

Camden Core Strategy 2010-2025

Local Development Framework



**If you would like this document in large print
or Braille, or in another language, please
contact 020 7974 5615**

Find out more about this document and the LDF by visiting camden.gov.uk/ldf
or by calling the LDF hotline 020 7974 5615/2043.

Forward Planning
London Borough of Camden
Town Hall Extension
Argyle Street
London WC1H 8EQ

Published November 2010.

Camden's Local Development Framework. Core Strategy 2010.



Section 1

Location and management of Camden's growth

- 1.1 Camden is growing and changing. It is estimated that our population will increase by around 36,000 people (about 18% of total population) between 2006 and 2026, while London will grow by over a million people over the same period (15%). Future growth in Camden will be largely due to there being more births than deaths in the borough, although in-migration will also be a factor. In addition, our population is growing older with increases in the proportion of working age people over 45 and those of pensionable age between 60/65 and 74. (GLA Round 2006 Demographic Projections).
- 1.2 The forecast growth in population will be accompanied by an increase in the number of homes, offices and other land uses. The Mayor of London's London Plan contains a target of 5,950 additional homes in Camden from 2007/8 to 2016/17, which we are expected to exceed (see paragraph 1.7). National planning policy also promotes increasing the supply of homes. The Core Strategy must be consistent with national policies and in general conformity with the London Plan.
- 1.3 *A sustainable Camden that adapts to a growing population* is one of the four themes within the vision of *Camden Together*, Camden's Community Strategy. The Community Strategy says that we will find ways to adapt to Camden's growing population while protecting, promoting and enhancing our environment for us and for future generations. The Core Strategy is one of the main mechanisms for achieving this aim.
- 1.4 This section sets out the Council's overall spatial strategy for the borough. It explains where Camden's future growth and development will be focussed, gives more detail on our approach to growth areas, other highly accessible areas and areas which will experience more limited change. It also sets out our overarching approach, further developed in sections 2 and 3, to managing growth in a way that provides necessary homes, jobs and facilities and protects and improves Camden's environment, heritage and quality of life.



CS1. Distribution of growth

- 1.5 Many parts of the country are facing the challenge of where and how to accommodate a growing and changing population and the facilities and infrastructure needed to support it. Camden's character – as an already highly built up, inner London area, with limited land available for development, many established residential areas, often mixed with other uses, and many places of heritage, environmental and community value – mean that we face particular challenges in adapting to our growing population while improving and protecting our environment and quality of life. Policy CS1 sets out our overarching approach to the location of future growth and development in the borough.

CS POLICY

CS1 – Distribution of growth

Overall approach to growth and development:

The Council will focus Camden's growth in the most suitable locations, and manage it to make sure that we deliver its opportunities and benefits and achieve sustainable development, while continuing to preserve and enhance the features that make Camden such an attractive place to live, work and visit.

We will promote:

- a) a concentration of development in the growth areas of King's Cross, Euston, Tottenham Court Road, Holborn and West Hampstead Interchange;
- b) appropriate development at other highly accessible locations, in particular Central London and the town centres of Camden Town, Finchley Road / Swiss Cottage, Kentish Town, Kilburn High Road and West Hampstead; and
- c) more limited change elsewhere.

Following this approach, the Council expects that in the order of 12,250 additional homes will be provided in Camden between 2010/11 and 2024/25. We will identify, and provide guidance on, the main development opportunity sites in the borough through our Camden Site Allocations Local Development Framework document.

Making the best use of Camden's limited land

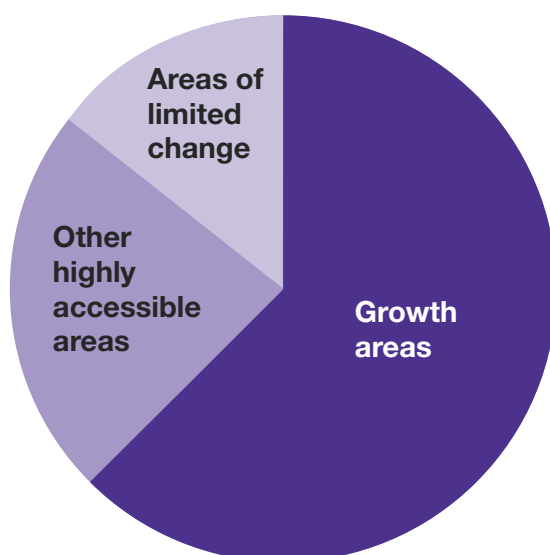
The Council will promote the most efficient use of land and buildings in Camden by:

- d) seeking development that makes full use of its site, taking into account quality of design, its surroundings, sustainability, amenity, heritage, transport accessibility and any other considerations relevant to the site;
- e) resisting development that makes inefficient use of Camden's limited land;
- f) expecting development that will significantly increase the demand of travel to be located in growth areas and other highly accessible parts of the borough;
- g) expecting high density development in Central London, town centres and other locations well served by public transport; and
- h) expecting the provision of a mix of uses in suitable schemes, in particular in the most accessible parts of the borough, including an element of housing where possible.

Overall approach to growth and development

- 1.6 The Council's overall strategy for managing future growth in Camden is to promote the provision of homes, jobs and other facilities in areas with significant redevelopment opportunities at, or near, transport hubs, and support appropriate development at other accessible locations, with more limited change elsewhere. This approach will:
- focus growth on places that can support higher density development, reducing pressure for substantial development in predominantly residential areas (although some development will take place throughout the borough);
 - allow us to better 'shape' places by promoting high quality design of buildings and places, securing necessary infrastructure, providing an appropriate mix of uses, including community facilities, and securing regeneration benefits; and
 - through promoting larger schemes increase our ability to provide more sustainable places, for example by maximising opportunities for local power and heating.
- 1.7 We expect our strategy to provide approximately 12,250 additional homes (including 9,850 new self-contained homes) between 2010/11 and 2024/25. This provision is expected to include around 7,250 homes from sites of 10 homes or more. The diagram below shows how these homes will be distributed around the borough. Just over 60% will be on sites in the growth areas, just over 20% will be in other highly accessible areas, and around 15% will be in areas of more limited change. In addition c2,600 homes will be provided from smaller sites and c2,400 from non-self contained dwellings and vacancies being returned into use. On the basis of past trends, we expect these homes to follow broadly the same distribution around the borough. This gives a total of around 815 homes per year between 2010/11-2024/25, which comfortably exceeds Camden's current London Plan target of 595 homes per year between 2007 and 2017. This means that we can meet our housing targets even if some identified sites do not come forward for development as envisaged.

Distribution of new homes by area 2010-2025 (based on identified sites for 10 or more homes)



- 1.8 Housing will be considered the priority land use of this Core Strategy and the Council's other Local Development Framework documents. Please see *policy CS6 – Providing quality homes* for our detailed approach to housing, and paragraphs 6.8 to 6.18 for more detailed information on our housing targets and the type of housing that will be provided.

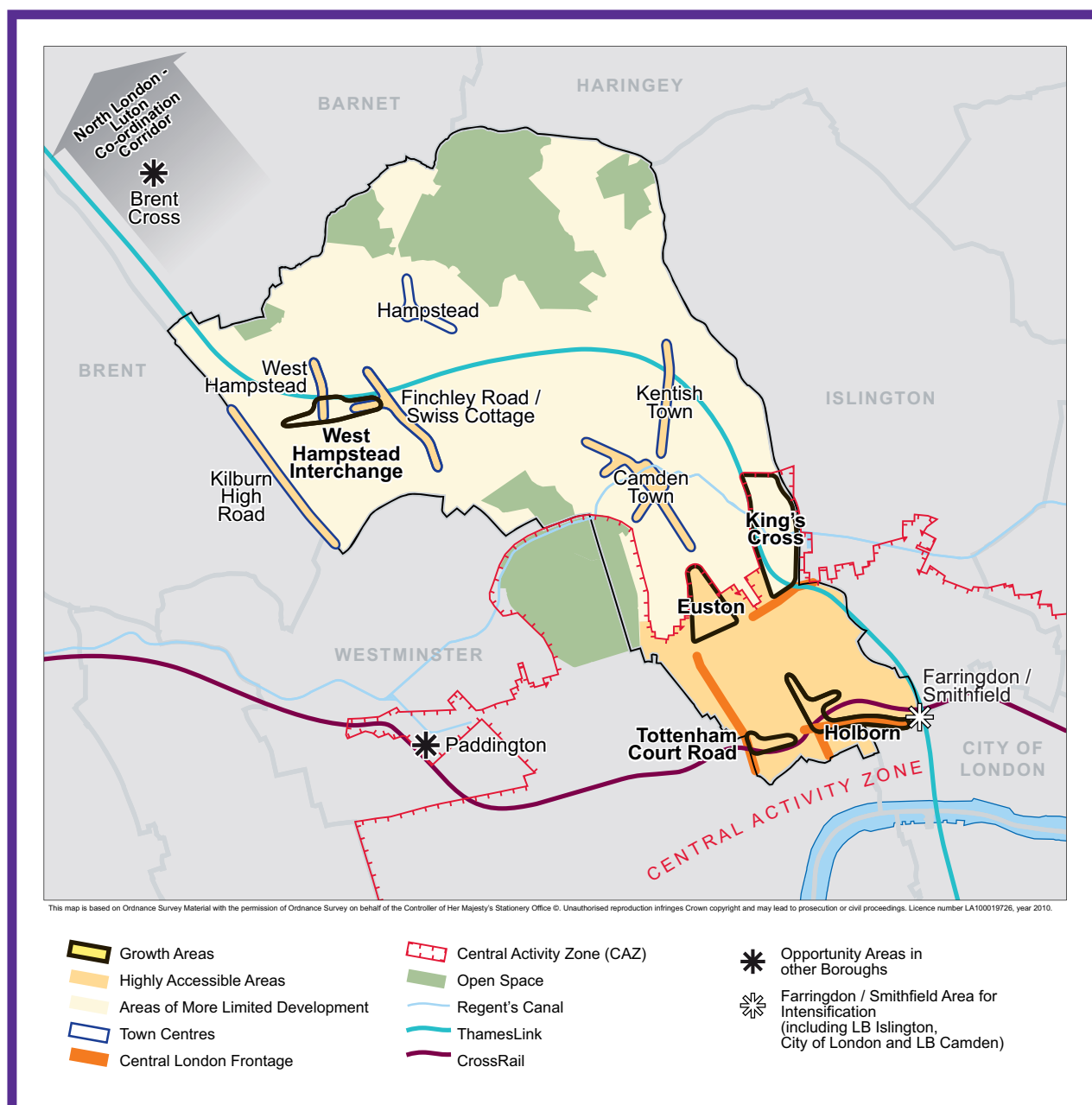


- 1.9 The Council's overall spatial strategy is illustrated on Map 1 – Key Diagram. This shows the broad location of Camden's growth areas, other highly accessible locations / town centres, major transport schemes and the borough's main open spaces.
- 1.10 A key part of our strategy is to ensure that our growing population is supported by necessary infrastructure and services. The Camden Infrastructure Study 2009, commissioned by the Council, identified the borough's infrastructure needs over the fifteen year period covered by this Core Strategy, taking into account expected growth. This forms the basis of Appendix 1 which sets out key infrastructure programmes and projects needed to deliver the Core Strategy. Section 4 sets out more detail on our approach to the provision of infrastructure. Developments will be expected to make appropriate contributions towards the infrastructure needs they generate.

Growth areas

- 1.11 King's Cross, Euston, Tottenham Court Road, Holborn and West Hampstead Interchange will be the locations for the largest amount of Camden's future growth. These areas are identified in the London Plan as suitable for large scale redevelopment or significant increases in jobs and homes, and are based around transport interchanges where increased capacity is planned. The majority of these areas are within Central London and therefore their redevelopment will contribute towards the continued success of Central London and to London's national and international role, as well as providing opportunities to bring benefits to the borough and the local area. Please see policy CS9 – *Achieving a successful Central London* for our overall approach to Central London.
- 1.12 King's Cross will be the focus of the most growth in Camden up to 2025, with large-scale redevelopment transforming the area and creating a new quarter for Camden and London. Redevelopment at Euston and around Tottenham Court Road will also provide substantial numbers of jobs and homes, as well as other uses and facilities. Development at West Hampstead Interchange is expected to be predominantly housing. Policy CS2 – *Growth areas* gives more detail on our approach to Camden's main growth areas. The boundaries of the growth areas are shown on Maps 11-15 in Appendix 6.
- 1.13 King's Cross, Euston and Tottenham Court Road (part in Westminster) are included in the London Plan as Opportunity Areas, that is, places able to accommodate substantial new jobs and homes, in association with public transport improvements. Holborn, West Hampstead Interchange and Farringdon/Smithfield (much of which lies in the City of London and Islington) are designated as Areas for Intensification, places with significant potential for redevelopment for housing, employment and other uses, although at a scale less than that for Opportunity Areas, again in association with public transport improvements.
- 1.14 Known development sites in the growth areas and at other locations throughout the borough, and the Council's expectations for them, are identified in the *Camden Site Allocations* document, which also forms part of our Local Development Framework.

Map 1: Key Diagram



Other highly accessible locations

- 1.15 Beyond the growth areas there are a number of other parts of the borough which are considered suitable locations for significant development as they are highly accessible by a range of means of transport. These highly accessible areas are the Central London area outside of the growth areas, and the town centres of Camden Town, Finchley Road/Swiss Cottage, Kilburn High Road, Kentish Town and West Hampstead. These areas are considered to be particularly suitable locations for uses that are likely to lead to a significant increase in travel demand (for example, retail, offices, leisure and tourism), although the scale of development at these locations is expected to be less than that in the growth areas. Public transport accessibility to Hampstead is not considered to be sufficient for it to be a suitable location for uses that generate significant travel demand.
- 1.16 Policy CS3 gives more detail on our approach to Camden's other highly accessible locations. Policy CS9 sets out our overarching approach to Central London, with its unique character and challenges, where we seek to achieve a balance between its important contribution to London and the UK and local communities and facilities. Policy CS7 sets out our approach to Camden's town centres.

- 1.17 We will expect activities that are that are likely to lead to a significant increase in travel demand to be located in these parts of the borough or the growth areas. The Council will require applicants to demonstrate that all potential options for development in these areas have been thoroughly assessed before edge-of-centre and, finally, sites outside these areas are considered for development, taking into account their accessibility by a choice of means of transport; their likely effect on travel patterns and car use. This approach will help to reduce the need for car journeys, help promote walking, cycling and public transport and allow a single journey to serve more than one purpose. For more information on the level of development we consider creates significant travel demand please see Appendix 1 in Camden Development Policies.

Areas of more limited change

- 1.18 Other parts of the borough are generally expected to experience more limited development and change than will occur in the growth areas and other highly accessible locations. The scale of this will vary, from areas adjacent to growth areas, such as Somers Town, where the Council will seek to spread the redevelopment benefits of nearby schemes, to predominantly residential areas, where smaller scale and more incremental change is expected take place. Policy CS4 gives more detail on these areas and the Council's approach to them.

Managing growth

- 1.19 Central to the Council's overall approach to adapting to Camden's growing population is managing future growth to make sure that it is sustainable, that it provides opportunity and benefits to the borough and its local area, and that it protects and enhances our environment, heritage and quality of life.
- 1.20 Our overall approach to managing the impact of growth is set out in policy CS5, while more detail on aspects of our approach to managing growth is given in many other policies in this Core Strategy, particularly those in section 3 – *A sustainable and attractive Camden*, for example policy CS13 on tackling climate change and CS14 on promoting high quality places and conserving our heritage. Camden Development Policies contains detailed planning policies to support our strategy of managing growth, for example on high quality design (DP24), sustainable design and construction (DP22), and the impact of development on occupiers and neighbours (DP26).

Making the best use of Camden's limited land

- 1.21 If we are going to adapt successfully to Camden's growing population, we need to make the best use of the borough's limited land. The Council will promote the most efficient use of Camden's land and buildings while also seeking to improve the quality of our environment, protect the amenity of occupiers and neighbours and meet its other planning objectives.

