

Camden Core Strategy 2010-2025

Local Development Framework



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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

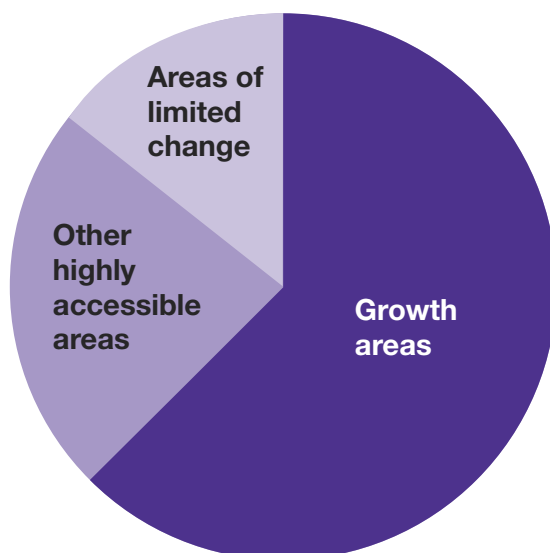
The Council will promote the most efficient use of land and buildings in Camden by:

- 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.

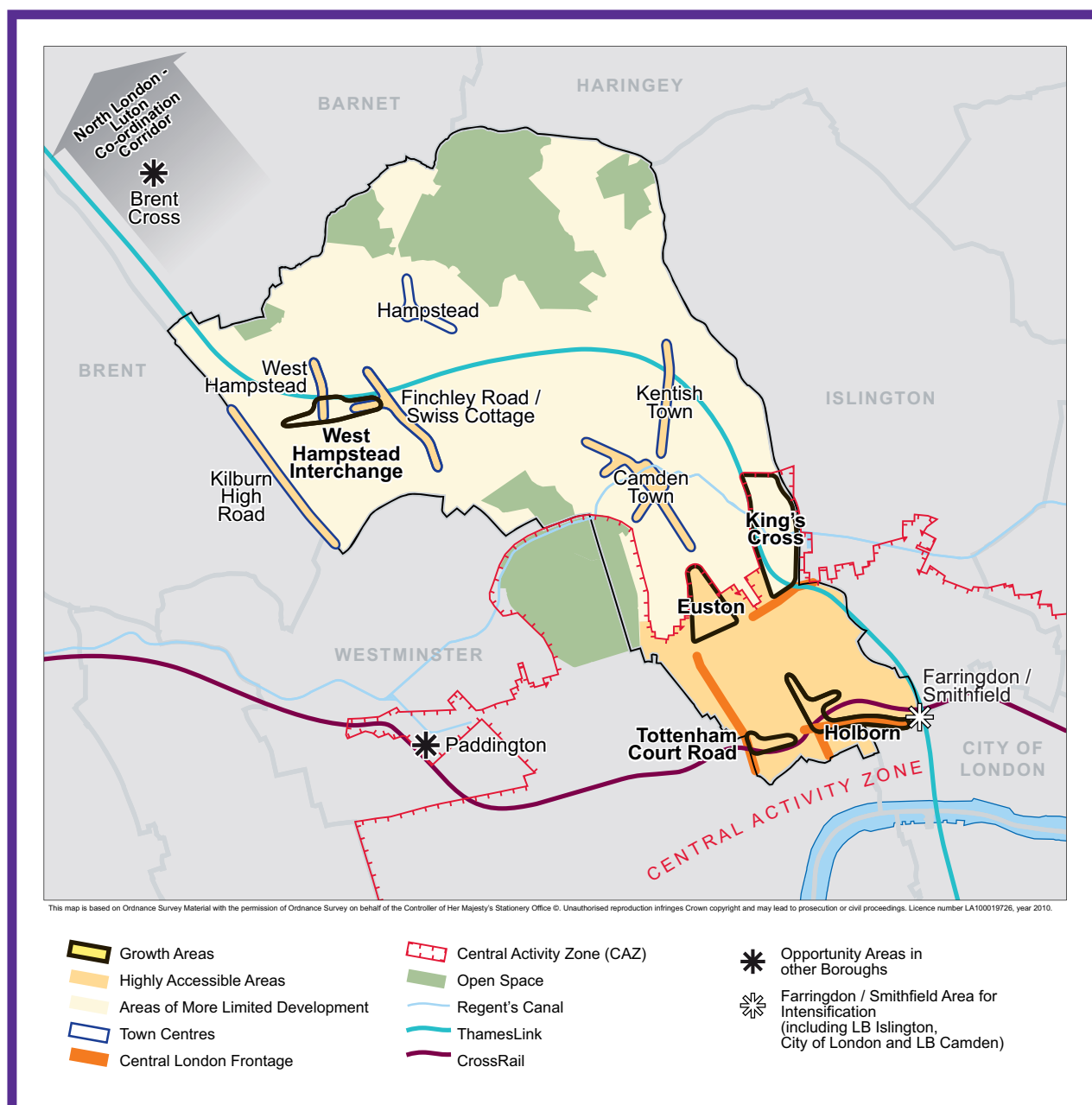


- 1.9 The Council's overall spatial strategy is illustrated on Map 1 – Key Diagram. This shows the broad location of Camden's growth areas, other highly accessible locations / town centres, major transport schemes and the borough's main open spaces.
- 1.10 A key part of our strategy is to ensure that 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



CS2. Growth areas

- 2.1 Policy CS1 sets out the Council's strategy for the distribution of Camden's future growth, focussing development on five growth areas – King's Cross, Euston, Tottenham Court Road, Holborn and West Hampstead – which have opportunities for significant development of homes, jobs and other facilities (see Map 1 – Key Diagram). This