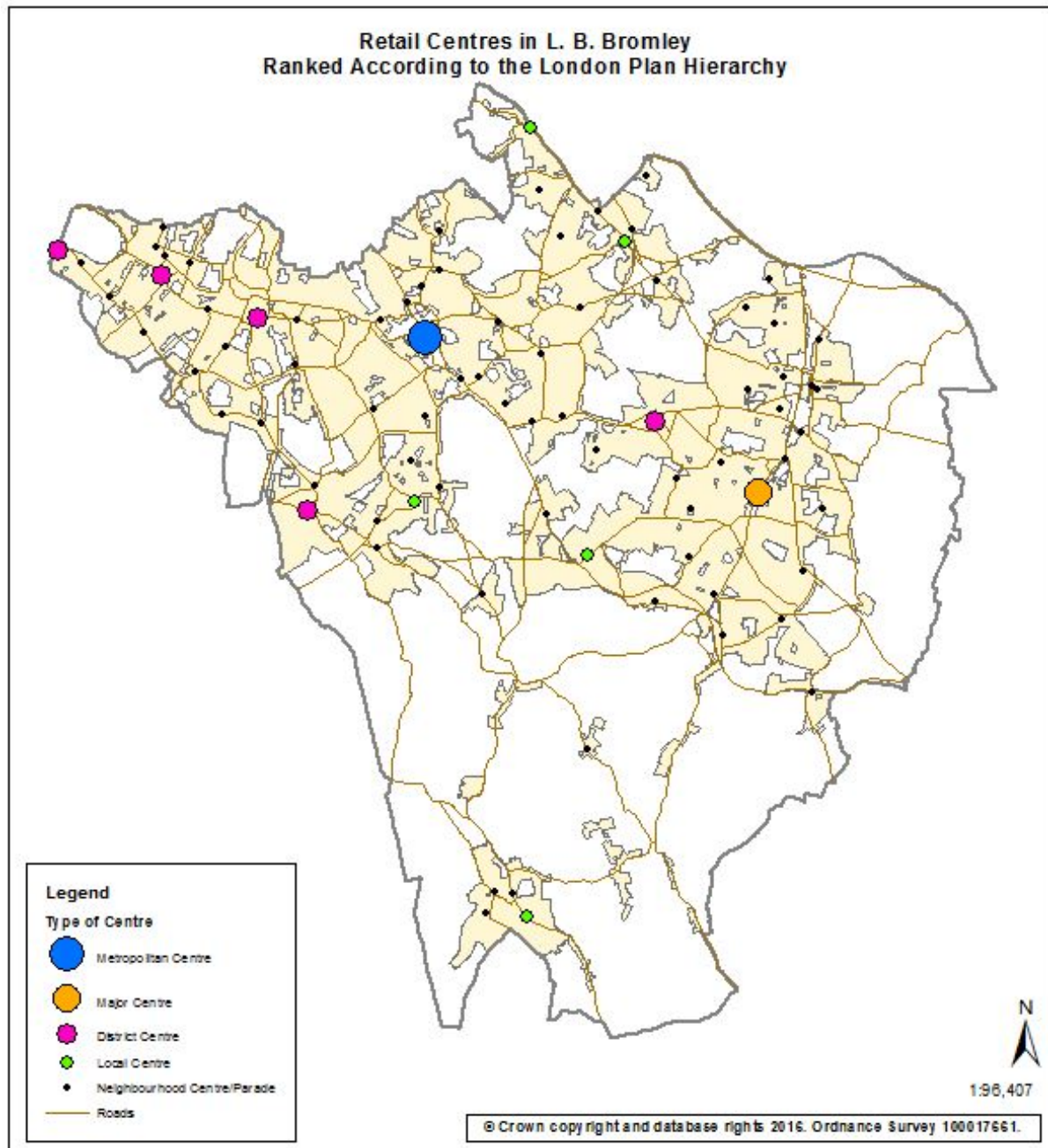
District Centres – BECKENHAM, CRYSTAL PALACE, PENGE, PETTS WOOD, WEST WICKHAM

Local Centres – BIGGIN HILL, CHISLEHURST, HAYES, LOCKSBOTTOM, MOTTINGHAM

Neighbourhood Centres and Parades – 73 across the Borough

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 map on the following page shows the retail centres in LB Bromley ranked according to the London Plan Hierarchy. Appendix 12 shows town centre boundaries and primary and secondary frontages for Bromley, Orpington and the five District Centres.