Density

- 1.22 One way of making the most efficient use of our land and buildings is to encourage higher densities (that is, have more buildings or rooms in a given area). The Council wants to encourage developments with high densities in the most accessible parts of the borough (generally, Central London and the town centres of Camden Town, Finchley Road/Swiss Cottage, Kilburn High Road, Kentish Town and West Hampstead) and other appropriate locations. Such schemes should be of excellent design quality and sensitively consider the amenity of occupiers and neighbours and the character and built form of their surroundings, particularly in conservation areas. Good design can increase density while protecting and enhancing the character of an area. (Please see policy CS14 and Development Policies DP24 and D25 for more detail on our approach to design.)
- 1.23 The Council will expect the density of housing development to take account of the density matrix in the London Plan (Table 3A.2). As Camden is generally well served by public transport, the Council will expect densities towards the higher end of the appropriate density range in the matrix unless it can be demonstrated that the specific circumstances of a development mean this is not appropriate. Densities below the relevant range in the density matrix will not be permitted. In addition, development schemes with a density below that of the surrounding area will normally be resisted. Please also see paragraphs 2.9 to 2.10 in Camden Development Policies for more on our approach to density.

Mixed use developments

- 1.24 The provision of an appropriate mix of uses, both within areas and in individual buildings, can also contribute to successfully managing future growth in Camden and making efficient use of its limited land. A mix of uses can also:
- reduce commuting and the need for some other journeys, helping to cut congestion in the borough and improve air quality;
 - increase the provision of much-needed housing;
 - promote successful places that have a range of activities and are used throughout the day, increasing safety and security.
- 1.25 The Council will encourage the provision of a mix of uses in suitable locations and expect development proposals of an appropriate size in Central London and the town centres of Camden Town, Swiss Cottage and Kilburn High Road to contribute towards the supply of housing. This reflects the designation of housing as the priority land use of the Core Strategy (see policy CS6). Camden Development Policies policy DP1 contains further detail on the Council's approach to mixed use development. The Council's Site Allocations document will identify future development sites and provide guidance for their future development, including where mixed use development is appropriate.

Key evidence and references

- Camden Housing Needs Study Update 2008
- Camden Annual Monitoring Report 2007/08
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Statement (PPS) 1: Delivering Sustainable Development; ODPM; 2005
- Planning Policy Statement 3: Housing; ODPM; 2006
- Camden Together – Camden's Sustainable Community Strategy; 2007-2012
- GLA Round 2006 Demographic Projections



CS5. Managing the impact of growth and development

- 5.1 The overall approach of the Core Strategy, as set out in policy CS1, is to manage Camden's growth to make sure that its opportunities and benefits are delivered and sustainable development is achieved, while continuing to conserve and enhance the features that make Camden such an attractive place to live, work and visit. This flows from the Camden Community Strategy theme of a sustainable Camden that adapts to a growing population. Policy CS5 provides more information on our approach to managing the impact of growth in the borough.

CS POLICY

CS5 – Managing the impact of growth and development

The Council will manage the impact of growth and development in Camden. We will ensure that development meets the full range of objectives of the Core Strategy and other Local Development Framework documents, with particular consideration given to:

- a) providing uses that meet the needs of Camden's population and contribute to the borough's London-wide role;
- b) providing the infrastructure and facilities needed to support Camden's population and those who work in and visit the borough;
- c) providing sustainable buildings and spaces of the highest quality; and
- d) protecting and enhancing our environment and heritage and the amenity and quality of life of local communities.

The Council will protect the amenity of Camden's residents and those working in and visiting the borough by:

- e) making sure that the impact of developments on their occupiers and neighbours is fully considered;
- f) seeking to ensure development contributes towards strong and successful communities by balancing the needs of development with the needs and characteristics of local areas and communities; and
- f) requiring mitigation measures where necessary.

Making sure development achieves the objectives of the Core Strategy

- 5.2 Central to managing Camden's future growth is the need to consider not just the scale and nature of that growth, but how it is provided and the effect on those who live in the area and the borough as a whole. All development in Camden, large or small, whether located in growth areas, highly accessible locations or in other parts of the borough, should take place in accordance with all relevant policies in the Core Strategy and the other documents that form part of Camden's Local Development Framework (see paragraph 4 in the Introduction) to ensure that the Council's vision for the borough is achieved. The Council will seek to ensure that the borough's growth brings benefits and opportunities to all.
- 5.3 The second section of this Core Strategy, *Meeting Camden's needs – Providing homes, jobs and facilities*, sets out our approach to providing the land uses, infrastructure and facilities that are needed to support Camden's communities, workers and visitors. This includes places to live, work and shop, community facilities and provision for walking, cycling and public transport. The section also sets out our approach to the unique issues faced in Central London, the home to many of the uses that contribute to London's role as a capital and major international city, as well as long-established residential communities.

- 5.4 One of the key elements of managing Camden's growth is securing the infrastructure and services needed to support Camden's growing numbers of residents, workers and visitors. To identify the infrastructure need in the borough in future years we commissioned the Camden Infrastructure Study 2009. This work formed the basis of the schedule in Appendix 1, which set out identified key infrastructure programmes and projects including transport, utilities, emergency services, education, health and other community facilities. It gives information on the nature of each infrastructure scheme, where it will be located, who will lead on its delivery and when it is expected to be provided. As the boundaries of the growth area are relatively tightly drawn, taking in the main development opportunities, the infrastructure to support a particular growth area may be provided outside its boundary. Please see section 19 – *Delivering and monitoring the Core Strategy* for more detail on our approach to infrastructure provision. In addition, the individual sections in the Core Strategy also contain details of infrastructure requirements and provision that are relevant to that section (for example, policy CS15 on open space and policy CS11 on transport.)
- 5.5 The third section of the Core Strategy, *A sustainable and attractive Camden – Tackling climate change and improving and protecting Camden's environment and quality of life*, focuses on making sure that growth is sustainable and properly takes into account the character of Camden and the aspects of the borough that make it such an attractive place to live, work and visit. It sets out how we intend to make Camden a low carbon, low waste borough; deal with climate change; and protect, and where possible enhance, our built environment, heritage and open spaces. It also sets out our approach to improving the safety and health of the community.
- 5.6 Our Camden Development Policies Local Development Framework document will be one of the main mechanisms by which we will seek to deliver to vision and objectives in the Core Strategy. It sets out planning policies that provide more detail of our approach to many of the matters covered in this Core Strategy. We will use Camden Development Policies alongside the Core Strategy when we determine applications for planning permission.

Protecting amenity

- 5.7 Camden's high level of amenity – the features of a place that contribute to its attractiveness and comfort – is a major factor in the quality of life of the borough's residents, workers and visitors and fundamental to Camden's attractiveness and success. However, Camden's inner London location, the close proximity of various uses and the presence of major roads and railways can mean that privacy, noise and light can be particular issues in the borough.
- 5.8 Protecting amenity is, therefore, a key part of successfully managing growth in Camden. We will expect development to avoid harmful effects on the amenity of existing and future occupiers and nearby properties or, where this is not possible, to take appropriate measures to minimise potential negative impacts. More detail and guidance on our approach to amenity is contained in Camden Development Policies policy DP26 – and our Camden Planning Guidance supplementary document. Other policies in Camden Development Policies also contribute to protecting amenity in the borough by setting out our detailed approach to specific issues, such as the impact of food, drink and entertainment uses (policy DP12), noise and vibration (policy DP28) and air quality (policy DP32)

Promoting successful communities

- 5.9 A key element to our overall strategy of managing Camden's future growth is to ensure that the opportunities and benefits of this growth are delivered in a way that meets the needs of Camden's residents and promotes strong and successful communities. In assessing development proposals, the Council will take into account the needs and benefits of the development alongside the individual characteristics and needs of the local area and community, and will seek to strike a balance between them. Where relevant, we will take into account the cumulative impacts of developments, or particular types of development, on local areas and communities.

Key evidence and references

- Camden Together – Camden's Sustainable Community Strategy; 2007-2012
- The London Plan (consolidated with alterations since 2004); Mayor of London; 2008





Section 2

Meeting Camden's needs

– Providing homes, jobs and facilities

- 6.1 Section 1 above sets out the Council's overall approach to the distribution and management of Camden's growth to 2025. Section 2 provides our approach to making sure we provide the homes, jobs, facilities and infrastructure needed to support the growth in the number of people living in, working in and visiting the borough. It focuses on:
- providing homes to meet housing need and targets, securing affordable homes, and encouraging mixed communities;
 - providing for new shop floorspace to meet predicted demand and promoting our town centres, including by setting out our specific objectives for each centre;
 - securing a strong economy in Camden that includes everyone;
 - supporting the unique role of Central London;
 - providing the community facilities and services needed by Camden's communities and people who work in and visit the borough;
 - ensuring the transport needed to support Camden's growth is provided and promoting more sustainable travel.



CS6. Providing quality homes

- 6.2 One of the four themes of Camden's Community Strategy is *A Sustainable Camden that adapts to a growing population*. Following from this, the Core Strategy aims to manage growth so it works positively for Camden. One element of this is securing sufficient housing of the right type and quality.
- 6.3 The Council shares the government's goal of seeking to ensure that everyone has the opportunity to live in a decent home at a price they can afford in a community where they want to live. We will therefore seek to establish a plentiful supply and a broad range of homes. However, Camden is a relatively small area within a much larger housing market, and we cannot realistically expect to meet the needs of everyone that might wish to live in the borough. This part of the Core Strategy therefore sets out:
- the overall numbers of additional homes we expect to be built in the borough;
 - the proportion of affordable housing that the Council will seek;
 - our priorities in terms of mix of sizes and types of homes that are needed for particular groups of people; and
 - the flexible implementation tools we will use to support continued delivery if economic conditions threaten the supply of homes.
- 6.4 To provide well-designed homes, proposals will need to address all the policies in the Core Strategy. In addition, Building for Life criteria set a national standard for well-designed homes and neighbourhoods. These have been prepared by a partnership of agencies led by the Commission for Architecture and the Built Environment (CABE) and the Home Builders Federation.
- 6.5 Policy CS6 relates to a number of different forms of housing which are suitable for different individuals and households. These forms of housing include:
- self-contained houses and flats (Use Class C3) (the predominant form);
 - live/ work units, which are self-contained homes that include a dedicated work area (they are outside any planning use class, but we will treat them in the same way as Use Class C3 for the operation of our Local Development Framework policies);
 - bedsit rooms that share facilities such as toilets, bathrooms and kitchens often known as houses in multiple occupation or HMOs, some with 3 to 6 occupiers fall within Use Class C4, but most are outside any planning use class);
 - hostels where shared accommodation is managed for a particular group of people (e.g. students) and occupiers may stay for several months (also outside any planning use class);
 - those nursing homes, care homes and parts of hospitals where people live permanently, such as nurses' accommodation (parts of Use Class C2); and
 - residential accommodation that is ancillary to another use, such as living areas for managers, caretakers and other staff.
- 6.6 Policy CS6 does not deal with:
- those hospitals and care facilities where patients and staff are only present on a temporary or working-hours basis;
 - hotels (Use Class C1); or
 - hostels aimed at tourists and backpackers.
- Camden's health and well-being are considered in Policy CS16, which relates in part to hospitals and care facilities. Tourism is considered in Policy CS8, which relates in part to hotels and tourist hostels.
- 6.7 Policy CS6 is concerned with the quantity of housing that is needed and the types of homes that are needed. However, a wider range of considerations feed into housing quality, including sustainability and responsiveness to climate change; the standard of design, layout and construction; integration with the surrounding area; residential amenity; contribution to the character of the neighbourhood; community safety; and the availability of local facilities and public transport. These wider considerations are dealt with in other policies throughout the Core Strategy.

CS6 – Providing quality homes

The Council will aim to make full use of Camden's capacity for housing by:

- a) maximising the supply of additional housing to meet or exceed Camden's target of 5,950 homes from 2007-2017, including 4,370 additional self-contained homes;
- b) maximising the supply of additional housing over the entire plan period to meet or exceed a target of 8,925 homes from 2010-2025, including 6,550 additional self-contained homes;
- c) supporting the supply of additional student housing, bedsits and other housing with shared facilities providing this does not prejudice the Council's ability to meet the target for the supply of additional self-contained homes, the balance of uses in the area; and the quality of residential amenity or the character of the surrounding area;
- d) minimising the net loss of existing homes;
- e) regarding housing as the priority land-use of Camden's Local Development Framework.

The Council will aim to secure high quality affordable housing available for Camden households that are unable to access market housing by:

- f) seeking to ensure that 50% of the borough-wide target for additional self-contained homes is provided as affordable housing;
- g) seeking to negotiate a contribution from specific proposals on the basis of:
 - the maximum reasonable amount of affordable housing under the specific circumstances of the site, including the financial viability of the development,
 - an affordable housing target of 50% of the total addition to housing floorspace, and
 - guidelines of 60% social rented housing and 40% intermediate affordable housing;

- h) minimising the net loss of affordable housing;
- i) regenerating Camden's housing estates and seeking to bring Council stock up to the Decent Homes standard by 2012.

The Council will aim to minimise social polarisation and create mixed and inclusive communities across Camden by:

- j) seeking a diverse range of housing products in the market and affordable sectors to provide a range of homes accessible across the spectrum of household incomes;
- k) seeking a range of self-contained homes of different sizes to meet the Council's identified dwelling-size priorities;
- l) seeking a variety of housing types suitable for different groups, including families, people with mobility difficulties, older people, homeless people and vulnerable people; and
- m) giving priority to development that provides affordable housing and housing for vulnerable people.

The Council will monitor the delivery of additional housing against the target for housing supply, and will seek to maintain supply at the rate necessary to meet or exceed the target. In seeking to maintain the housing supply, the Council will adjust the type and mix of housing sought, having regard to the financial viability of development, the sales or capital value of different house types and tenures, and the needs of different groups.

Making full use of Camden's capacity for housing

- 6.8 The Council has a target of 8,925 additional homes for the plan period of 2010-2025 (595 homes per year), including 6,550 additional self-contained homes (437 homes per year). This is based on the London Plan, related regional guidance, and our assessment of the supply of developable housing land. The London Plan gives a London-wide target of 305,000 additional homes from 2007 to 2017, and a Camden target of 5,950 additional dwellings (an annual monitoring target of 595 additional homes), which is consistent with the Council's 15 year target. As an advance indication for housing trajectories covering the period 2017 to 2027, annex 10 to the London Plan gives an annual range for Camden of 480 to 1,030 additional homes. The Government Office for London and the GLA produced a guidance statement in March 2008 which proposes that boroughs should roll forward the target for 2007 to 2017 as an 'indicative figure' prior to the adoption of new targets based on the London Strategic Housing Land Availability Assessment and Housing Capacity Study 2009 (SHLAA). The Council accepts this approach, and considers that an indicative figure of 595 additional homes per year is a reasonable interim assessment for the period 2017-2025.
- 6.9 Our annual figure of 595 additional homes per year (just under 9,000 homes over 15 years) is made up of three elements. These elements are set out in Annex 10 of the London Plan, and based on the 2004 London Housing Capacity Study:
- 437 additional self-contained homes each year (or just over 6,500 over 15 years). This covers flats and houses (in Use Class C3) that have been newly built, converted from another use, or formed from a net increase in homes in an existing building;
 - 100 additional homes per year that are not self-contained (or 1,500 over 15 years). These are homes that share common facilities or services, such as hostels, residential care homes and grouped bedsit rooms;
 - 59 homes per year for returning vacant stock into housing use (just under 900 homes over 15 years). This count is based on homes that have been unused for at least 6 months.
- 6.10 The Council produces and updates a housing trajectory as part of its Annual Monitoring Report (AMR). The housing trajectory shows how we are bringing forward sites to deliver self-contained homes over the next 15 years, and measures Camden's anticipated performance against our monitoring target for additional self-contained homes. The AMR also monitors the number of vacant dwellings returned to use and the net gain in non-self contained homes each year. For the entire plan period from 2010/11 to 2024/25, on the basis of the Annual Monitoring Report 2008/09, delivery of additional homes is expected to total 12,250 or around 815 per year. This is significantly above Camden's target of 8,925 additional homes over the entire 15 year plan period.
- 6.11 The housing trajectory shows how we are planning to meet our target for 6,550 additional self-contained homes over the entire plan period. Our starting point is sites that have already been allocated in the UDP 2006 development plan, and sites that are emerging in the LDF Site Allocations document. For the first five years of the trajectory, the target for additional self-contained homes can be met from an identified supply of deliverable land in the form of allocated sites, emerging sites and other sites where planning permission has already been granted. For the subsequent ten years, the target can be met from an identified supply of developable land in the form of allocated sites and emerging sites.
- 6.12 The final 10 years of the housing trajectory also includes a figure for 'windfall' sites, which are sites that do not yet have planning permission, and have not been individually identified in a development plan document. We do not rely on these windfalls to meet our target for delivery of self-contained homes, but windfall sites will make a significant contribution to our overall housing delivery, and we consider that they should be included in the trajectory to enable proper planning for infrastructure. This contribution from windfall reflects Camden's circumstances as an inner London Borough with a high turnover in the use of land and high proportion of small sites. The numbers included reflect Camden's history over the period since 2003/04 of completed developments on small-sites delivering fewer than 10 additional homes, and ongoing monitoring suggests that this trend is likely to continue.