section gives more detail on our approach to these areas, the level of development expected and our aspirations for each. The boundaries of the growth areas are shown on Maps 11 – 15 in Appendix 6.

CS POLICY

CS2 – Growth areas

Development in Camden to 2025 will be concentrated in the growth areas of:

- a) King's Cross, where large-scale redevelopment is underway;
- b) Euston, where major redevelopment is expected to occur in association with improvements to the station;
- c) Tottenham Court Road, Holborn and West Hampstead Interchange, where the mixed use redevelopment of a number of sites is expected to take place.

These areas are expected to provide in the range of 4,700 new homes and a substantial majority of new business floorspace in the period to 2024/25.

The Council will expect development in the growth areas to:

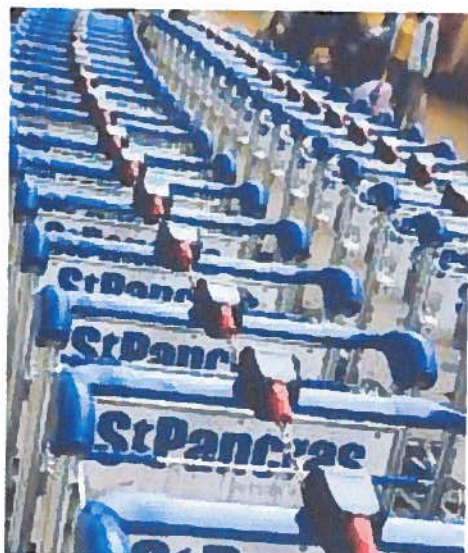
- d) maximise site opportunities;
- e) provide appropriate links to, and benefits for, surrounding areas and communities; and
- f) be in accordance with the Council's aspirations and objectives for that area, as set out below.