## Map 1 – Retail Centres



### **Draft Policy x: Bromley Town Centre Opportunity Area**

The Council will prepare an Opportunity Area Planning Framework for Bromley Town Centre to deliver a minimum of 2,500 homes and an indicative 2,000 jobs and maximise its contribution to the vision and objectives of the Local Plan.

This will form an early review of the Bromley Town Centre Area Action Plan and implementation of the Bromley Town Centre Housing Zone as agreed by the Mayor in 2016 to promote Bromley's strategic role as a Metropolitan town centre and the Opportunity Area description in Table A1.1 of the London Plan.

The review will:

A identify local area specific infrastructure requirements and prepare a specific Infrastructure Delivery Plan,

B identify further opportunities to optimise development capacity for residential, retail, offices, cultural and other town centre uses,

C commence before the end of 2017/18 with a target for adoption of 2019/20.

### **Supporting Text**

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

The Bromley Town Centre Area Action Plan was adopted in 2010 and is guiding development in the Town Centre, in conjunction with the saved policies of the UDP. A number of the BTCAAP sites are under development or with planning permission subject to S106 agreements and expected to commence in the next year or two. Investment through the Mayor's Funds, and xxx have, and continue to deliver public realm improvements etc

The London Plan 2015 identifies the Town centre as an Opportunity Area with the potential for delivering a minimum of 2,500 homes and an indicative 2,000 jobs.

Draft Policy x includes Bromley Town Centre, as one of the three strategic areas for economic growth within the Borough.

The town centre already contributes to the Local Plan housing provision, however, a review of the AAP and preparation of an Opportunity Area Planning Framework will help identify further capacity to exceed the London Plan housing figures for the Borough and the indicative capacity identified in the Opportunity Area description in Table A1.1 of the London Plan.

### **Draft Policy x: Proposals for Main Town Centre Uses**

- i. The Council will require main town centre uses to be located within designated town centres, or if no in-centre sites are available, sites on the edge of centres. Only if suitable sites are not available in town centres or in edge of centre locations should out of centre sites be considered.
- ii. Proposals for new main town centre uses outside of existing centres will be required to meet the sequential test as set out in the NPPF
- iii. Proposals for retail, leisure and office development outside of the town centres, over 2,500 sqm 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 National Planning Policy Framework (NPPF) sets out that Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of 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. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale.

The London Plan also states at para 4.43 in carrying out town centre health checks, boroughs should include an assessment of capacity of each town centre to accommodate additional retail and other commercial development appropriate to its role within the network. Where need is established, Boroughs should adopt a sequential approach to identifying suitable sites to accommodate it.

Bromley Town Centre's function is primarily as a comparison goods shopping destination. The Area Action Plan (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 centre's long term competitiveness.

The 2012 Retail, Office, Industry and Leisure Study, concluded that Bromley Town Centre 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 x: Metropolitan & Major Town Centres**

- i. The Council will require development within Bromley Town Centre to adhere to policies contained within the Area Action Plan adopted in 2010.
- ii. Within the primary frontages in Bromley and Orpington Town Centre's as set out on the defined maps the Council will consider a change of use away from A1 where the proposal would meet all of the following criteria:
  - 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 inappropriate over concentration of similar uses which would be harmful to the function or viability of the town centre,
  - e. provide an active frontage at ground floor level line, and
  - f. not result in adverse effects caused by crime, disorder or anti-social behaviour and have no adverse impact on residential amenity
- iii. Within the secondary frontages of Bromley and Orpington Town Centres the Council will 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.
  - e. not result in adverse effects caused by crime, disorder or anti-social behaviour and have no adverse impact on residential amenity
- iii. Elsewhere within the town centre boundary development proposals will be encouraged and expected to contribute positively to the vitality and viability of the town centre.