- 6.13 Over the period 2010-25, we anticipate that student housing will make up most of Camden's supply of homes that are not self-contained. Our 15-year target is 1,500 non-self contained homes. From 2004 to 2008, the Council granted permission for additional accommodation to house over 1,200 students in blocks designated as student housing, most of which were either complete or under construction by mid 2009. Although many of these include studio flats with en suite bathroom and cooking facilities, each block generally has a common management regime, and some common areas for facilities such as recreation and laundry rooms. Student housing is therefore considered against the monitoring target for homes that are not self-contained. We will seek to manage the development of sites for student housing to ensure that it does not prejudice the availability of sites to meet other housing needs, and particularly the supply of self-contained housing.
- 6.14 The London Strategic Housing Land Availability Assessment and Housing Capacity Study (SHLAA) has been prepared by the GLA with the London boroughs. This will provide a new London-wide housing target and new borough targets through a review of the London Plan. The SHLAA was published in October 2009, and proposes an annual monitoring target for Camden of 665 additional homes per year, including 500 self-contained homes. The sites and housing delivery figures that have been identified in Camden's housing trajectory are consistent with the figures proposed by the SHLAA, and indicate sufficient housing sites are available in Camden to meet future London Plan targets based on the SHLAA.
- 6.15 Of the 12,250 homes anticipated in the housing trajectory, we expect just over 60% to be provided in Camden's growth areas, split primarily between King's Cross, Euston, Tottenham Court Road, West Hampstead Interchange, with limited additional provision at Holborn. Please see policy CS1 – *Distribution of growth* and paragraph 1.7 for more details of how new homes will be distributed around the borough and policy CS2 for our approach to growth areas.
- 6.16 There is potential for some housing development as part of the Council's estate regeneration programme, depending on separate consultation with residents of each estate, a number of these may provide additional homes alongside improved homes for existing occupiers. However, most of the remaining housing target is likely to be provided in small developments, widely spread across the borough, each adding fewer than 10 homes – the 15-year housing trajectory anticipates that around 2,600 homes will be provided from this source.
- 6.17 The London Plan housing targets and Camden's trajectory are based on an assessment of the capacity of the borough in terms of sites that are available for housing. However, we expect the demand for additional homes to vastly exceed the anticipated supply. Household projections predict over 1,000 additional households in Camden each year from 2006 to 2026. This compares with a target for additional homes of only 595 per year, and the trajectory's estimated supply of 815 per year. Furthermore, almost 12,000 households in Camden currently live in unsuitable housing, and almost 6,000 will need to move to more suitable homes (Camden Housing Needs Survey Update 2008). Homes are assessed as unsuitable if households suffer from problems such as overcrowding, major disrepair, mobility difficulties and harassment. Homes that are lost through redevelopment or conversions further widen the gap between supply and demand (the London Plan target is monitored on the basis of net additions). In each year from April 2003 to March 2008, permission was granted in Camden for the loss of 80 or more dwellings.



6.18 The Council aims to close the gap between housing demand and supply by minimising the net loss of existing homes, and by regarding housing as the top priority when considering the future of unused and underused land and buildings. We recognise that there are situations where the loss of homes can be justified (such as where two homes are combined to resolve an overcrowding problem), and will take account of the specific circumstances of existing homes and proposed developments. Similarly, we recognise the need for jobs and services and facilities, acknowledge Camden's wider role within London, and respect the value of Camden's built and natural environments. The priority the Council gives to housing will not override, but will be considered alongside:

- the need to protect some non-residential uses, such as industry, warehousing, community uses and shops across the borough;
- the need to promote Central London as a national and international focus of business, shopping, culture, education, healthcare and research; and
- the characteristics of specific areas, sites and properties.

Details of our approach to preventing the loss of existing homes and treating housing as our priority land-use are included in Camden Development Policies (see policies DP2 – *Making full use of Camden's capacity for housing*, and DP1 – *Mixed use development*).



Securing high quality affordable housing

- 6.19 Camden has a particularly large requirement for additional affordable homes. The Camden Housing Needs Survey Update 2008 indicated that an additional 4,800 affordable homes would be needed in the borough every year to provide for existing households (spread over 5 years) and provide for new households coming forward each year. The Survey Update also indicates that of the households in unsuitable homes, over 7,300 are in affordable housing, and the Update estimates that over 4,500 will need to move to more suitable homes. On the basis of all households in housing need and the supply of homes anticipated by the London Plan target, the Survey Update recommends a balance should be achieved by seeking 50% of additional self-contained homes in the form of affordable housing. The Council will therefore apply 50% of the target for additional self-contained homes as a borough-wide target for the proportion of additional homes that should be affordable, which is broadly consistent with the London Plan's strategic target of 50% across London.
- 6.20 The government defines two types of affordable homes, **social rented** housing and **intermediate affordable** housing. Social rented housing includes housing rented from the Council and other registered affordable housing providers such as Housing Associations and Housing Cooperatives. The government sets targets for social rents ensuring that they remain very much lower than market rents. Intermediate affordable housing costs more than social rented housing, but substantially less than market housing. It caters for occupiers who are unable to afford market housing, such as key-workers and first-time buyers. In Camden, most of the intermediate affordable housing developed up to 2009 has been provided by Housing Associations.
- 6.21 The Housing Needs Survey Update found that almost three-quarters of the Camden households needing affordable housing could afford costs that were higher than social rents. In some circumstances, those households would be able to benefit from intermediate affordable housing, however many of these households would be unlikely to choose intermediate housing in Camden. Some Camden households who can afford significantly more than social rents are likely to opt for cheaper market housing outside the borough (although a wider choice of intermediate housing might lead them to stay). Also, Camden households who can only afford to pay slightly more than social rents are unlikely to be able to afford the intermediate housing within the borough, which is relatively expensive due to high house prices and land costs. To balance these concerns, the Council has set guideline percentages for the split of affordable housing at 60% social rented and 40% intermediate affordable housing. We also support a range of different intermediate housing types to make this category more attractive to Camden households, as set out in paragraph 6.33 of this section.
- 6.22 Given the scale of affordable housing need in the borough, the Council will seek the maximum reasonable amount of affordable housing on development sites in accordance with the London Plan. For development proposals, Development Policy DP3 sets out site-specific considerations for assessing whether an affordable housing contribution is appropriate, and what form it should take. The financial viability of the development is a key consideration.
- 6.23 In Camden, a high proportion of homes are developed in small schemes which cannot practically contribute to the supply of affordable housing, and a small proportion are developed in schemes designated wholly as affordable housing (LB Camden Development Monitoring). The Camden Housing Needs Survey Update indicates that the greatest need for additional affordable homes (particularly social rented homes) is for homes with three bedrooms or more, and the greatest need for additional market housing is for homes with two bedrooms (although there is often a market demand for very large homes). Where negotiations for affordable housing take place on the basis of the number of homes to be provided, developers are reluctant to offer large affordable homes. Taking these factors into account, alongside the Camden Affordable Housing Viability Study 2009, the Council will also seek to negotiate an affordable housing contribution from specific development proposals of 50% of the total addition to housing *floor space*, subject to site-specific considerations. Camden Development Policies give more guidance on how the 50% target will apply, and includes a sliding scale from 10% to 50% for the affordable housing percentage in developments with capacity for fewer than 50 dwellings, together with information regarding the 60% and 40% guideline percentages (see policy DP3). Further details of our approach are set out in our Camden Planning Guidance supplementary document.



6.24 On the basis of the annual affordable housing need figure taken from the Camden Housing Needs Survey Update, the annual target for 595 additional homes in the London Plan, and the 50% borough-wide affordable housing target, there is a gap of over 4,000 between the number of new affordable homes needed each year and the target for new supply. The loss of existing affordable housing would serve to widen that gap even further. However, Camden currently has a mismatch between the types and sizes of affordable housing that are most in need and the types of affordable housing that become available from the existing stock. The Council will support proposals that help to adjust the affordable housing stock to fit contemporary and future needs, through redevelopment and conversion (either combining homes to resolve overcrowding, or dividing homes to resolve under-occupation). To balance these factors, the Council will seek to minimise the net loss of affordable housing floorspace, but will not necessarily resist the loss of individual affordable homes. Our Development Policies document gives further guidance on the loss of affordable housing (see policy DP4).

6.25 The government defines Decent Homes as homes that are warm, weatherproof and have reasonably modern facilities. It aims to ensure that all social rented housing reaches its Decent Homes standard by 2010. The Council has an ongoing programme of works in place to improve its housing stock, and aims to bring the majority of homes up to the Decent Homes standard by 2012.

6.26 To transform all Council housing into Decent Homes, we will need to generate significant funds for investment, including £100 million from an estate regeneration programme. Regeneration is a possibility for estates that have a substantial investment need, have development opportunities that could generate investment capital, and have the potential to create more sustainable communities. In many cases proposals are likely to be based on refurbishment, with redevelopment and infill in some cases. Where estates are identified for possible regeneration initiatives, we will apply 'place-shaping' principles, working with residents and communities to develop a vision for the area. The proposals will aim to address local housing needs directly, achieve high standards of sustainability and energy efficiency, and deliver wider social benefits such as helping people get into work and improving health.

6.27 The first group of estates identified are:

- Chester – Balmore;
- Holly Lodge Estate;
- Alexandra and Ainsworth/Abbey Area; and
- Maiden Lane Estate.

Consultation on the first two of these is relatively advanced, and it is likely that firm proposals will be in place by 2010. The Chester – Balmore regeneration is expected to involve redevelopment and a small increase in the number of homes (there are 25 existing homes). The Holly Lodge Estate regeneration is expected to involve refurbishment, replacing un-modernised bedsit rooms (over 70% vacant) with modern self-contained flats, providing for existing residents and also returning 80 additional homes to use. Consultation with residents on regeneration options for the other two identified estates is continuing.

6.28 There are several other residential areas with a large number of social rented homes and housing estates, for example, Gospel Oak. Some of these areas are also expected to benefit from estate regeneration over the period of our Core Strategy, subject to consultation with residents and community support for the initiative.

Tackling social polarisation and creating mixed and inclusive communities

- 6.29 One of the objectives of the government's strategic housing policy is to create mixed and inclusive communities. The Council aims to achieve mixed communities by seeking a range of housing types suitable for households and individuals with different needs. The range of housing sought will include:
- homes affordable for individuals and households across a range of incomes;
 - a mix of homes of different sizes to suit single people, couples, small families and large families;
 - homes suitable for people with mobility difficulties;
 - homes for older people;
 - provision for homeless people and vulnerable people;
 - homes for young adults and students in higher education; and
 - sites suitable for gypsies and travellers and travelling showpeople.
- 6.30 The needs of gypsies and travellers and travelling showpeople are considered in detail in policy CS12. The other listed needs are considered below.
- 6.31 It will not be feasible to include a full range of homes wide enough to meet all needs within every development. On individual sites, we will seek a mix that addresses needs identified at the borough-wide level and local needs, taking into account the characteristics and constraints of the site and area. To achieve inclusive communities, when considering the potential of each site, the Council will give priority to the provision of affordable housing and homes for vulnerable people. Paragraphs 6.46 to 6.48 identify the groups of vulnerable people that most commonly need some form of housing support in the borough.

Affordability across a range of incomes

- 6.32 The split between affordable housing and market housing will not necessarily secure housing suitable for households across the full range of incomes. The Camden Housing Needs Survey Update 2008 show a large gap between the cost of owner-occupation and market rents and a further large gap between the cost of market rents and the cost of social rents. These gaps are present for all sizes of home, but are particularly significant for homes with 4-or-more bedrooms. This could lead to middle-income households being excluded from Camden, creating social polarisation between low income households in social rented accommodation and high income households in owner-occupation.



- 6.33 Intermediate affordable housing is intended to bridge the gap between social rented housing and market housing. For intermediate housing to tackle social polarisation effectively, it needs to be attractive to a range of household types across a range of incomes, including those that aspire to own their own home and those that can only afford to rent. We will therefore support a variety of different types of intermediate housing, including rent, shared-ownership and models where occupiers can switch from rent to shared-ownership. Further guidance on how the Council will seek a variety of intermediate housing types is given our Camden Planning Guidance supplementary planning document.
- 6.34 The number of market rented homes in London grew by 25% from 2001 to 2006 (Greater London Strategic Housing Market Assessment 2008). The private rented sector is the largest source of housing for people who are not eligible for social rented housing and cannot afford to buy. Future growth may be constrained by the availability of buy-to-let mortgages and falling property values, but demand in Camden is expected to remain high. The turnover of occupiers of market rented housing tends to be rapid (particularly given its popularity amongst young adults and students), so localised concentrations of private renting can harm the stability of a community. However, private renting is thought to play a significant role in limiting the social polarisation in the borough, and the Council will seek to actively foster the sector and support private tenancies for people in housing need.
- 6.35 There is limited potential for the Council to mitigate the impact of high cost home ownership in the borough, but there are measures that can assist access to cheaper housing:
- we will positively consider proposals to provide low-cost market housing through innovative funding arrangements, designs and methods of construction;
 - we seek a mix of homes of different sizes, which should include small homes as well as large ones;
 - we will resist development densities that are below the appropriate range given in the London Plan density matrix or below the density of the surrounding area, which will help to prevent a focus on very large luxury homes; and
 - the government offers low interest equity loans to help some households into owner occupation.



Homes of Different Sizes

- 6.36 In 2008, we estimate that there were 99,000 dwellings in Camden (Housing Strategy Statistical Appendix 2008). The dwellings are predominantly self-contained flats and houses, meeting the general needs of households of all ages and sizes. Existing homes, especially those rented from the Council, are generally smaller dwellings – over 40% of Council homes have 1-bedroom or are studio flats, and almost 30% of the remaining stock has only 1 or 2 habitable rooms (Investing in Camden's Homes – Executive Report 23-05-07). Camden Housing Needs Survey Update 2008 indicates that overcrowding is the biggest factor making households' existing homes unsuitable, affecting over 5,000 families in the borough (5.9% of all households).
- 6.37 The range of house sizes sought in Camden should reflect the household sizes we expect to live here. Based on the 2001 Census, we estimate that at least 38% of households need homes with 2-bedrooms or more, although one-person households were the most common type (46% of households). GLA population projections predict that the proportion of one-person households will rise to 51% by 2026, although they give limited information on future household composition. The Camden Housing Needs Survey Update 2008 is the main source of data available on the size of homes needed in Camden.
- 6.38 The Housing Needs Survey Update 2008 uses two models to predict future needs for homes of different sizes on the basis of past migration, past household changes, projected trends, existing overcrowding and households' stated intentions. We have taken into account these models, alongside other factors (such as the reluctance of 'downsizing' households to take-up 1-bedroom accommodation and the limited stock of existing affordable housing with 4-or-more bedrooms), to identify dwelling size priorities.
- 6.39 The Council's dwelling size priorities are as follows:
- for social rented housing – homes with 4-bedroom or more are the highest priority, 3-bedroom homes have a high priority, 2-bedroom homes have a medium priority;
 - for intermediate affordable housing – homes with 3-bedrooms or more are a high priority, but homes of all sizes are required;
 - for market housing – homes with 2-bedrooms are the highest priority, homes with 3-bedrooms and 4-bedrooms or more each have a medium priority.