- 2.2 The level of development opportunities and transport accessibility in the areas of King's Cross, Euston, Tottenham Court Road, Holborn and West Hampstead make them the most appropriate locations to focus the provision of additional homes, jobs and facilities in Camden to 2025. The growth areas will make the most significant contribution towards meeting the borough's housing needs.
- 2.3 From 2010/11 to 2024/25 we expect just over 60% of the 12,250 additional homes in the borough to be provided in the growth areas (see policy CS1 for more details of how growth will be distributed around the borough and policy CS6 for more detailed information on our housing targets and the type of housing that will be provided). The growth areas are also expected to be the location for over 80% of the new business floorspace, and consequently the majority of jobs created, in the borough over the period covered by the Core Strategy, based on London Plan expectations (see table below) and the assessment of demand in the Camden Employment Land Review 2008 (see *policy CS8 – Promoting a successful and inclusive Camden economy*). In addition, these areas are expected to be the location for over two-thirds of retail growth, in particular through provision at King's Cross and Euston (see *policy CS7 – Promoting Camden's centres and shops*).
- 2.4 Each of Camden's growth areas has been identified in the London Plan as having potential for significant increases in jobs and homes:

London Plan targets for Camden's growth areas (Source: London Plan; 2008)

Objectives	Minimum homes 2001-2026	Indicative jobs 2001-2026
Opportunity areas		
• King's Cross	2,250	25,000
• Euston	1,000	5,000
• Tottenham Court Road (part in Westminster)	1,000	5,000
Areas for intensification		
• Holborn	200	2,000
• West Hampstead Interchange	2,000	500

- 2.5 The Council will expect development in the growth areas to maximise site opportunities and the opportunities and benefits for the borough and the local area within the context of the full range of Camden's planning policies and objectives, including those relating to amenity, sustainability, heritage/built environment, open space, community safety and encouraging walking and permeability. The Council's expectations on the scale of development at each location is set out in the area-specific section below.
- 2.6 It is important to note that the growth areas are next to, and sometimes even include, existing residential communities and heritage assets such as conservation areas. Development must therefore take account of its sensitive context. In addition, not every site within these areas is considered suitable for redevelopment or intensification. The location of an individual site within a growth area should not be interpreted as implying that the Council considers it is necessarily suitable for redevelopment. Our Camden Site Allocations Local Development Framework document will identify significant development opportunities within the growth areas and these sites will be expected to deliver the majority of the increase in homes and jobs in that area. Camden Site Allocations will also set frameworks for development in each of the growth areas, as well as setting out the Council's aspirations for the individual opportunity sites within it.
- 2.7 The Council's overall approach to each of the growth areas is set out below. Developments in these areas will be expected to meet the stated aspirations and objectives.



King's Cross

King's Cross is the borough's largest development area providing the opportunity to create a vibrant and successful new quarter for London. An outline planning permission and associated legal agreement for 'King's Cross Central' were approved in 2006 for a high density mixed use development site which will include:

- 1700 homes, of which 750 will be affordable, plus up to 650 units of student housing;
- commercial employment space, including offices, retail and hotels;
- the creation of up to 25,000 jobs;
- a combined heat and power district heating system.

The area will be the major focus for new homes, offices and retail development in the borough (see CS6, CS8 and CS7 for further details on our overall approach to these uses.) The development of the site is likely to take 10 to 15 years, depending on market conditions.

The scheme also incorporates infrastructure provision to support the large numbers of residents, workers and visitors who will be using the area in the future. The planning permission provides for:

- educational facilities, including a primary school;
- other community facilities, including a primary care health centre and a walk-in health centre;
- a Construction Training Centre and Skills and Recruitment Centre;
- leisure facilities, including a sports hall, swimming pool and fitness centre and a multi-use games area;
- new public spaces, including parks.

Further details on education, healthcare, leisure and other community infrastructure schemes at King's Cross are set out in Appendix 1 (see items 4, 11, 21, 22 and 24).

In addition, transport measures, which will further improve the best public transport accessibility in London, and the provision of public spaces will also support the redevelopment of the area. These include:

- continuing improvements to King's Cross – St Pancras underground station;
- King's Cross mainline station improvements;
- Thameslink improvements including new services;
- increased capacity on many Underground lines;
- a new public square at the front of King's Cross station;
- improved walking routes.

Further detail on transport schemes is set out in the key infrastructure programmes and projects in Appendix 1 (see item numbers 40-43 and 46).