#### **Supporting Text**

Bromley is the largest retail centre in the Borough and caters for the wider community in terms of retailing and leisure opportunities. 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. Two sites in the adopted Area Action Plan have been superseded by the Site Allocations (these are the former Opportunity site A – Bromley North Station, and Site F-Bromley Civic Centre). See Appendix x

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.

Orpington High Street and the adjacent Walnuts Shopping Centre contain a wide selection of high-street shops. 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 town centre coupled with the new Bromley College campus development and the new cinema and leisure complex in the Walnuts will reinforce its Major Town Centre function and improve its overall offer to shoppers, visitors and residents.

#### **Draft Policy x: Bromley Shopping Centre (formally The Glades)**

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

#### **Supporting Text**

The Shopping Centre (formerly The Glades, and currently Intu Bromley) 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 (November 2015) identifies 445 retail outlets which provides around 1,293,500 of retail floorspace.

## **Draft Policy x: District Centres**

- i. Within the primary frontages of Beckenham, Crystal Palace, Penge, Petts Wood and West Wickham as set out in the defined town centre maps (Appendix 12) the Council will consider a change of use away from A1 where the proposal would:
  - a. not harm the predominant retail character of the shopping frontage; and
  - b. generate significant pedestrian visits during shopping hours, and
  - c. complement the existing shopping function of the town centre, and
  - d. not create an inappropriate over concentration of similar uses which would be harmful to the function or viability of the town centre, and
  - e. not result in adverse effects caused by crime, disorder or anti-social behaviour and have no adverse impact on residential amenity .
  
- ii. Within the secondary frontages of Beckenham, Crystal Palace, Penge, Petts Wood and West Wickham (District Centres) as set out in the defined town centre maps (Appendix x) , the Council will 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, and
  - d. provides an active frontage at ground floor level.

Elsewhere within the town centre boundary development proposals will be encouraged and expected to contribute positively to the vitality and viability of the town centre.

## **Supporting Text**

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

Beckenham High Street is the third largest town centre 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 x: Local Centres**

Within identified retail frontages of local centres, changes of use from Class A1 (shops) to other uses will be permitted provided that the proposal would;

- i) not harm the retail character of the shopping frontage, and
- ii) have no adverse impact on residential amenity, and
- iii) not create a concentration of similar uses; and
- iv) attract visitors during shopping hours; and
- v) complement the shopping function of the centre

Uses within Classes A3 (restaurants and Cafes), A4 (Drinking Establishments) and A5 (Hot Food Takeaways) will also have to comply with policy xx.

Proposals for changes of use from Class A1 (shops) outside of designated retail frontages to other uses will be permitted provided that it can be demonstrated that there has been a lack of demand for retail use.

### **Supporting Text**

The main function of these centres is to provide an adequate range of shops and services to meet the needs of local communities. Non retail uses may be considered appropriate to meet a wider range of needs, to prevent long-term vacancy and support vitality.

### **Draft Policy x: Neighbourhood Centres, Local Parades and Individual Shops**

i. Within designated neighbourhood centres and 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.

ii. A change of use to non-A1 uses will only be considered if the use proposed contributes to the range of local services or the provision of local community facilities;

iii. The Council will consider the change of use of individual shops that do not fall within a parade where there is appropriate alternative provision within reasonable walking distance.

iv. In the more rural parts of the borough, the Council will seek to retain local shops and services and where possible encourage new ones (including farm shops). The Council will permit changes of use away from A1 where

a. it would not harm the vitality and viability of the surrounding community and



- b. the use is appropriate and serves the local community

### **Supporting Text**

The Borough also has a wide variety of local shops serving mainly residential areas. The main function of these local shops is to provide for the day to day needs of local residents, especially those who are less mobile. These shops are particularly important in rural areas and for people unable to reach larger centres. 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 x: Change in Use of Upper Floors**

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

- i. Any physical alteration does not adversely affect the character or appearance of the property; and
- ii. Residential or office use is compatible with adjacent/adjoining uses, and
- iii. There is no adverse effect on nearby environmental or residential amenity, and
- iv. A satisfactory living environment and standard of accommodation is provided, and
- v. Adequate access and car parking can be provided (see transport policies).