The dwelling size priorities will guide the mix of housing sought across the borough overall, but do not provide a prescriptive basis for determining the mix of homes on individual sites. Details of how the priorities will be used to guide development proposals are set out in Camden Development Policies (see policy DP5).

People with mobility difficulties

- 6.40 Accessibility issues affect most households at some point (for example, illness, injury, age, using pushchairs). Lifetime Homes are dwellings specifically designed to address a wide-range of mobility difficulties without being tailored to the specific circumstances of a household. The Council expects all dwellings developed in the borough to meet Lifetime Homes standards. Guidance on application of the standards is included in Camden Development Policies (see policy DP6) and our Camden Planning Guidance supplementary document.
- 6.41 Many family households will include someone who needs to use a wheelchair in the home, and will require a home that meets more demanding design standards. The Camden Housing Needs Study Update 2008 estimates that 6.4% of Camden's households include one or more people with a physical disability and that 3.4% of Camden's households include one or more frail elderly people. The Council therefore expects that 10% of homes developed in the borough should either be designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users, in accordance with the London Plan. Guidance on the 10% policy is set out in Camden Development Policies (see policy DP6) and our Camden Planning Guidance supplementary document.



Older people

- 6.42 Camden currently has a stock of just under 1,800 sheltered homes, around half of which are Council owned. The Council also has slightly fewer than 200 places in residential care homes, and supports care for over 400 other people, split between residential and nursing homes. Approximately half of all care places are outside the borough. People of pensionable age represented around 12.5% of Camden's population in 2001. The number of elderly people is expected to increase up to 2026, although the proportion is only expected to increase marginally.
- 6.43 The Council's strategy for serving older people is aimed at enhancing the support available for people to remain in their own homes or to live as independently as possible in sheltered housing and care homes. We do not anticipate that more people will need to move into sheltered or care homes, but we do anticipate a need to change the character of care homes in the borough. New provision will seek to combine independent living and care on the same sites where possible. Some provision is expected to come from new developments and some from the redevelopment of existing homes for older people. We also expect some care homes to be decommissioned. More details of the changes that the Council expects to take place are set out in Camden Development Policies (see policy DP7). Core Strategy Appendix 1 – *Key infrastructure programmes and projects* sets out the new and improved adult care facilities that will be delivered in Camden within the plan period (see items 21-24).

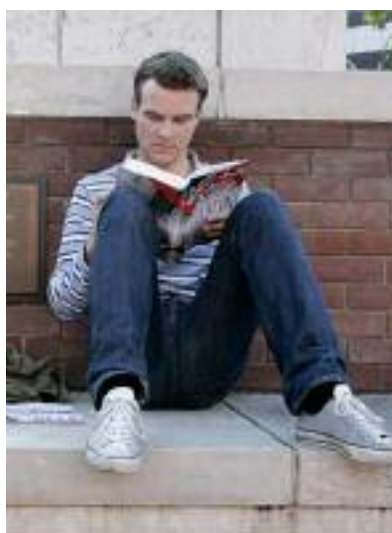
Homeless people and vulnerable people

- 6.44 The Council works to prevent homelessness, guide households into more settled accommodation, and operates a 'pathway' approach that gradually prepares single homeless people for independent living. Since 2005, this work has achieved a reduction of over 50% in the number of homeless households in temporary accommodation.
- 6.45 We anticipate a continued reduction in the need for temporary accommodation, accompanied by a need for fewer hostel places, and a change in the type of places and support that are needed.

- 6.46 The Council provides care for people with serious mental illnesses in partnership with the Camden and Islington Foundation Trust. In mid-2008, around 2,000 people were receiving support, including around 350 in residential or nursing care, or supported housing. During the period of the Core Strategy, we anticipate an increase of around 10% in the number of people with serious mental illnesses, the need remodel some existing residential accommodation to provide intensive supported housing, and the need to provide some additional intensive support places.
- 6.47 In 2007, the Council supported approximately 100 individual tenancies for people with learning disabilities, although some are in clusters and group living accommodation. We anticipate that most future needs for people with learning disabilities will be met by commissioning support rather than providing designated accommodation. However, during the period of the Core Strategy, there is likely a need for remodel or replace some accommodation and to provide cluster flats with high intensity support for people with complex physical and learning disabilities.
- 6.48 Other groups of vulnerable people who commonly need housing support in Camden include looked-after children/young people leaving care; people at risk of domestic violence; people with alcohol or drug dependencies; and ex-offenders. More details of the Council's approach to providing housing support for vulnerable people are set out in Camden Development Policies (see policy DP8).

Young adults and students in higher education

- 6.49 The young adult age group (16-24 year olds) represented around 14% of Camden's population at the 2001 Census, with almost half (8% of the population) being full-time students aged 19 and over. From 2006 to 2026, this age group is projected to grow much more slowly than the total population, to give an overall reduction in the proportion of young adults.
- 6.50 In 2001 over 15,000 full-time students aged 19 and over were normally resident in Camden during term-time. Many more living outside the borough were registered at higher education institutions with a Camden base. The Camden Housing Needs Survey Update 2008 indicated that almost 28,000 full-time students were registered in Camden based institutions in 2006/07, and continued growth is expected.
- 6.51 The Camden Housing Needs Survey Update 2008 indicates that flats and houses in the private rented sector accommodate over 26,000 Camden households. On the basis of the Camden Private Sector House Conditions Survey 2004, we estimate that almost 9,000 of these households either shared a house or flat, or rented a bedsit room in subdivided premises. Almost 4,000 additional households rented private accommodation in hostels, homes that take lodgers, B&Bs and care homes. The 2001 Census showed that the private rented sector housed a third of Camden's full-time students resident in term time. We consider that the private rented sector is the largest source of housing for young adults with a limited income.



- 6.52 Provided that the existing stock of cheap housing such as bedsit rooms can be protected, we anticipate that the private rented sector will be able to support the modest projected increase in young adults. However, it is apparent that the growth of student numbers could place severe strain on the stock of private rented housing. The Council acknowledges that purpose-built student housing has potential to mitigate pressure on the stock of private rented homes in Camden. Therefore, the Council anticipates that most of the figure for non self-contained homes (1,500 homes from 2010/15 to 2024/25) will be met by developments involving designated student accommodation – although many of these may include studio flats with en suite bathroom and cooking facilities, see paragraph 6.13 of this section.
- 6.53 Although the housing trajectory indicates that there is sufficient housing land to enable Camden to exceed the target for self-contained housing, there is a high demand for student housing and for development sites. We are concerned that provision of student housing and other housing with bedsit rooms and shared facilities could prejudice the availability of sites to meet other housing needs, and particularly the supply of self-contained housing. Therefore, we will seek to manage the development of sites for these forms of housing with shared facilities to ensure that they do not prevent us from meeting other housing needs. When considering the appropriateness of particular proposals for student housing, bedsit rooms, or other housing with shared facilities, the Council will consider:
- the supply of self-contained housing, and whether this is falling short of the Council's target of 437 additional dwellings per year;
 - the effect of the proposal on the supply of land for self-contained housing;
 - whether the site is particularly suitable for affordable housing, housing for older people or housing for vulnerable people (more details of the protection of sites particularly suitable for these groups are set out in Camden Development Policies – see policy DP2); and
 - whether the proposal contributes to creating a mixed and inclusive community.

The Council's approach to student housing, bedsit rooms, and other housing with shared facilities is set out in detail in Camden Development Policies (see policy DP9).

Flexible implementation

- 6.54 London house prices peaked in January 2008, and Camden house prices peaked in May 2008 (Land Registry 2009 data). Between the start of 2008 and mid-2009, there was a reduction in the availability of credit available to land purchasers, developers and home buyers. This has caused large reductions in house prices, transactions, new mortgages, and the number of new developments starting on-site. These changes raise uncertainty over whether the rates of housing and affordable housing delivery achieved up to 2008 can be continued in the future.
- 6.55 There are other uncertainties that arise from these credit conditions. New mortgages for shared ownership and buy-to-let have been particularly affected, which potentially damages delivery of intermediate housing and market rented housing. In contrast, buyers of premium properties have continued to have access to capital, which has pushed market interest towards a small number of very large homes. These changes raise uncertainty about the ability to deliver a range of homes of different sizes that are available across a range of incomes.
- 6.56 Camden's 15-year housing trajectory suggests that the supply of housing will not fall short of the annual target of 595 additional homes (including 437 additional self-contained dwellings) unless completion rates drop significantly below expectations. Nevertheless, given current credit limitations and falling prices in 2009, there is a need to monitor the supply of housing very closely.



- 6.57 If overall housing supply appears to be threatened by economic conditions, there are a number of areas of flexibility in the Council's approach that will enable us to tailor our objectives to the particular circumstances of each proposal with a view to maximising delivery. These include:
- varying the proportion of market and affordable housing;
 - varying the split between social rented housing and intermediate affordable housing;
 - positively considering different forms of intermediate affordable housing to take advantage of the funding and credit that is available;
 - varying the range of home sizes sought, particularly amongst market housing; and
 - reviewing the range of S106 requirements sought to maintain viability.

In negotiating the range of housing types and sizes on individual sites, including the proportion and range of affordable housing, the Council will have regard to the characteristics and constraints of the site and the area, progress towards meeting Camden's housing supply target, the financial viability of the development, the contribution the development makes to the creation of mixed communities, and the Council's other planning objectives.

- 6.58 In seeking to secure the future supply of additional housing, we will seek to work in partnership with many other organisations and agencies involved in the development and funding of housing and affordable housing. These will include our Local Strategic Partners, developers, landowners and private landlords, Housing Associations and other affordable housing providers, the Homes and Communities Agency, government departments and other government agencies, the Mayor/GLA and other local authorities – particularly councils in Central and North London.

Key evidence and references

- Camden Together – Camden's Sustainable Community Strategy; 2007 – 2012
- Camden Private Sector House Condition Survey 2004
- Camden Housing Strategy 2005-2010 (updated 2007)
- Camden Housing Needs Study Update 2008
- Greater London Strategic Housing Market Assessment 2008
- Camden Affordable Housing Viability Study 2009
- Camden Annual Monitoring Report 2007/08
- GLA Round 2006 Demographic Projections
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Statement (PPS) 3 – Housing

CS14. Promoting high quality places and conserving our heritage

- 14.1 Camden does not have a single built character but is made up of many diverse areas, each with their own identity. The southern part of the borough, which forms part of Central London, is characterised by a high density built environment and complex mix of uses. The central part of the borough contains several town centres surrounded by areas of medium-density housing and some employment uses. The north of the borough is predominantly residential of a lower density with substantial open space at Hampstead Heath. Throughout the borough there are examples of Camden's unique architectural heritage, with many high quality buildings and places, old and new. This is reflected in our large number of conservation areas and listed buildings, which have been recognised for their special architectural or historic interest.
- 14.2 Our overall strategy is to sustainably manage growth in Camden so it meets our needs for homes, jobs and services in a way that conserves and enhances the features that make the borough such an attractive place to live, work and visit. Policy CS14 plays a key part in achieving this by setting out our approach to conserving and, where possible, enhancing our heritage and valued places, and to ensuring that development is of the highest standard and reflects, and where possible improves, its local area. Policy CS13 above and policy DP22 in Camden Development Policies set out our approach to ensuring that design in the borough is sustainable and that schemes include measures to minimise the effects of, and adapt to, climate change.

CS POLICY

CS14 – Promoting high quality places and conserving our heritage

The Council will ensure that Camden's places and buildings are attractive, safe and easy to use by:

- a) requiring development of the highest standard of design that respects local context and character;
- b) preserving and enhancing Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens;
- c) promoting high quality landscaping and works to streets and public spaces;
- d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible;
- e) protecting important views of St Paul's Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views.

Excellence in design

- 14.3 Camden has many special and unique places and historic and modern buildings of the highest quality. As well as preserving this rich heritage, we should also be contributing to it by making sure that we create buildings of equally high quality that will be appreciated by future generations. The design of the places and buildings that make up our local environment affects us all and our quality of life. High quality design is visually interesting and attractive but it is not just about what things look like. Good design makes places that put people first, are welcoming, feel safe and are enjoyable and easy to use for everyone, whether they are living in, working in or just passing through the borough.



- 14.4 Development schemes should improve the quality of buildings, landscaping and the street environment and, through this, improve the experience of the borough for residents and visitors. The Council will therefore insist on high quality design throughout the borough. In accordance with government guidance in Planning Policy Statement (PPS) 1 – *Delivering Sustainable Development* we will not accept design that is considered inappropriate to its context or which fails to take opportunities to improve the character and quality of an area and the way it functions. Please see Camden Development Policies (policy DP24) for more detailed guidance on our approach to the design of new development and alterations and extensions. When assessing design, we will also take into account government/CABE guidance *By Design – Urban Design in the planning system: towards better practice* and our own Camden Planning Guidance supplementary document.
- 14.5 The Council is working with its partners to promote and celebrate excellence in design and improve public buildings, landscaping and the street environment; for example through the Camden Design Initiative, which seeks to improve public space and the built environment and encourage involvement, awareness and understanding of good design, including the bi-annual Camden Design Awards, which recognise high quality and innovative designs.
- 14.6 Good design is safe and accessible, and responds flexibly to the needs of its users. It creates buildings that have minimal negative impact on the environment, during construction and beyond. The construction and use of buildings currently accounts for around half of national carbon emissions and it is therefore vital that new and redeveloped buildings are designed to have a beneficial impact on their environment. See CS13 – *Tackling climate change through promoting higher environmental standards* and CS17 – *Making Camden a safer place* for our approach to these matters.
- 14.7 High quality design also takes account of its surroundings and what is distinctive and valued about the local area. Camden is made up of a diversity of areas, each with their own distinctive character, created by many elements such as architectural style and layout, social and economic history, landscaping and mix of uses – as summarised in the description of Camden’s character below. As Camden is a densely built-up borough where most development involves the replacement, extension or conversion of existing buildings, taking account of context and local character is particularly important. The Council will therefore expect the design of buildings and places to respond to the local area and its defining characteristics and reinforce or, if appropriate, create local distinctiveness.
- 14.8 While tall buildings offer the opportunity for intensive use, their siting and design should be carefully considered in order to not detract from the nature of surrounding places and the quality of life for those living and working around them. Applications for tall buildings will be assessed against policy CS14 and policies DP24 – *Securing high quality design* and DP25 – *Conserving Camden’s heritage* in Camden Development Policies, along with the full range of policies on mixed use, sustainability, amenity and microclimate. and other relevant policies. Effect on views, impact on local microclimate and provision of communal and private amenity space will also be important considerations.

Camden's heritage

- 14.9 Camden has a rich architectural heritage with many special places and buildings from throughout Camden's history (see map 6). 39 areas, covering much of the borough, are designated as conservation areas, recognising their special architectural or historic interest and their character and appearance. We have prepared conservation area statements, appraisals and management strategies that provide further guidance on the character of these areas. We will take these documents into account as material considerations when we assess applications for planning permission and conservation area consent in these areas.
- 14.10 Over 5,600 buildings and structures in Camden are nationally listed for their special historical or architectural interest, and 53 of the borough's squares are protected by the London Squares Preservation Act 1931. In addition, 14 open spaces in Camden are on English Heritage's Register of Parks and Gardens of Special Historic Interest. The Council will consult with English Heritage over proposals affecting these parks and gardens. We also encourage the restoration and management of Parks and Gardens of Special Historic Interest and London Squares to enhance their value. Camden also has a generally well-preserved archaeological heritage, with 13 identified archaeological priority areas, although this can be vulnerable to modern development and land use.

Map 6: Heritage



This map is based on Ordnance Survey Material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office ©. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence number LA100019726, year 2010.