Immediately adjoining the King's Cross Central site is the 'Triangle' site, which lies within both Camden and Islington. An outline planning permission and associated legal agreement were granted in 2008 for a mixed use development including:

- 246 residential units, 84 being affordable
- retail, food, drink, financial & health facilities
- community facilities (health and fitness and crèche)
- environmental improvements (i.e. highway improvements, amenity and open space, and habitat areas).

The King's Cross growth area is surrounded by the residential communities of Somers Town and Elm Village to the west, Maiden Lane to the north, King's Cross to the south and Thornhill (within Islington) to the east.

Some of these communities are among the most deprived in the country. It is therefore vital that the growth area is redeveloped in a way that brings benefits to, and links to, its surrounding communities.

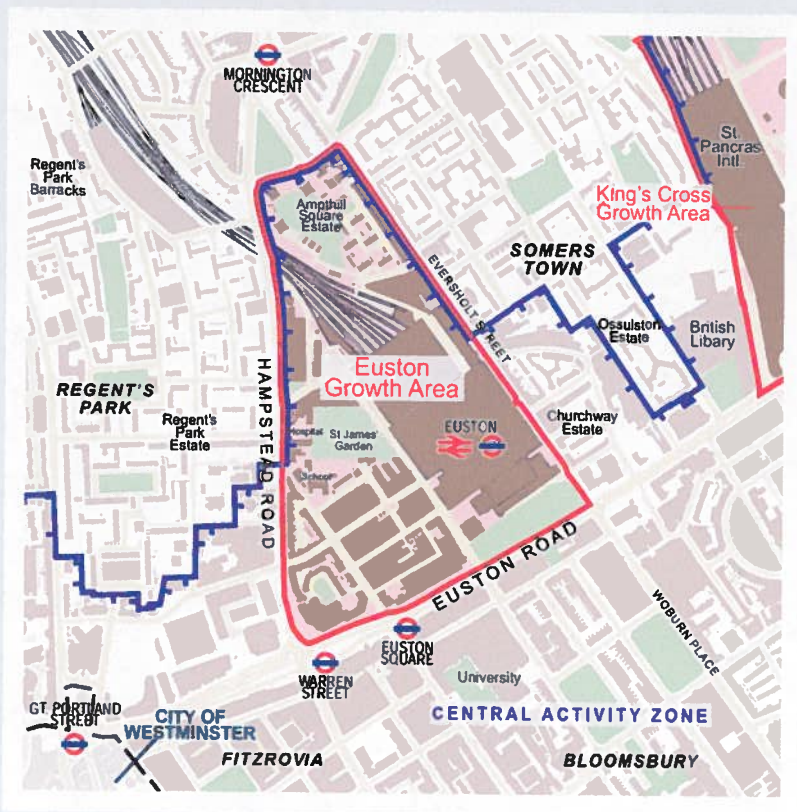
The Council will work with its key partners, including King's Cross Central Limited Partnership, Islington Council, NHS Camden, Transport for London, Network Rail, British Waterways and the Police to achieve a successful development that maximises its many opportunities for housing, jobs and the local community.

The Council's aspiration for King's Cross is to secure a vibrant, attractive, safe destination with a mix of uses, in particular offices, homes, retail, leisure and community facilities, which:

- supports and increases the borough's contribution to London's role as a world business, commercial and cultural centre;
- integrates with surrounding areas and communities, economically, socially and physically;
- creates job and training opportunities for local people and contributes significantly to the regeneration of neighbouring communities;
- helps to meet the full range of housing, education, social and healthcare needs in Camden and beyond;
- maximises opportunities for walking, cycling and the use of public transport, to and through the area;
- improves community safety and reduces opportunities for crime and anti-social behaviour;
- protects and enhances features of historic and conservation importance;
- meets the highest feasible environmental standards.