Where the proposal involves the loss of an office on upper floors, the applicant will need to demonstrate that 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

### **Supporting Text**

The 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 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 generally be encouraged 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.

#### **Draft Policy x: Restaurants, Pubs & Hot Food Takeaways**

The Council will permit proposals for a new restaurant, café, drinking establishment and/or hot food takeaway where all of the following criteria are met:

- i. the proposal would not detract from the vitality and viability of the town centre or 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, and
- 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 defined town centres, 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 x: Residential Accommodation**

The Council will permit the change of use of ground floor premises in shopping areas to residential uses where all of the following criteria are met:

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

#### **Supporting Text**

A number of local shops have been converted to residential dwellings 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 edges of town centres, local centres or local neighbourhood 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.

#### **Draft Policy x: 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 and
- ii. they make a positive contribution to the vitality and viability of the town centre

#### **Supporting Text**

Markets play an important role in supporting town centres. Bromley has a Market each Thursday, Friday and Saturday throughout the day. It also has speciality markets a couple of times a year. The markets in the pedestrianised part of the high street continue to contribute to Bromley's attractiveness as a shopping destination. Many District Centres also hold markets. For example, there is a general Market located in front of Orpington College, three times a week.

The Borough will continue to support markets in bringing about vitality and viability to its shopping areas bringing in further investment.

#### **Draft Policy x: Shopfronts and Security Shutters**

- i. The Council will resist the removal of shop fronts of architectural or historic merit.
- ii. 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 street scene and the building of which it forms part
- iii. 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.
- iv. 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 street scene and does not compromise public safety.
- v. New shop fronts must be designed to allow equal access for all users.
- vi. When considering applications for security shutters the Council will resist solid shutters or those shutters that give the appearance of being solid. The Council will normally permit shutters of an open type where:
  - a. shutter boxes are not over dominant, are contained within the shopfront and do not project from the face of the building; and
  - b. both shutter boxes and shutters are not of untreated metal and are colour co-ordinated to match the shopfront.

#### **Supporting Text**

Security shutters and grilles can have a significant effect on the character and appearance of the Borough's shopping areas. The quality of the environment

in shopping centres is vital if they are to remain active and economically viable. Inappropriate and excessive new shopfront security can have a detrimental effect.

Design issues regarding shutters are also important. It should be demonstrated that all other security measures, such as strengthened shopfronts, toughened laminated glass, security lighting, and appropriate glazing have all been considered. The use of lattice shutters or grilles internally (on the inside of the glass) is also another favoured alternative.

Solid shutters, or those that give the appearance of being solid, have a deadening effect on the character and appearance of an area and should be avoided. Open mesh or lattice shutters are preferred as they allow a clear view into the shop and maintain a visible window display and are considered to provide an adequate protection to most shop fronts.

#### **Draft Policy x: Advertisements**

Advertisements, hoardings and signs should:

- i. have regard to the character of the surrounding area; and
- ii. be in keeping with the scale, form and character of any buildings on which they are placed; and
- iii. generally not be located in residential areas and the Green Belt, Metropolitan Open Land (MOL) and Urban Open Space; and
- iv. preserve or enhance the character or appearance of conservation area and
- v. not be likely to create a hazard to road users, and
- vi. avoid harm to the significance of listed buildings.

#### **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.

In many parts of the Borough, including residential areas, the Green Belt/MOL, conservation areas, and historic parks advertisements and signs

including their external illumination, can be visually intrusive and detrimental to the character of an area or building on which they are located. Within the designated areas, applications for consent will be closely scrutinized to ensure that the proposals do not compromise the quality or aims of the areas special designation. A large part of the Green Belt has been defined as an Area of Special Control under the Control of Advertisement Regulations. Within such an area there are restrictions on the height and size of signs that can be displayed without the express consent of the Council.