- 14.11 We have a responsibility to preserve and, where possible, enhance our heritage of important areas and buildings. Policy DP25 in Camden Development Policies provides more detailed guidance on the Council's approach to protecting and enriching the range of features that make up our built heritage.
- 14.12 Architectural detail, materials, colour and structures such as walls can make a significant contribution to the appearance of an area, but can often be altered without the need for planning permission. Cumulatively, many minor building works can gradually erode the quality of an area and undermine the quality of conservation areas. We will therefore make use of 'Article 4 Directions' in appropriate locations to bring some minor works under planning control. We are intending to introduce such measures in the conservation areas of Belsize, Hampstead, and Swiss Cottage, where loss of historic character through cumulative change is apparent. Primrose Hill conservation area already benefits from a comprehensive Article 4 Direction, which has helped to retain its high quality historic character.

Landscaping and public realm

- 14.13 The quality of our streets and public spaces affects the quality of all our lives. We enjoy being in and passing through attractive, clean and well-maintained places, but are discouraged from walking in and through areas with a poor environment. An enhanced public realm should integrate transport and land use, contribute to improved walking and cycling environments, respect and reinforce local identity and character, attract people to the area and encourage the use of streets and public spaces to create diverse, vibrant and lively places.
- 14.14 The Council is committed to improving Camden's streets and public spaces and has carried out many improvement schemes with many more ongoing and planned. We have produced a Camden Streetscape Design Manual to raise the standard of street works throughout the borough. This sets standards for our own works and provides guidance for other agencies. It encourages respect for local character and promotes high quality, clutter-free design to make streets and public places that are safe and easy to use for all.
- 14.15 A number of studies on streets and spaces have been produced, particularly for the south of the borough (e.g. Bloomsbury, King's Cross and St Giles/Tottenham Court Road). These have been commissioned and funded by a range of organisations (including TfL, LDA, Design for London and UCL) sometimes in partnership with the Council. It is procedurally difficult for the Council to adopt these non-statutory documents as formal planning or other guidance. We will therefore look to draw on the best of this work to create a long-term vision for these areas, emphasising local character and providing a high quality environment for walking, which is formally agreed by the Council.
- 14.16 In order to improve the environment for walking in the borough, Camden is committed to the 'Legible London' concept which aims to improve how easily pedestrians can understand the layout of the capital and find their way around by introducing clear and consistent signage and maps. The programme has begun in Covent Garden and Bloomsbury, and future schemes are anticipated around the borough. Camden has also established a 'Place Shaping Board' to consider the most appropriate ways to shape the services, facilities, infrastructure and public realm to meet the needs of current and future populations (see section 4 – *Delivering and Monitoring the Core Strategy*).
- 14.17 Further information on measures being taken by the Council and its partners to improve the quality of our streets and public places is included in CS2 – *Growth areas*, CS8 – *Promoting Camden's centres and shops*, CS11 – *Promoting sustainable and efficient travel*, CS15 – *Protecting and improving our parks and open spaces and encouraging biodiversity*, and CS17 – *Making Camden a safer place*.
- 14.18 High quality landscaping plays an important role in the attractiveness and character of our surroundings. It can improve the setting of buildings, bring trees and other greenery into built-up areas to relieve the hard landscaping and provide shade, and provide habitats for wildlife. The Council will expect development schemes to provide a high standard of landscaping and boundary features, such as walls and fences. We will encourage appropriate use of landscaping in the form of 'green roofs', 'brown roofs' and 'green walls' which have a number of environmental benefits (e.g. in providing wildlife habitats, in helping to cool and insulate buildings and in retaining water, helping to

reduce flooding), as well as being visually attractive. More detail on our approach to landscaping is set out in the Council's Camden Planning Guidance supplementary document and policy DP22 in Camden Development Policies.

Access

- 14.19 Good access benefits everyone. However, many people are disadvantaged by poor access to facilities and vulnerable and disadvantaged groups, such as the elderly and disabled people, can be particularly affected. Poor access can be caused by difficulties in reaching facilities or by difficulties in using the facilities themselves. The Council requires new buildings and spaces to be inclusive and accessible to all. As accessibility is influenced by perceptions as well as physical factors, buildings should also be designed to appear, as well as be, fully accessible. The Council will require Design and Access Statements for developments to show how the principles of inclusive design, ensuring access for all, have been integrated into the proposed development, and how inclusion will be maintained and managed.
- 14.20 Making roads and pavements and the spaces between buildings fully accessible is as important as making the buildings themselves accessible. The Council will seek improvements for all pedestrians to ensure good quality access and circulation arrangements, including improvement to existing routes and footways. The Camden Streetscape Design Manual and our Camden Planning Guidance supplementary document provide more detailed guidance on this issue.

Views

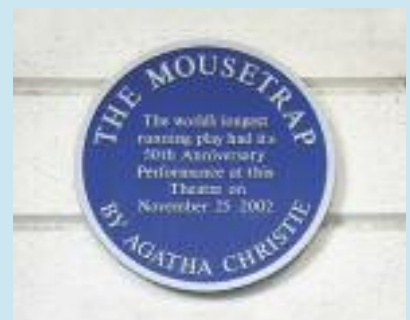
- 14.21 A number of London's most famous and valued views originate in, or extend into, Camden. These are:
- views of St Paul's Cathedral from Kenwood, Parliament Hill and Primrose Hill;
 - views of the Palace of Westminster from Primrose and Parliament Hills; and
 - background views of St Paul's from Greenwich and Blackheath.
- 14.22 The Council will protect these views in accordance with London-wide policy and will resist proposals that would harm them. Where existing buildings that affect a view are redeveloped it is expected that any replacement building will be of a height that does not harm the view. The current framework for protecting these views is set by the London Plan (policies 4B.16 – 4B.18) and the Mayor's London View Management Framework supplementary planning guidance.
- 14.23 The Council will also consider the impact of a scheme, in terms of the townscape, landscape and skyline, on the whole extent of a view ('panorama'), not just the area in the view corridor. Developments should not detract from the panorama as a whole and should fit in with the prevailing pattern of buildings and spaces. They should seek to avoid buildings that tightly define the edges of the viewing corridors and not create a crowding effect around the landmark.
- 14.24 The Council will also seek to protect locally important views that contribute to the interest and character of the borough. These may include:
- views of and from large public parks and open spaces, such as Hampstead Heath, Kenwood Estate, Primrose Hill and Regent's Park, including panoramic views, as well as views of London Squares and historic parks and gardens;
 - views relating to Regent's Canal;
 - views into and from conservation areas; and
 - views of listed and landmark buildings and monuments and statutes (for example, Centrepont, St Stephen's, Rosslyn Hill and St George's, Bloomsbury).
- 14.25 We will seek to ensure that development is compatible with such views in terms of setting, scale and massing and will resist proposals that we consider would cause harm to them. Development will not generally be acceptable if it obstructs important views or skylines, appears too close or too high in relation to a landmark or impairs outlines that form part of the view. Further guidance on important local views is set out in our supplementary planning documents, for example in individual conservation area statements, appraisals and management strategies and the Planning Framework for the Tottenham Court Road Station and St Giles High Street Area.

Camden's character

Camden is characterised by a great richness and variety in its built and natural environment, with a valuable heritage of local, national and international significance. The following section describes the places, buildings and features that give Camden its distinctive character.

The southern part of the borough is where most of Camden's future growth will take place. It forms part of Central London and has a richly varied and dense character. The planned Georgian streets and squares (e.g. Bedford, Russell, Fitzroy) of Bloomsbury are evidence of the early expansion of London in a form that was architecturally groundbreaking. Modest mews developments to the rear of the terraces contrast in scale and are a particularly characteristic type here and elsewhere in the borough. Regents Park and Nash's 1820s residential development sit at the south western boundary of the borough, contrasting with the earlier Georgian developments in the area.

King's Cross and Euston are parts of the borough that are expected to experience the most change and development over the next fifteen years. Railways have had a significant impact on the appearance of the borough from the 19th century to the present day. These brought monumental architecture and inward migration to the borough and their viaducts, cuttings, tunnels and buildings still affect the shape of development in many parts of Camden, in particular to the north of Euston Road. King's Cross was the largest station in England when it opened and is the earliest great London terminus still intact in its original form. St Pancras (by George Gilbert Scott), now the new London terminus for Eurostar, can claim to be Britain's most impressive station in terms of both architecture and engineering and the station's dramatic roof line forms an important local landmark. Euston station, its ancillary accommodation and railway lines have a major impact on the nature of its surroundings and its future redevelopment will create opportunities to improve the local environment and links between neighbouring areas.





The Inns of Court were some of the earliest establishments in the southern part of the borough. The historic buildings, courtyards and squares of Lincoln's Inn and Gray's Inn give a distinctive atmosphere to this part of Camden, and create oases away from surrounding busy roads. Camden's Central London area also contains Seven Dials with its unusual star-shaped street layout and sundial pillar and the brick, semi-industrial buildings and intimate spaces of Hatton Garden, which were developed in the 19th century to house the workshops and offices of the jewellery trade. The area remains an internationally significant jewellery quarter.

Camden is home to a large number of further education establishments and most are located in the southern part of the borough, including the University of London, London School of Tropical Medicine, Central St Martin's College of Art and Design and the Royal Academy of Dramatic Art. These play a significant role in shaping the character and appearance of this part of the borough. The south of the borough also houses a number of nationally important hospitals and medical research institutions, including Great Ormond Street Hospital, the National Hospital for Neurology and Neurosurgery and the Wellcome Trust.



The town centres of Camden Town, Kentish Town and Kilburn High Road are key elements in **the central part of the borough**. These centres developed in a piecemeal fashion along historic routes into London. They are now marked by continuous, close grained development with commercial units at ground floor level on either side of the road, with terraced housing of a similar density on the streets to the east and west, and little open space. Buildings types are generally consistent in appearance, and public houses are frequent landmarks, which echo the original inns and travellers rests along the historic routes. There is a narrow range of scale and height, and dwellings usually have small gardens to front and rear. Camden Town is strongly characterised by its markets and entertainment. These create a strong draw for tourists and influence the style and appearance of development, which is in many cases colourful and individual.

The areas between these major roads and town centres are characterised by speculative, residential development from the mid to late 19th century for the then new middle classes. These show a variety of distinctive architectural forms and scales, with detached and semi-detached houses in classical Italianate form in Belsize and an eclectic variety of styles including neo-Gothic, Queen Anne, Domestic Revival, Arts & Crafts in Fitzjohns/Netherhall, Redington/Frognaal and South Hampstead/Swiss Cottage. Gospel Oak, West Hampstead and the southern parts of Dartmouth Park were developed to a higher density with terraced houses, smaller gardens and have a more urban feel than Camden's other residential areas.

Social housing schemes are also an important element in the borough's built environment. St Andrews House on Saffron Hill is the oldest surviving public housing block in London whilst early 20th century examples include the London County Council's Bourne Estate on Leather Lane. The LLC's Ossulston Estate is considered the most important inner-city estate of the inter-war period. Post-war examples illustrate an architecturally ambitious programme of housing schemes by Camden Council following its creation in 1965, many of which are listed. The characteristic form was a megastructure of stepped terraces. This low rise, high density approach reflected traditional terraced housing, but provided light, privacy and private open space for all levels of accommodation. Examples are Brunswick Centre, and the estates of Fleet Road, Alexandra Road, Maiden Lane and Highgate New Town.

The Regent's Canal runs through the centre of the borough. Although it is often hidden from surrounding areas, it provides an area of nature conservation interest and amenity space along its course through King's Cross and Camden Town to Regent's Park.

The northern part of the borough benefits from the presence of the large open space of Hampstead Heath, which provides amenity and leisure space, a verdant setting to the surrounding development and famous views across London. Hampstead and Highgate are derived from medieval hamlets and have clearly defined village centres which reflect their origins. They have a variety of building types from cottages and terraces to detached houses and grand residences, with a generally densely packed, high quality urban grain of a range of styles, scales and ages. Both areas contain many high quality, architect-designed houses from the 19th and 20th centuries, many of which have become important parts of the local heritage and are listed for their national significance.



Key evidence and references

- Conservation Area Statements/Appraisals/Management Strategies; London Borough of Camden; various dates
- Camden Walking Plan Second Edition 2006
- Camden Streetscape Design Manual 2005
- Planning Policy Guidance 16 – Archaeology and planning; DETR; 1990
- Conservation Principles, Policies and Guidance, English Heritage, 2008
- By Design: Urban Design in the Planning System – Towards Better Practice; DETR/CABE; 2000
- Planning Policy Statement 1 – Delivering Sustainable Development; ODPM; 2005
- Planning Policy Statement 5 – Planning for the Historic Environment; CLG; 2010
- Planning Policy Guidance 15 – Planning and the Historic Environment; DoE; 1994
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- London View Management Framework Supplementary Planning Guidance; Mayor of London; 2007
- Sustainable design, climate change and the built environment; CABE Briefing; 2007
- Easy Access to Historic Buildings, English Heritage, 2004
- Easy Access to Historic Landscapes, English Heritage, 2005
- Seeing History in the View: Methodology for assessing the heritage value within views, English Heritage, 2008
- Guidance on Tall Buildings, English Heritage/CABE, 2007



Camden Development Policies 2010-2025

Local Development Framework



**If you would like this document in large print
or Braille, or in another language, please
contact 020 7974 5615**

Find out more about this document and the LDF by visiting camden.gov.uk/ldf
or by calling the LDF hotline 020 7974 5615/2043.

Forward Planning
London Borough of Camden
Town Hall Extension
Argyle Street
London WC1H 8EQ

Published November 2010.

Camden's Local Development Framework. Development Policies.



Section 2

Meeting Camden's needs

– Providing homes, jobs and facilities

- 2.1 The section on Meeting Camden's needs in Camden's Core Strategy provides our overall approach to making sure we provide the homes, jobs, facilities and infrastructure needed to support the growth in the number of people living in, working in and visiting the borough. This section of Camden Development Policies sets out our detailed planning policies to help to implement this part of the Core Strategy. It is divided into three parts:
- **Meeting our need for homes** – this provides policies that seek to maximise overall housing supply, provide affordable housing and prevent the loss of housing. It also covers providing homes of different sizes; lifetime and wheelchair homes; sheltered housing and care homes for older people; accommodation for homeless people and vulnerable people; hostels and other housing with shared facilities.
 - **Providing jobs and facilities** – this contains our policies on small and independent shops, markets, managing the impact of town centre uses, employment sites and premises, tourism and visitor accommodation, and community and leisure uses.
 - **Promoting sustainable and efficient transport** – this sets out our detailed policies on transport, in particular on the transport implications of development; walking, cycling and public transport; parking; the movement of goods; and development that connects to the highway network.



Meeting our need for homes

- 2.2 The Core Strategy seeks to manage growth so that it works positively for Camden. Core Strategy policy CS6 – *Providing quality homes* aims to:
- make full use of Camden’s capacity for housing, to meet or exceed targets for the supply of homes in the borough;
 - secure high quality affordable housing, by seeking an appropriate proportion of, and different types of, affordable homes; regenerating Camden’s housing estates; and bringing existing Council homes up to Decent Homes standard;
 - minimise social polarisation and secure mixed and inclusive communities, by securing a broad range of housing of different sizes and types to meet the needs of different groups and households in different circumstances.
- 2.3 This sub-section of Camden Development Policies sets out in more detail how we will make planning decisions to deliver the aims of policy CS6. However, housing schemes will also need to satisfy other relevant policies, particularly those concerned with the environment, quality of life, sustainability, climate change and transport. These policy concerns correspond well with the Building for Life criteria that form the national standard for well-designed homes and neighbourhoods.
- 2.4 Amenity, in terms of a house’s relationship with neighbouring properties and its internal space standards, is key aspect of housing quality. The Council will protect the amenity of Camden’s residents by making sure that the impact of developments on their occupiers and neighbours is fully considered, in accordance with development policy DP26 and Core Strategy policy CS5. Further information regarding factors that affect residential amenity is included in our Camden Planning Guidance supplementary planning document. In particular, Camden Planning Guidance contains our internal space standards for residential development. To provide high quality housing, proposals will need to address all aspects of residential amenity in accordance with relevant policies and Camden Planning Guidance.
- 2.5 The policies in this sub-section relate to the same forms of housing as Core Strategy policy CS6, namely:
- self-contained houses and flats (Use Class C3) (the predominant form);
 - live/work units, which are self-contained homes that include a dedicated work area (they are outside any planning use class, but we will treat them in the same way as Use Class C3 for the operation of our Local Development Framework policies);
 - bedsit rooms that share facilities such as toilets, bathrooms and kitchens (often known as houses in multiple occupation or HMOs, some with 3 to 6 occupiers fall within Use Class C4, but most are outside any planning use class);
 - hostels where shared accommodation is managed for a particular group of people (e.g. students) and occupiers may stay for several months (also outside any planning use class);
 - those nursing homes, care homes and parts of hospitals where people live permanently, such as nurses’ accommodation (parts of Use Class C2);
 - residential accommodation that is ancillary to another use, such as living areas for managers, caretakers and other staff.