Euston

Euston is one of London's major transport hubs, served by rail, the Underground and many bus routes, and is also a significant area of housing and employment. The wider Euston area contains the headquarters of a number of major companies and public bodies (mainly along Euston Road) and is home to established residential communities, for example Somers Town to the east and Drummond Street and Regents Park Estate to the west, and a significant Bengali community. Many of the communities in the area are relatively deprived. Euston Station and Euston Road provide the location's dominant characteristics but they create substantial barriers to movement through the area.



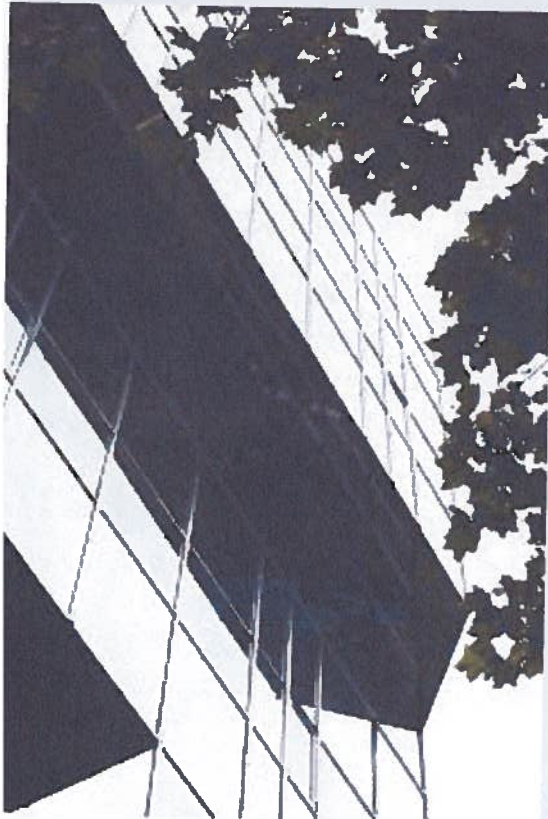
Network Rail has plans to remodel Euston Station to tackle overcrowding, to meet future growth in passenger numbers and improve its poor quality environment. The scope of development will depend on operational rail requirements, how station improvements are financed, the degree of station renewal, transport capacity, use of space over the station, strategic viewing corridors and other considerations. There are also a number of other potential development sites in the vicinity including the BHS depot site and the National Temperance Hospital, both on

Hampstead Road. The London Plan expects a minimum of 1,000 new homes and 5,000 new jobs to be provided in the area between 2001 and 2026. The draft replacement London Plan (2009) expects a minimum of 1,000 new homes and 5,000 new jobs to be provided in the area between 2006 and 2031. The Council envisages that redevelopment at Euston could include around 1,500 homes and in the region of 70,000 square metres of business floorspace, with the development likely to take place in the second half the Core Strategy period. Development at Euston is also likely to provide a significant amount of retail floorspace. Please see policy CS7 for more detail on our approach to retail growth.

The Council is working with partners (such as Transport for London, Network Rail and British Land) to seek to make sure that change in the area brings significant improvements to the opportunities and quality of life of local people, as well as improving the area's wider contribution to London. The Council has produced supplementary guidance for the Euston area. *Euston: A Framework for Change – Planning Guidance for the Euston Area and Key Sites* provides more detailed information on the area and the Council's approach to its development.

The Council's aspirations for the area include:

- securing a high quality, sustainable mixed use development with a significant amount of offices and homes, including affordable housing, retail and facilities that meet local community needs;
- creating a new station of the highest possible quality with increased passenger capacity as a fundamental element of a phased, integrated public transport interchange that improves connection between travel modes and provides easy and convenient movement for users of rail, underground (Euston and Euston Square), buses and taxis;
- substantially improving walking links and connections through the area and to neighbouring areas where operationally and physically possible, in particular to Somers Town and King's Cross in the east, to west Euston and across Euston Road (see Appendix 1, item 55);
- improving the safety and attractiveness of public spaces and the local environment, including the provision of open space where practicable, and providing high quality design which preserves and enhances the area's heritage;
- improving community safety, including reducing opportunities for crime and anti-social behaviour;
- making sure that change in the area brings benefits to local communities as well as London as a whole and to those travelling to and through Euston;
- supporting a comprehensive and integrated approach to development in the Euston Station area.