DP2. Making full use of Camden's capacity for housing

- 2.6 Core Strategy policy CS6 indicates that the Council seeks to maximise the supply of homes and minimise their loss, with housing regarded as the priority land-use of the Camden Local Development Framework. Key aspects of policy CS6 that inform our approach to maximising housing supply and minimising loss of homes in the case of an individual site include:
- the overall Camden target for supply of additional homes from 2010/11 to 2024/25;
 - the separate elements of the target for self-contained homes, homes that are not self-contained (such as hostels and grouped bedsit rooms) and vacant homes returning to use;
 - the overall expected delivery of additional homes based on Camden's 15-year housing trajectory, which is significantly above the housing target for 2010/11 to 2024/25, but falls significantly short of the projected household growth rate up to 2026; and
 - the Council's aim to give priority to households unable to access market housing and to vulnerable people in planning decisions relating to new homes.
- 2.7 Policy DP2 protects housing against development for a non-residential use. It relates to all forms of housing for long-term residents (see paragraph 2.5). The first part of the policy is concerned with making the best use of sites for additional homes, particularly homes for people who are unable to access general needs market housing. This part relates primarily to self-contained houses and flats (Use Class C3). The second part is concerned with the loss of housing floorspace in all forms; proposals to change permanent housing into short-stay accommodation; and with the loss of self-contained homes through proposals to combine them into larger dwellings. More detailed guidance is given in policies DP7, DP8 and DP9 with respect to the loss of sheltered housing and care homes for older people; loss of housing for vulnerable people and homeless people; and loss of student housing, bedsits, and other housing with shared facilities. Through policy DP4, the Council seeks to protect existing affordable housing, whether or not it is self contained.



DP POLICY

DP2 – Making full use of Camden’s capacity for housing

The Council will seek to maximise the supply of additional homes in the borough, especially homes for people unable to access market housing, by:

- a) expecting the maximum appropriate contribution to supply of housing on sites that are underused or vacant, taking into account any other uses that are needed on the site;
- b) resisting alternative development of sites considered particularly suitable for housing; and
- c) resisting alternative development of sites or parts of sites considered particularly suitable for affordable housing, homes for older people or homes for vulnerable people.

The Council will seek to minimise the loss of housing in the borough by:

- d) protecting residential uses from development that would involve a net loss of residential floorspace, including any residential floorspace provided:
 - within hostels or other housing with shared facilities; or
 - as an ancillary element of another use, wherever the development involves changing the main use or separating the housing floorspace from the main use.

- e) protecting permanent housing from conversion to short-stay accommodation intended for occupation for periods of less than 90 days;
- f) resisting developments that would involve the net loss of two or more homes, unless they:
 - create large homes in a part of the borough with a relatively low proportion of large dwellings,
 - enable sub-standard units to be enlarged to meet residential space standards, or
 - enable existing affordable homes to be adapted to provide the affordable dwelling-sizes that are most needed.

As an exception to the general protection of residential floorspace, where no alternative site is available, the Council will favourably consider development that necessitates a limited loss of residential floorspace in order to provide small-scale healthcare practices meeting local needs.





Maximising the supply of additional homes

- 2.8 Housing is regarded as the priority land-use of the Local Development Framework, and the Council will make housing its top priority when considering the future of unused and underused land and buildings (see Core Strategy policy CS6). However, this priority does not override, but will be considered alongside, the need to protect some non-residential uses; to promote the national and international roles of Central London; and the need for development to respect the characteristics of the area and the site or property. Taking these considerations into account, a mix of uses or an alternative use will be appropriate for some sites. Where a mixed-use scheme including housing would be appropriate, the Council will seek to maximise the contribution to the supply of housing within the mix, taking into account policy DP1 and the criteria set out in paragraph 2.12.
- 2.9 High development densities are one way of making the maximum use of a site (in the context of housing, this means more homes or rooms in a given area). In accordance with policy CS1 of the Camden Core Strategy, the Council will expect the density of housing development to take account of the density matrix in the London Plan (Table 3A.2), and to be towards the higher end of the appropriate density range. However, the appropriate density will also depend on accessibility, the character and built form of the surroundings, and protecting the amenity of occupiers and neighbours. Given that the majority of the borough has relatively high public transport accessibility and is suitable for development of flats, densities should generally fall within the cells towards the right and bottom of the matrix, i.e. 45 to 405 dwellings per hectare.
- 2.10 There is a significant market in Camden for very large homes that have many more rooms than occupiers. The London Plan density matrix assumes that the number of habitable rooms per dwelling will average between 2.7 and 4.6. Developments including dwellings with significantly more habitable rooms may give inconsistent results against the density matrix, showing an appropriate density in terms of habitable rooms, but an inappropriately low density in terms of dwellings. In the interests of mixed and inclusive communities, the Council seeks a range of dwelling sizes, and does not favour concentrations of very large homes. Therefore, when using the London Plan density matrix, the Council will refer primarily to dwelling densities, measured in units per hectare.



- 2.11 Where possible, we have identified underused sites that are suitable for additional housing in our Site Allocations Local Development Framework document, and will resist an alternative use of allocated sites. However, a high proportion of the housing developments that come forward in Camden are not identified in advance because they are small sites, or were in use when sites were assessed for allocation. Given the high proportion of potential housing sites in the borough that cannot be identified in the Sites Allocations document, the Council may also resist non-housing development on other sites that:
- have a valid consent for housing; or
 - are suitable for housing in terms accessibility and amenity, and are free of physical and environmental constraints that would prevent residential use.
- 2.12 In seeking to maximise the proportion of a site used for housing and deciding whether to resist a non-housing development, the Council will take into account:
- the need and potential to re-provide on site existing uses protected by other policies, such as industry, warehousing, community uses and shops;
 - other uses that are needed in the area, particularly in Central London, and the extent to which alternative sites or provision is available;
 - policy DP1, and whether a mixed-use development would be appropriate;
 - whether the supply of additional housing falls short of the overall target of 595 additional homes per year and the target of 437 additional self-contained homes per year; and
 - the financial viability of the proposal and the financial viability of housing development.
- 2.13 The Council will generally treat live/work units in the same way as housing for the operation of development policies. Such premises contribute to the range of homes and the range of business premises in the borough, and the Council will not resist the development of live – work premises on sites that are considered suitable for housing, subject to the inclusion of an appropriate mix of dwelling-sizes and types (in accordance with other policies including DP3, DP5 and DP6). Further information on our approach to live-work premises is provided by policy DP13 and accompanying paragraphs.

Sites particularly suitable for affordable housing and housing for vulnerable people

- 2.14 The capital return and rental income of developments that provides affordable housing, housing for older people or housing for vulnerable people is limited. Therefore there is a danger that other more profitable forms of housing, such as student housing, will take-up potential sites and limit the supply of affordable housing and homes for vulnerable people.
- 2.15 As far as possible, the suitability of housing sites for affordable housing is identified in our Camden Site Allocations Local Development Framework document. However, a high proportion of the affordable housing provided in the borough is on sites that that have not been identified in advance. Where a site has been allocated for affordable housing or a proportion of affordable housing, or has a valid consent for a development including affordable housing, the Council will resist development that fails to include appropriate affordable housing provision. The appropriateness of an affordable

housing contribution will be considered in terms of the criteria set out in policy DP3, including the financial viability of the development. The Council will also resist the loss of any existing affordable housing, as set out in policy DP4.

- 2.16 Most additional housing for older people and vulnerable people is likely to be delivered by independent providers such as registered social landlords or charities. Where a site has been allocated to provide housing for older people or vulnerable people, the Council will resist housing development that fails to include these uses. The Council will also resist the loss of any existing housing for older people or for vulnerable people, as set out in policies DP7 and DP8.

Loss of residential floorspace

- 2.17 As set out in Core Strategy section CS6 and paragraph 2.6 above, the expected delivery of additional homes from 2010/11 to 2024/25 falls significantly short of the projected growth in the number of households up to 2026. Any loss of residential floorspace that could potentially house an individual or household would worsen this shortfall, and will be therefore be resisted by the Council. As noted in paragraph 2.5, housing takes a wide variety of forms capable of providing permanent residential accommodation. Policy DP2 relates to all of these forms, (although more detailed guidance is given in policies DP4, DP7, DP8 and DP9 on loss of affordable housing, sheltered housing and care homes for older people, accommodation for homeless people and vulnerable people, student housing, bedsits and other housing with shared facilities).
- 2.18 In some cases, residential accommodation is ancillary to another use, such as a caretaker's flat at a school, a staff flat above a shop or pub, or a nurses' home at a hospital. Alterations between the proportion of floorspace in the main use and the ancillary use will generally be outside planning control. However, where the development involves changing the main use or separating the housing floorspace from the main use, it will generally be subject to planning control, and we will seek to protect the residential floorspace.
- 2.19 In some circumstances, it may be appropriate for residential floorspace to be re-provided on an alternative site. We will have regard to policy DP1 (mixed-use development) when considering whether housing should be retained on-site or re-provided off-site. For the purposes of policy DP2, the Council will regard losses of residential floorspace as material if they reduce the number of people who can occupy a home or property. For the purposes of applying policy DP2 to hospitals and care homes (within Use Class C2), protection will apply only to the floorspace previously in permanent residential use, including staff housing, dormitories, permanent accommodation for people needing residential care, and any communal or circulation space associated with these. Additional guidance on protection of key-worker affordable housing for healthcare staff is included in Policy DP4.

Conversion to short-stay accommodation

- 2.20 There is a demand for short term and temporary accommodation in the borough, primarily to provide for visitors. This accommodation falls outside the Council's land-use priority for housing, and new demand should be met from appropriate sites in non-residential use, rather than sites used for permanent housing. In London, a switch from permanent housing to properties let for less than 90 days is considered to be a material change of use (under the amended Greater London Council (General Powers) Act 1973). The Council will resist development that changes permanent housing into such accommodation. Proposals to provide short-term accommodation for vulnerable people (such as people at risk from domestic violence) will be assessed in accordance with policy DP8.
- 2.21 Proposals for new short-term and temporary accommodation will be considered taking into account policies that seek to protect existing uses. Where a proposal involves accommodation for short-term visitors to Camden, the Council will take into account policy DP14 relating to tourism development and visitor accommodation.

Net loss of two or more homes

- 2.22 The expected shortfall in the delivery of homes up to 2024/25 is potentially worsened by the loss of dwellings in small schemes for housing conversion and redevelopment. In each of the 5 years

up to 2007/08, planning permission was granted for the loss of more than 80 dwellings in small conversion and redevelopment schemes, which, when implemented, will add to Camden's (net) annual target of 595 additional homes per year. As a result, there is considered to be little scope for the loss of existing homes in the borough, even where this does not involve loss of floorspace. Where development involves the demolition or other loss of homes, the Council will generally expect it to provide a similar or greater number of replacement dwellings, to an equivalent or better standard than the homes removed.

- 2.23 The majority of permissions granted for the loss of homes involved schemes to combine 2 or more homes into a single large dwelling. Within the affordable housing stock, these changes are justified by the severe problems of overcrowding and the high proportion of existing one-bed dwellings. However, there is no comparable mismatch across the borough's market sector, and typical layouts suggest that merger of existing market homes is largely geared to a demand for high value housing rather than the creation of additional bedrooms for large families. Therefore, schemes that would create a loss of more than one residential property will generally be resisted. The Council does not seek to resist schemes combining dwellings that involve the loss of a single home.
- 2.24 The nature of the stock of market housing varies across the borough, and some areas have a much higher proportion of large dwellings than others. A mix of large and small units in an area can help to create more balanced communities (as different size dwellings meet the housing needs of different parts of the community) and increase housing choice. To achieve a more varied mix of housing, the Council will favourably consider proposals that create large homes out of smaller homes in parts of the borough where there is a relatively low proportion of large dwellings (that is, the wards of Bloomsbury, Holborn and Covent Garden, King's Cross, Kilburn, Regent's Park and St Pancras and Somers Town).
- 2.25 Some housing in the borough does not conform to current residential space standards. These are usually homes that were built before the standards were introduced or without the benefit of planning consent. Where existing homes fall substantially below the residential space standards set out in our Camden Planning Guidance supplementary document, the Council may consider proposals involving the loss dwellings in order to meet the standards. We will consider proposals favourably if existing homes are 20% or more below the space standards and the loss of dwellings is no greater than is necessary to meet the standard.
- 2.26 There is a particular shortage of affordable homes for large families in the borough (see Core Strategy section CS6 and policy DP5 below). Opportunities to reduce this shortage and reduce overcrowding could arise by reconfiguring or redeveloping existing housing, especially the stock of Council housing, which contains a disproportionate number of one-bedroom dwellings. The Council will favourably consider proposals that create large affordable housing for families by combining or redeveloping smaller affordable dwellings provided that there is no overall loss of residential floorspace.

Small-scale healthcare practices

- 2.27 Small-scale healthcare practices (such clinics for osteopathy and physiotherapy) may appropriately be provided in residential areas to ensure they are easily accessible to the people that need them, sometimes in association with the homes of the practitioners. The Council may support the loss of residential floorspace to provide these and similar small-scale healthcare facilities provided that the loss will not exceed one dwelling; no alternative non-residential premises are available nearby; and the proposal will meet needs in a local catchment. If there is no longer a need for these healthcare practices, the Council will expect the floorspace to return to residential use.

Key evidence and references

- Camden Housing Needs Study Update 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Statement (PPS) 3 – Housing

DP5. Homes of different sizes

5.1 Core Strategy policy CS6 seeks to secure mixed and inclusive communities and a range of self-contained homes of different sizes. Our approach is informed by:

- the over-representation of small dwellings among Camden's existing homes;
- existing and projected household sizes in the borough;
- the Council's identified dwelling size priorities;
- the need for a range of homes accessible across the spectrum of incomes; and
- the housing needs of different groups.

Policy DP5 helps to implement this element of policy CS6 by setting out more detail on our approach to providing homes of different sizes.

5.2 Policy DP5 relates primarily to developments of self-contained houses and flats for general needs (Use Class C3). It will be used when assessing new build housing schemes, schemes to reconfigure or subdivide residential properties and to all changes of use to housing (in Use Class C3) from other uses. It will also be used when assessing development that creates self-contained homes from residential accommodation that is ancillary to another use. Policy DP5 will be applied to proposals for bedsits or other permanent housing with shared facilities if the development could be occupied lawfully as self-contained dwellings in Use Class C3 without submission of a further planning application (please see paragraphs 9.2 to 9.3 for more details).

5.3 Policy DP5 does not relate to developments that provide homes exclusively for older people, homeless people, vulnerable people or students (these are covered by policies DP7, DP8 and DP9). In such developments, the appropriateness of the proposed mix of dwelling sizes will be assessed in terms of the needs of the intended occupiers. However, all housing developments should contribute to the creation of mixed and inclusive communities. Therefore, it will often be appropriate for these dedicated housing types to be integrated into larger schemes that include general needs housing.

DP POLICY

DP5 – Homes of different sizes

The Council will contribute to the creation of mixed and inclusive communities by securing a range of self-contained homes of different sizes. We will:

- a) seek to ensure that all residential development contributes to meeting the priorities set out in the Dwelling Size Priorities Table, including conversion of existing residential and non-residential floorspace;
- b) expect a mix of large and small homes in all residential developments.

In considering the mix of dwelling sizes appropriate to a development, the Council will have regard to the different dwelling size priorities for social rented, intermediate affordable and market homes, and will take into account:

- c) the character of the development, the site and the area, including the impact of the mix on child density;
- d) site size, and any constraints on including homes of different sizes; and
- e) the economics and financial viability of the site, including the demand for homes of different sizes.

- 5.4 The Council has identified different dwelling size priorities for social rented housing, intermediate affordable housing and market housing on the basis of the factors noted in paragraph 5.1. These priorities are set out in Core Strategy paragraph 6.39, and also set out in the Dwelling Size Priorities Table below, with dwelling sizes expressed in terms of number of bedrooms. The Council's particular aims for the size of each of these housing types form the final column of the table, and also provide the basis for monitoring policy DP5. When assessing a proposal against policy DP5, the Council will consider small homes to be studio flats, one bedroom and two-bedroom homes (the need for self-contained studio flats has not been assessed separately from the need for 1-bedroom homes). The Council will consider large homes to be homes with 3-bedrooms or more.

Dwelling Size Priorities Table					
	1-bedroom (or studio)	2-bedrooms	3-bedrooms	4-bedrooms or more	Aim
Social rented	lower	medium	high	very high	50% large
Intermediate affordable	medium	high	high	high	10% large
Market	lower	very high	medium	medium	40% 2-bed

- 5.5 The Council acknowledges that there is a need and/ or demand for dwellings of every size shown in the Priorities Table. We expect most developments to include some homes that have not been given a priority level, and some homes that are identified as medium priority. However, the Council has prioritised some sizes as high or very high priority (primarily on the basis of a high level of need relative to supply). We will expect proposals to include some dwellings that meet the very high priorities wherever it is practicable to do so. We will seek to focus provision around the very high and high priority sizes by assessing dwelling mixes against the aims in the Priorities Table. The Council will aim for at least 50% of social rented dwellings and 10% of intermediate affordable dwellings in each scheme to be large homes with 3-bedrooms or more, and for at least 40% of market homes to contain 2-bedrooms (in each case, proportions will be calculated in terms of numbers of dwellings rather than floorspace).
- 5.6 Having regard to criteria (c), (d) and (e) in policy DP5, the Council acknowledges that it will not be appropriate for every development to meet the aims set out in the Priorities Table. However, we consider that each development should contribute to the creation of mixed and inclusive communities by containing a mix of large and small homes overall, in accordance with criterion (b). Where possible a mix of large and small homes should be included within each category of housing provided (social rented, intermediate affordable and market). This will help ensure that each development provides some dwelling sizes that are high priorities and some that are not. The Council will resist development proposals for self-contained general needs housing that contain only one-bedroom and studio flats.
- 5.7 The Council will be flexible when assessing development against policy DP5, the dwelling size priority table, and the aims set out in paragraph 5.5. The mix of dwelling sizes appropriate in a specific development will be considered taking into account the character of the development, the site and the area. The following paragraphs set out a number of the relevant considerations.

Character of the development, the site and the area, and child density

- 5.8 Where a development involves re-use of an existing building, this may limit the potential to provide a range of dwelling sizes. Issues that can arise include the creation of access via an existing staircase or lift; respect for the integrity of existing structural walls and patterns of windows; changes in floor level; and heritage designations (listed building and conservation area status) that



may restrict alterations. The Council will have regard to these issues, alongside the expectations arising from development size, and other issues considered below.

- 5.9 Where a development is for the conversion of existing homes (including the creation of self-contained homes from residential accommodation that is ancillary to another use), the Council will seek to minimise the loss of dwelling sizes that are given a priority of medium or above in the dwelling size priorities table. In particular, conversions involving affordable housing should retain or re-provide any existing large affordable homes unless the creation of small homes will allow the release of other large affordable homes that are currently under-occupied. Conversion of market housing should also generally retain or re-provide existing 2-bedroom homes and should also include large homes. Conversions that involve the loss of existing homes should also comply with policy DP2.
- 5.10 When considering the proportion of large homes appropriate within a specific development, we will take account of any features that make the development particularly suitable for families with children. We will also take into account the flexibility that larger dwellings create for other types of households, allowing for arrangements such as shared households and adults caring for elderly or infirm relatives. Developments are particularly suitable for children to live in if they have:
- the potential to provide space on site where children can play (open space or private amenity space);
 - dedicated children's play space available nearby;
 - a number of homes with direct access to the street, private amenity space or open space;
 - no direct access to a major road;
 - a limited number of homes served from each internal corridor and each communal staircase or lift;
 - potential to provide a broad range of dwelling sizes in the development appropriate for new families with very young children and established families with older children.
- 5.11 Where some or all of the features listed in paragraph 5.10 are present, the Council will expect provision of a high proportion of large affordable homes, and expect inclusion of social-rented homes with 4-bedrooms or more (subject to policy DP3 on affordable housing). However, there are relatively few opportunities in Camden for housing development that will provide most of these features. Other ground floor uses often prevent direct access to the street, there are many major roads in the borough, and the cost of lifts is too high to share among a small number of homes. However, the Council does not consider that the absence of any or all of these features justifies the omission of large homes from a development. Developments should be arranged to provide access as directly as possible from large homes to the street entrance, external amenity space or open space. To provide for the minority ethnic mix in Camden, a proportion of large homes should have kitchens and food preparation areas that are physically separated from living areas. Please see our Camden Planning Guidance supplementary planning document for further details.

- 5.12 Child density is a measure of the number of children occupying a specific development or area. High child densities tend to arise where there is a high proportion of large affordable homes in a development, especially when these are social rented. In some circumstances, high child densities are associated with problems such as the use of communal areas as informal playgrounds, noise disturbance, graffiti and vandalism. When considering the proportion of large homes appropriate within a particular development, we will have regard to the child density in the surrounding area and the child density likely to arise in the development. We will also take account of the potential to use a management mechanism to control child densities, such as a sensitive lettings policy (these generally prevent all homes being occupied to their maximum capacity when they are first let).
- 5.13 A number of elements of good design are particularly relevant to considering the mix of dwelling sizes appropriate to a specific development proposal. The mix selected should achieve efficient layouts, in terms of the ratio of internal dwelling space to communal circulation space, and in terms of the proportion of the internal dwelling space that is usable. Where schemes include a number of floors, homes should be arranged to minimise noise disturbance, avoiding situations where bathrooms, living rooms and kitchens are directly above or below bedrooms. Homes where all windows face a single direction should also be avoided, especially in the case of large homes.

Development economics, financial viability, and demand

- 5.14 As set out in paragraphs 6.56 and 6.57 under Camden Core Strategy section CS6, the Council intends to be flexible in pursuit of its policy objectives, and will take into account the findings of our monitoring of housing supply in the light of economic circumstances. These paragraphs note specifically that the Council may vary the range of home sizes sought in order to maximise housing delivery.
- 5.15 At some times, and in some parts of the borough, the demand for large market homes may be higher than the demand for small ones, and vice versa. Market homes of some sizes can therefore generate a premium in terms of their value per square metre. The value of affordable housing may also vary depending on its size. Large affordable homes may have a lower value per square metre than small ones if grant from the Homes and Communities Agency or rental payments by the occupiers do not reflect the higher costs of providing them. The Council recognises that the rigid application of dwelling size priorities can prejudice the financial viability of a development in these cases, and will consider the appropriate mix of dwellings having regard to their value and the potential to maximise the proportion of affordable housing on the site.
- 5.16 The Council also recognises market housing and intermediate affordable housing will often be too expensive for many households who need large homes. Average house prices in Camden were well over twice the national average in 2007 (Camden Housing Needs Survey Update 2008). The affordability issues affecting large market and intermediate affordable homes have been considered in setting our dwelling size priorities, but will they will also be taken into account when considering the mix of homes appropriate for individual schemes.





- 5.17 Affordability and funding concerns may sometimes be resolved by adapting the tenure of intermediate or market housing (subject to the limits on Council control over tenure). In the intermediate sector, large homes for shared-ownership may be more appropriate where property values are relatively low, and large homes for rent may be more appropriate where development costs are relatively high. In the market sector, 3-bedroom homes may be accessible to a wider range of households if they are made available to rent. The Council will take account of affordability, funding concerns, and the impact of different tenures when seeking its priority dwelling sizes in particular schemes.
- 5.18 More detailed guidance on the preferred affordable housing mix is contained in our Camden Planning Guidance supplementary planning document. The Council produces residential space standards that indicate the amount of internal space appropriate for dwellings intended to accommodate different numbers of occupiers. These are also set out in Camden Planning Guidance.

Key evidence and references

- Camden Housing Needs Study Update 2008
- Greater London Strategic Housing Market Assessment 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Statement (PPS) 3 – Housing

DP6. Lifetime homes and wheelchair housing

- 6.1 Core Strategy policy CS6 indicates that Council will seek a variety of housing types suitable for people with mobility difficulties. Policy DP6 helps to deliver this by setting out our approach to lifetime homes and wheelchair housing.
- 6.2 Although mobility difficulties should be considered in the design of all forms of housing, the standards for lifetime homes and wheelchair accessibility relate primarily to the layout of self-contained homes. As occupants of student housing will only stay for a limited period, student housing is not expected to meet lifetime homes standards. The proportion of students who are wheelchair users should reflect the general population, therefore the Council expects 10% of student flats or study-bedrooms (together with supporting communal spaces) to meet wheelchair standards.

DP POLICY

DP6 – Lifetime homes and wheelchair housing

All housing development should meet lifetime homes standards. 10% of homes developed should either meet wheelchair housing standards, or be easily adapted to meet them.

- 6.3 The Council considers that people with mobility difficulties, including disabled people, should have access to a range of housing types that match the range available to those without mobility constraints. Mobility difficulties can affect children, young people, adults and older people. They can affect people who live in large families, small households and people living alone. Where people have support needs related entirely to a physical disability, the Council will seek to provide them with support in their own home.
- 6.4 A lifetime home supports the changing needs of a family's lifecycle, from raising children through to mobility issues in old age, essentially allowing people to live in their home for as much of their life as possible. Lifetime homes involve design features that have been tailored to foster accessible living, helping to accommodate old age, injury, disability, pregnancy and pushchairs. These features also allow a dwelling to be easily adapted for even higher levels of accessibility in the future, if the need arises. Lifetime homes exceed the requirements of Part M of the Building Regulations.
- 6.5 Lifetime homes standards will be applied to all developments of self-contained housing, including conversions, reconfigurations and changes of use (the standards do not apply to student housing). The standards will also be applied to proposals for bedsits or other permanent housing with shared facilities if the development could be occupied lawfully as self-contained dwellings in Use Class C3 without submission of a further planning application (please see paragraphs 9.2 to 9.3 for more details). The Council acknowledges that the design or nature of some existing properties means that it will not be possible to meet every element of the lifetime homes standard, for example in listed buildings, but considers that each scheme should achieve as many features as possible. All housing proposals should be accompanied by a submission showing how each of the lifetime homes standards will be met, with a full justification why any individual element will not be met. New build schemes are expected to incorporate all lifetime homes features. Further information on lifetime homes can be found in our Camden Planning Guidance supplementary planning document.
- 6.6 To provide independence and quality of life for wheelchair users, the Council will expect 10% of dwellings either to meet wheelchair housing standards, or be designed so a future occupier can easily adapt the dwelling to meet wheelchair housing standards. The percentage will be applied to all developments providing 10 or more self-contained homes, including conversions, reconfigurations and changes of use, and will also be applied to student housing. The percentage



will also be applied to proposals for bedsits or other permanent housing with shared facilities if the development could be lawfully occupied as 10 or more self-contained dwellings in Use Class C3 without submission of a further planning application (please see paragraphs 9.2 to 9.3 for more details). However, where proposals involve re-use of an existing building (particularly a listed building), the percentage will be applied flexibly taking into account of any constraints that limit adaptation to provide entrances and circulation spaces that are level and wide enough for a wheelchair user.

- 6.7 Ideally, wheelchair housing should be tailored to the specific needs of an individual wheelchair user and their household. Although tailoring housing to the occupier is rarely possible in proposals for speculative market housing, it can be achieved for affordable housing, where future occupiers can be identified by local housing managers, from the Housing Register (waiting list), and from transfer lists.
- 6.8 The Council will apply the wheelchair housing percentage across each affordability category in a scheme, generally seeking 10% of market housing, 10% of social housing and 10% of intermediate housing. For the 10% of market housing, future occupiers will often be unknown until after the homes have been fitted out. Where the 10% market housing is not fully fitted-out to meet the standards, it should be laid out to provide all the necessary circulation space within and between rooms, including bathrooms and toilets, as subsequent changes to these arrangements can be costly and difficult.
- 6.9 For social rented housing and intermediate housing, each type should include 10% of homes designed, built and fitted-out to meet wheelchair housing standards. The Council may use its affordable housing fund to support the creation of fully-fitted out affordable wheelchair accessible housing. We may seek to increase the percentage of affordable wheelchair accessible homes and reduce the percentage of market wheelchair accessible homes where this will enable us to meet the needs of identified future affordable housing occupiers. We may also agree to increase the percentage of social rented wheelchair homes and reduce the percentage of intermediate affordable wheelchair homes (or vice versa) where this will better enable us to meet the needs of identified future occupiers. More detailed information is included in our Camden Planning Guidance supplementary development document.

Key evidence and references

- Camden Housing Needs Study Update 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Accessible London: achieving an inclusive environment – London Plan Supplementary Planning Guidance; Mayor of London; 2004

Improving and protecting our environment and quality of life

DP24. Securing high quality design

- 24.1 Core Strategy policy CS14 – *Promoting high quality places and conserving our heritage* sets out the Council's overall strategy on promoting high quality places, seeking to ensure that Camden's places and buildings are attractive, safe, healthy and easy to use and requiring development to be of the highest standard of design that respects local context and character. Camden has a unique and rich built and natural heritage, with many areas with their own distinct character, created by a variety of elements including building style and layout, history, natural environment including open spaces and gardens, and mix of uses. We have a duty to respect these areas and buildings and, where possible, enhance them when constructing new buildings and in alterations and extensions.
- 24.2 Policy DP24 contributes to implementing the Core Strategy by setting out our detailed approach to the design of new developments and alterations and extensions. These principles will ensure that all parts of Camden's environment are designed to the highest possible standards and contribute to providing a healthy, safe and attractive environment.
- 24.3 The Core Strategy also sets out our approach to other matters related to design, such as tackling climate change through promoting higher standards (CS13), the importance of community safety and security (CS17) and protecting amenity from new development (CS5). Further guidance on design is contained in our Camden Planning Guidance supplementary document.

DP POLICY

DP24 – Securing high quality design

The Council will require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect developments to consider:

- a) character, setting, context and the form and scale of neighbouring buildings;
- b) the character and proportions of the existing building, where alterations and extensions are proposed;
- c) the quality of materials to be used;
- d) the provision of visually interesting frontages at street level;
- e) the appropriate location for building services equipment;
- f) existing natural features, such as topography and trees;
- g) the provision of appropriate hard and soft landscaping including boundary treatments;
- h) the provision of appropriate amenity space; and
- i) accessibility.



Promoting good design

- 24.4 The Council is committed to design excellence and a key strategic objective of the borough is to promote high quality, sustainable design. This is not just about the aesthetic appearance of the environment, but also about enabling an improved quality of life, equality of opportunity and economic growth. We will therefore apply policy DP24 to ensure that all developments throughout the borough, including alterations and extensions to existing buildings, are of the highest standard of design. In accordance with government guidance in Planning Policy Statement (PPS) 1 – *Delivering Sustainable Development* we will not accept design that is inappropriate to its context or which fails to take opportunities to improve the character and quality of an area and the way that it is used by residents and visitors.
- 24.5 Camden is a densely built-up borough where most development involves the replacement, extension or conversion of existing buildings. Design should respond creatively to its site and its context. This concerns both smaller-scale alterations and extensions and larger developments, the design and layout of which should take into account the pattern and size of blocks, open spaces, gardens and streets in the surrounding area (the ‘urban grain’).
- 24.6 The Council seeks to encourage outstanding architecture and design, both in contemporary and more traditional styles. Innovative design can greatly enhance the built environment and, unless a scheme is within an area of homogenous architectural style that is important to retain, high quality contemporary design will be welcomed. When assessing design, we will take into account government/CABE guidance *By Design – Urban Design in the planning system: towards better practice* and our own Camden Planning Guidance supplementary document.
- 24.7 Development should consider:
- the character and constraints of its site;
 - the prevailing pattern, density and scale of surrounding development;
 - the impact on existing rhythms, symmetries and uniformities in the townscape;
 - the compatibility of materials, their quality, texture, tone and colour;
 - the composition of elevations;
 - the suitability of the proposed design to its intended use;
 - its contribution to public realm, and its impact on views and vistas; and
 - the wider historic environment and buildings, spaces and features of local historic value.
- 24.8 Buildings should be designed to be as sustainable as possible. Environmental design and construction measures are set out in Policy DP22 – *Promoting sustainable design and construction*. Sustainable development also embraces principles of social sustainability which can be addressed by new development which:
- provides comfortable, safe, healthy and accessible space for its users;
 - is fit for purpose and can accommodate future flexibility of use;
 - provides a mix of uses and types of accommodation and provides for a range of needs within the community; and
 - provides sufficient amenity space for the promotion of health and wellbeing.