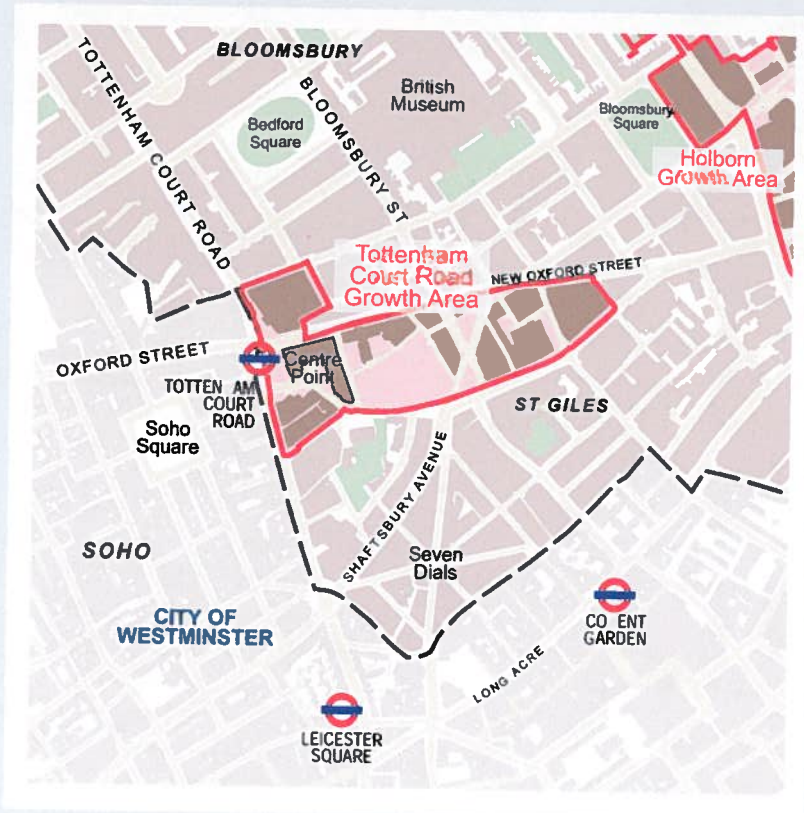


Tottenham Court Road

This area is centred on Tottenham Court Road Underground station and includes parts of Camden and Westminster. It is well served by public transport and contains a mix of office, housing and retail uses, with a significant residential population in and around the area. Much of the location is designated as conservation area and it contains a number of listed buildings. Tottenham Court Road and part of New Oxford Street are within the West End Retail Special Policy Area designated in the London Plan.

Although the area is already well developed, it contains a number of development sites which give an opportunity to improve and enhance the local environment, the mix of uses and links to neighbouring areas to create an attractive, safe and vibrant place. The London Plan expects a minimum of 1,000 new homes and 5,000 new jobs to be provided in the area between 2001 and 2026, with elements of this provision taking place in both boroughs. The draft replacement London Plan (2009) expects a minimum of 600 new homes and 5,000 new jobs to be provided in the area between 2006 and 2031. Based on development since 2006 and identified opportunity sites, the Council expects around 60% of homes and more than half of the jobs expected in the emerging London Plan to be provided in private sector-led schemes in Camden's part of the Tottenham Court Road area, with provision spread across the period of this Core Strategy.

Growth at Tottenham Court Road will be supported by transport enhancements as part of the development of Crossrail. Planned improvements include a new Crossrail station linked to Tottenham Court Road underground station and an enlarged Underground station ticket hall. Increased capacity on Northern Line tube services using the station are also planned. Further detail on relevant transport schemes is set out in Appendix 1 (items 39, 43 and 45).





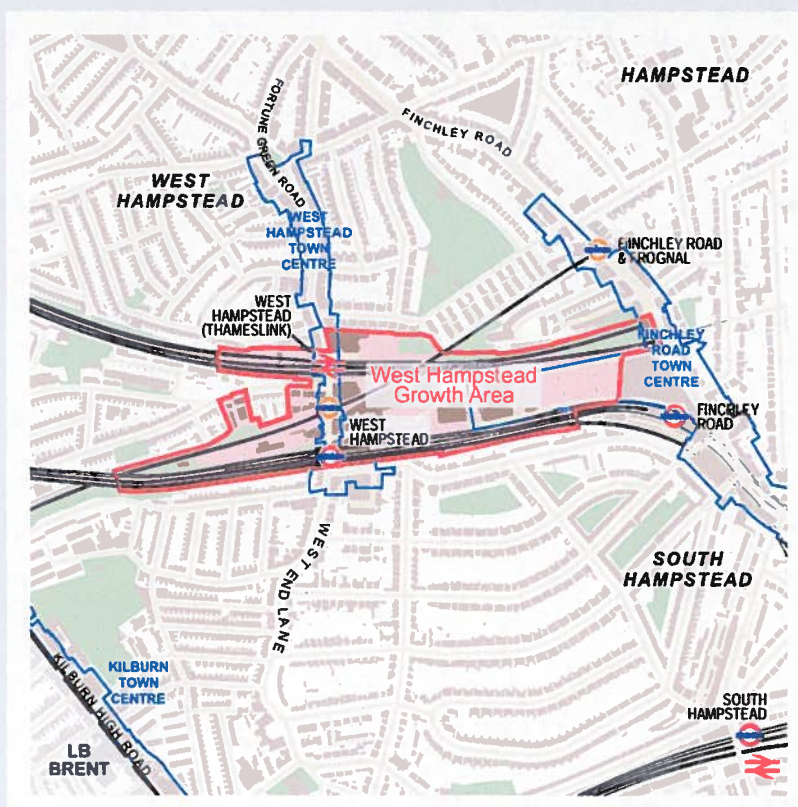
All development within the area should contribute to the Council's wider vision and objectives for this part of the borough. Our aspiration includes:

- a balanced mix of uses, including housing and affordable housing, significant provision of offices and other employment opportunities, community facilities, and retail to support the Central London Frontages of Charing Cross Road, Tottenham Court Road and the western end of New Oxford Street;
- an excellent public realm, with an improved network of safe and attractive places and routes for pedestrians and cyclists, that successfully links to neighbouring areas (particularly the growth area at Holborn (see below), Covent Garden, Bloomsbury and Oxford Street) and reduces the dominance of traffic in the area (see Appendix 1, item 55 on improvements for pedestrians in the St Giles area);
- maximising densities compatible with local context, sustainable design principles and public transport capacity;
- development of the highest quality and sustainable design as befits a historic area in the heart of London, which preserves local amenity and seeks to preserve and enhance the character and appearance of conservation areas;
- remedying the lack of open space in the area through on-site provision or contributions to assist in the provision of new spaces.

The Council has prepared an Area Planning Framework for the Tottenham Court Road and St Giles High Street Area (2004) and planning briefs for three major development sites within it. Westminster has also produced planning briefs for sites within their part of the area. We will work with Westminster to achieve our vision and objectives for this area.

West Hampstead Interchange

This area is a significant public transport interchange with three stations (served by London Underground, Thameslink and London Overground) and a number of bus routes. However, links between these are poor and need to be improved. Transport for London have been developing proposals to improve the interchange between the three stations and bus services along West End Lane, including remodelled station entrances and street improvements (see Appendix 1 Key infrastructure programmes and projects - item 49). There are also opportunities for redevelopment of under-utilised sites, particularly along the railway lines.