- 24.9 The re-use of existing buildings preserves the ‘embodied’ energy expended in their original construction, minimises construction waste and reduces the use of new materials. Many historic buildings display qualities that are environmentally sustainable and have directly contributed to their survival, for example the use of durable, natural, locally sourced materials, ‘soft’ construction methods, good room proportions, natural light and ventilation and ease of alteration. The retention and adaptation of existing buildings will be encouraged.
- 24.10 Due to the dense nature of Camden with extensive range and coverage of heritage assets, such as conservation areas, numerous listed buildings and five strategic views and two background views crossing the borough, the Council does not consider that it is practical to identify broad areas either suitable, or not suitable, for tall buildings. In the borough, a site may be suitable for a tall building while adjacent sites are not, due to impact on either views, conservations areas or listed buildings. Indeed, in some cases, suitability for a tall building differs across a single site. Given Camden’s strategic environmental characteristics, the entire borough is considered as being within the ‘sensitive’ category, as defined by the English Heritage/CABE Guidance on Tall Buildings (2007). Tall building proposals in Camden will therefore merit detailed design assessments. As part of the revision of the Camden Planning Guidance SPD further clarity will be provided on tall buildings and design issues in Camden.

Respecting local character

- 24.11 Given the highly built-up nature of Camden, careful consideration of the characteristics of a site, features of local distinctiveness, and the wider context is needed in order to achieve high quality development which integrates into its surroundings.
- 24.12 In order to best preserve and enhance the positive elements of local character within the borough, we need to recognise and understand the factors that create it. Designs for new buildings, and alterations and extensions, should respect the character and appearance of the local area and neighbouring buildings. Within areas of distinctive character, development should reinforce those elements which create the character. Where townscape is particularly uniform attention should be paid to responding closely to the prevailing scale, form and proportions and materials. In areas of low quality or where no pattern prevails, development should improve the quality of an area and give a stronger identity.
- 24.13 Development should not undermine any existing uniformity of a street or ignore patterns or groupings of buildings. Overly large extensions can disfigure a building and upset its proportions. Extensions should therefore be subordinate to the original building in terms of scale and situation unless, exceptionally, it is demonstrated that this is not appropriate given the specific circumstances of the building. Past alterations or extensions to surrounding properties should not necessarily be regarded as a precedent for subsequent proposals for alterations and extensions.
- 24.13 Design and Access statements should include an assessment of local context and character, and set out how the development has been informed by, and responds to it. We have prepared a series of Conservation Area Statements, Appraisals and Management Plans which describe the character and appearance of individual conservation areas and set out how the Council considers each can be conserved and enhanced. These should be used by developers to inform their understanding of the special character of the area, and we will take these into account when assessing development proposals in conservation areas. Development Policy DP25 – *Conserving Camden’s heritage* provides further guidance on the preservation and enhancement of the historic environment.

Detailing and materials

- 24.15 Architectural detailing should be carefully integrated into a building. In new development, detailing should be carefully considered so that it conveys quality of design and creates an attractive and interesting building. Architectural features on existing buildings, such as cornices, mouldings, architraves, porches and chimneys should be retained wherever possible, as their loss can harm a building by eroding its detailing. The insensitive replacement of windows and doors and the cladding and painting of masonry can also spoil the appearance of buildings and can be particularly damaging if the building forms part of a uniform group.
- 24.16 Schemes should incorporate materials of an appropriately high quality. The durability and visual attractiveness of materials will be carefully considered along with their texture, colour and compatibility with existing materials. Alterations and extensions should be carried out in materials that match the original or neighbouring buildings, or, where appropriate, in materials that complement or enhance a building or area.

Contributing to the street frontage

- 24.17 Buildings should be visually interesting at street level, with entrances and windows used to create active frontages, which allow overlooking of public areas, provide a sense of vitality and contribute to making Camden a safer place (see Core Strategy policy CS17). Ground floors should be occupied by active uses and should not turn their back on streets and other public spaces.

Incorporating building services equipment

- 24.18 Building services equipment, such as air cooling, heating, ventilation and extraction systems, lift and mechanical equipment, as well as fire escapes, ancillary plant and ducting should be contained within the envelope of a building or be located in a visually inconspicuous position.

Responding to natural features

- 24.19 New developments should respond to the natural assets of a site and its surroundings, such as slopes and height differences, trees and other vegetation. Extensions and new developments should not cause the loss of any existing natural habitats, including private gardens. Core Strategy policy CS15 – *Protecting and improving our parks and open spaces and encouraging biodiversity* provides further guidance on nature conservation in Camden and the Council's strategy for trees.
- 24.20 Development within rear gardens and other undeveloped areas can often have a significant impact upon the amenity and character of an area. Gardens help shape their local area, provide a setting for buildings and can be important visually. Therefore they can be an important element in the character and identity of an area (its 'sense of place'). We will resist development that occupies an excessive part of a garden, and where there is a loss of garden space which contributes to the character of the townscape.
- 24.21 Development will not be permitted which fails to preserve or is likely to damage trees on a site which make a significant contribution to the character and amenity of an area. Where appropriate the Council will seek to ensure that developments make adequate provision for the planting and growth to maturity of large trees.





Incorporating Landscaping

- 24.22 As with buildings, consideration of context is essential in the design of new hard and soft landscaping. Hard landscape elements (surfaces, boundary treatments etc), and the materials from which they are made, play a significant role in defining the character and attractiveness of a site or area and reinforcing local distinctiveness. New planting can contribute to the attractiveness of a development, soften and balance the impact of buildings and contribute to the biodiversity value of a site. Effective maintenance is often essential to the success of soft landscaping (shrubs, grass etc) and, where appropriate, the Council will expect planting plans to be accompanied by a maintenance schedule. New hard and soft landscaping should be of high quality and should positively respond to its local character.

Providing amenity space

- 24.23 Private outdoor amenity space can add significantly to resident's quality of life and applicants are therefore encouraged to explore all options for the provision of new private outdoor space. Gardens, balconies and roof terraces are greatly valued and can be especially important for families. However, the densely built up nature of the borough means that the provision of private amenity space can be challenging, and the Council will require that the residential amenity of neighbours be preserved, in accordance with policy DP26 – *Managing the impact of development on occupiers and neighbours* and Core Strategy policy CS5 – *Managing the impact of growth and development*.

Accessibility

- 24.24 In line with policy DP29 – *Improving access* the Council will expect all buildings and places to meet the highest practicable standards of access and inclusion. Any adaptation of existing buildings must therefore address this issue and respond to access needs whilst ensuring that alterations are sympathetic to the building's character and appearance. Policy DP25 – *Conserving Camden's heritage* provides further guidance on providing access to listed buildings.

Key evidence and references

- By Design: Urban Design in the Planning System – Towards Better Practice; DETR/CABE; 2000
- Planning Policy Statement (PPS) 1 – Delivering Sustainable Development, 2005
- Planning Policy Statement (PPS) 12 – Local Spatial Planning, 2008
- Making design policy work, CABE; 2005
- The London Plan (consolidated with alterations since 2004); Mayor of London; 2008
- Building in Context, CABE/English Heritage, 2002
- Tree and Woodland Framework for London, Mayor of London, 2005

DP26. Managing the impact of development on occupiers and neighbours

- 26.1 Camden's Core Strategy seeks to sustainably manage growth so that it takes place in the most appropriate locations and meets our needs while continuing to conserve and enhance the features that make Camden such an attractive place to live, work and visit (see policy CS1). Promoting and protecting high standards of amenity is a key element in this and will be a major consideration when the Council assesses development proposals. Core Strategy policies CS5 – *Managing the impact of growth and development* and CS14 – *Promoting high quality places and conserving our heritage* set out our overall approach to protecting the amenity of Camden's residents, workers and visitors, a major factor in people's quality of life. Policy DP26 contributes to the implementation of the Core Strategy by making sure that the impact of a development on occupiers and neighbours is fully considered.

DP POLICY

DP26 – Managing the impact of development on occupiers and neighbours

The Council will protect the quality of life of occupiers and neighbours by only granting permission for development that does not cause harm to amenity. The factors we will consider include:

- a) visual privacy and overlooking;
- b) overshadowing and outlook;
- c) sunlight, daylight and artificial light levels;
- d) noise and vibration levels;
- e) odour, fumes and dust;
- f) microclimate;
- g) the inclusion of appropriate attenuation measures.

We will also require developments to provide:

- h) an acceptable standard of accommodation in terms of internal arrangements, dwelling and room sizes and amenity space;
- i) facilities for the storage, recycling and disposal of waste;
- j) facilities for bicycle storage; and
- k) outdoor space for private or communal amenity space, wherever practical.

- 26.2 Development should avoid harmful effects on the amenity of existing and future occupiers and to nearby properties. When assessing proposals the Council will take account the considerations set out in policy DP26. The Council's Camden Planning Guidance supplementary document contains detailed guidance on the elements of amenity.

Visual privacy, overlooking, overshadowing, outlook, sunlight and daylight

- 26.3 A development's impact on visual privacy, overlooking, overshadowing, outlook, access to daylight and sunlight and disturbance from artificial light can be influenced by its design and layout, the distance between properties, the vertical levels of onlookers or occupiers and the angle of views. These issues will also affect the amenity of the new occupiers. We will expect that these elements are considered at the design stage of a scheme to prevent potential negative impacts of the development on occupiers and neighbours. To assess whether acceptable levels of daylight and sunlight are available to habitable spaces, the Council will take into account the standards recommended in the British Research Establishment's Site Layout Planning for Daylight and Sunlight – *A Guide to Good Practice* (1991).

Artificial lighting levels

- 26.4 Lighting creates a sense of safety and can enable activities in the evenings and at night. It can be used to highlight landmark buildings and add vitality to our streets. Lighting can increase the potential for natural surveillance and, where used correctly, can reduce the opportunity for criminal activity and increase the likelihood of it being challenged and/or reported. However, poorly designed internal and external lighting or lighting that operates for an excessive period of time is a form of pollution that can harm the quality of life for those living nearby, affect wildlife and waste energy. Camden's dense character means that light pollution can be a bigger problem in the borough than in lower density areas where uses are not so close together. For example, lighting from conservatories can affect neighbours living above, as well as to the sides and rear, and the lighting of advertisements can affect people living nearby. Glare and light spillage from poorly designed lighting can make it less easy to see things at night and effect wildlife as well as people. Lighting should only illuminate the intended area and not affect or impact on its surroundings. Schemes involving floodlighting and developments in sensitive areas, such as adjacent to sites of nature conservation importance, should employ a specialist lighting engineer accredited by the Institute of Lighting Engineers to ensure that artificial lighting causes minimal disturbance to occupiers and wildlife. For further details on lighting and occupiers and biodiversity please see our Camden Planning Guidance supplementary document.

Noise and vibration

- 26.5 Noise/vibration pollution has a major effect on amenity and health and can be a particularly significant issue in Camden given the borough's dense urban nature. More detail on how to prevent disturbance from noise and vibration, including the requirement for mitigation measures can be found in policy DP28.

Odours, fumes and dust

- 26.6 Camden suffers from extremely poor air quality which has a harmful impact on health and the environment. More detail on how the Council is tackling poor air quality can be found in policy DP32. Camden Planning Guidance provides information on how developments should be designed to prevent occupants from being exposed to air pollution, including mitigation measures.





- 26.7 Odours, fumes and dust can be generated from commercial cooking, industrial process and construction and demolition. We will require all development likely to generate odours to prevent them from being a nuisance by installing appropriate extraction equipment and other mitigation measures. Further details on mitigation measures and where extraction equipment should be located can be found in Camden Planning Guidance. Further details on limiting noise from extraction equipment can be found in DP28. The Council will limit the disturbance from dust due to construction and demolition by expecting developers and their contractors to follow the London Councils' Best Practise Guidance *The control of dust and emissions from construction and demolition*. We will also expect developers to sign up to the Considerate Constructors Scheme. Details of how these will be implemented should be provided in a Construction Management Plan. Please see below for further details on Construction Management Plans.

Microclimate

- 26.8 Developments, especially when large, can alter the local climate. For example, a light coloured building that reflects heat will stay cool on the inside and the outside, whereas a dark building will absorb heat during the day to raise internal temperatures and slowly release this heat as the temperature cools, keeping the local air temperature warmer. Buildings can also affect the flow of air and cause wind tunnels. All developments should consider local topography and the local microclimate in their design. Developments large enough to alter the local climate will be required to submit a statement demonstrating how the design has considered local conditions. Detail of what is expected in such a statement can be found in the Camden Planning Guidance.

Attenuation measures and Construction Management Plans

- 26.9 Most potential negative effects of a development can be designed out or prevented through mitigation measures. For example, appropriately located and insulated extraction equipment can prevent nuisance caused by strong odours and fumes. An air tight building with mechanical ventilation and good insulation can make living adjacent to railways and busy roads acceptable with regards to noise, vibration and internal air quality. We will require any attenuation measures to be identified prior to planning permission being granted and secured for the lifetime of the development.

26.10 Disturbance from development can also occur during the construction phase. Measures required to reduce the impact of demolition, excavation and construction works must be outlined in a Construction Management Plan. We will require Construction Management Plans to identify the potential impacts of the construction phase of the development and state how any potential negative impacts will be mitigated. Construction Management Plans may be sought for:

- major developments;
- basement developments;
- developments involving listed buildings or adjacent to listed buildings;
- developments that could affect wildlife;
- developments on sites with poor or limited access; and
- developments that could cause significant disturbance due to their location or the anticipated length of the, demolition, excavation or construction period.

For further details on construction management plans please refer to our Camden Planning Guidance supplementary. Please see policy DP27 for more on our approach to basements.

Standards of accommodation

26.11 The size of a dwelling and its rooms, as well as its layout, will have an impact on the amenity of its occupiers. Residential standards and guidance are contained in our Camden Planning Guidance supplementary document. Policy DP6 outlines our approach to Lifetime Homes and further detail can be found in Camden Planning Guidance. Details on our approach to providing facilities for waste and for bicycle storage can also be found in Camden Planning Guidance. Details on our requirements for the provision of cycle parking can be found in DP18 – *Parking standards and limiting the availability of car parking*.

26.12 Outdoor amenity space provides an important resource for residents, which is particularly important in Camden given the borough's dense urban environment. It can include private provision such as gardens, courtyards and balconies, as well as communal gardens and roof terraces. The Council will expect the provision of gardens in appropriate developments, and particularly in schemes providing larger homes suitable for families. However, we recognise that in many parts of the borough this will not be realistic or appropriate. In these locations, the provision of alternative outdoor amenity space, for example, balconies, roof gardens or communal space will be expected. These amenity spaces should be designed to limit noise and disturbance of other occupiers and so not to unacceptably reduce the privacy of other occupiers and neighbours.

Key evidence and references

- Air Quality Action Plan 2009-13
- Camden's Noise Strategy, 2002
- Planning Policy Guidance (PPG) 24: Planning and Noise
- The London Plan (consolidated with alterations since 2004); Mayor of London; 2008
- Cleaning London's Air: The Mayor's Air Quality Strategy (2002)
- Sounder City – The Mayor's Ambient Noise Strategy; Mayor of London; 2004
- Institution of Lighting Engineers web-site, <http://www.ile.org.uk>