The London Plan expects a minimum of 2,000 new homes and 500 new jobs to be provided in the area between 2001 and 2026. The draft replacement London Plan (2009) expects a minimum of 800 new homes and 100 new jobs to be provided in the area between 2006 and 2031. However, the Council recognises that it now appears unlikely that a large scale redevelopment scheme incorporating major interchange works as originally envisaged will take place. More incremental development and interchange improvements appear a more realistic and deliverable prospect, and the Council is working with partners (including Transport for London and

Network Rail) and local stakeholders to investigate a range of solutions. Individual development schemes in the growth area will be expected to contribute to interchange improvements. The Council anticipates that the scale of growth at West Hampstead Interchange is more likely to be in the region of 1,000 homes and 7,000sq m of business floorspace (along with some other uses), with most development coming forward towards the latter part of the period of this Core Strategy.

Part of the Interchange area falls within West Hampstead town centre. The town centre is considered to be a highly accessible area and a suitable location for uses that are likely to significantly increase the demand for travel. Please see policy CS3 for further information on the Council's approach to Camden's highly accessible areas and policy CS7 for more detail on our town centres.

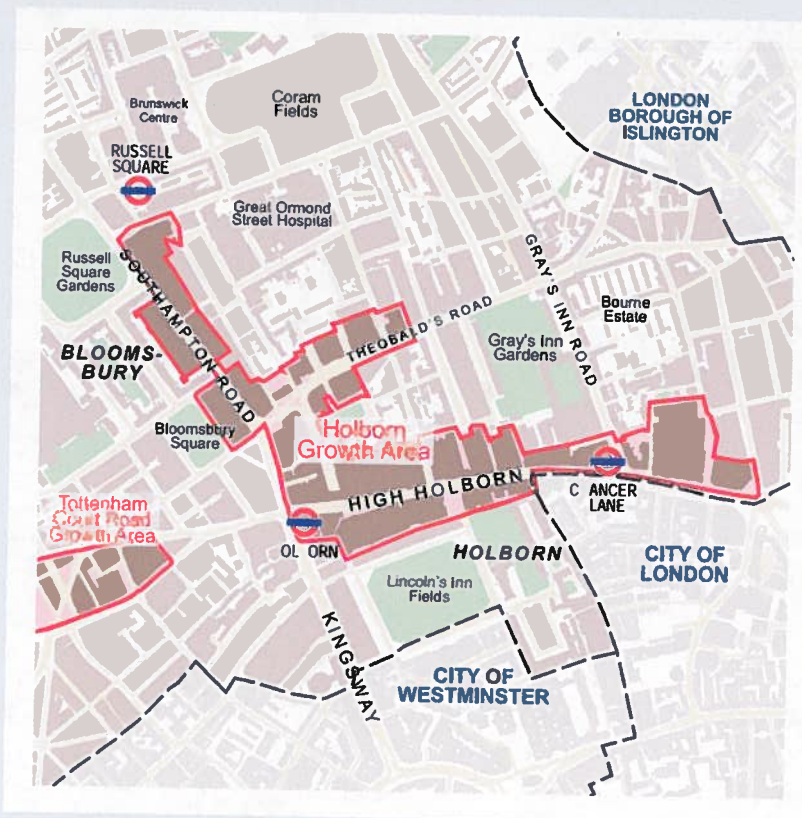


The Council expects improvements at West Hampstead Interchange and supporting infrastructure to include:

- a mix of uses, including substantial new housing, town centre, employment and community uses, and open space;
- improved transport interchange accessibility and capacity and improved pedestrian and bicycle movement and routes;
- a substantially improved street environment around transport facilities, including improved crossing and wider pavements;
- sustainable and safe design of the highest quality that respects the character and heritage value of West Hampstead.

Holborn

Holborn is a predominately commercial area, with a small residential community, focussed around Holborn underground station. High Holborn, from New Oxford Street to Holborn Circus, and most of Kingsway are designated as Central London Frontages, recognising their role as a shopping and service centre for workers and residents. Some of the area and much of its immediate surroundings are designated as conservation area. The area lies close to the growth area at Tottenham Court Road (see above).



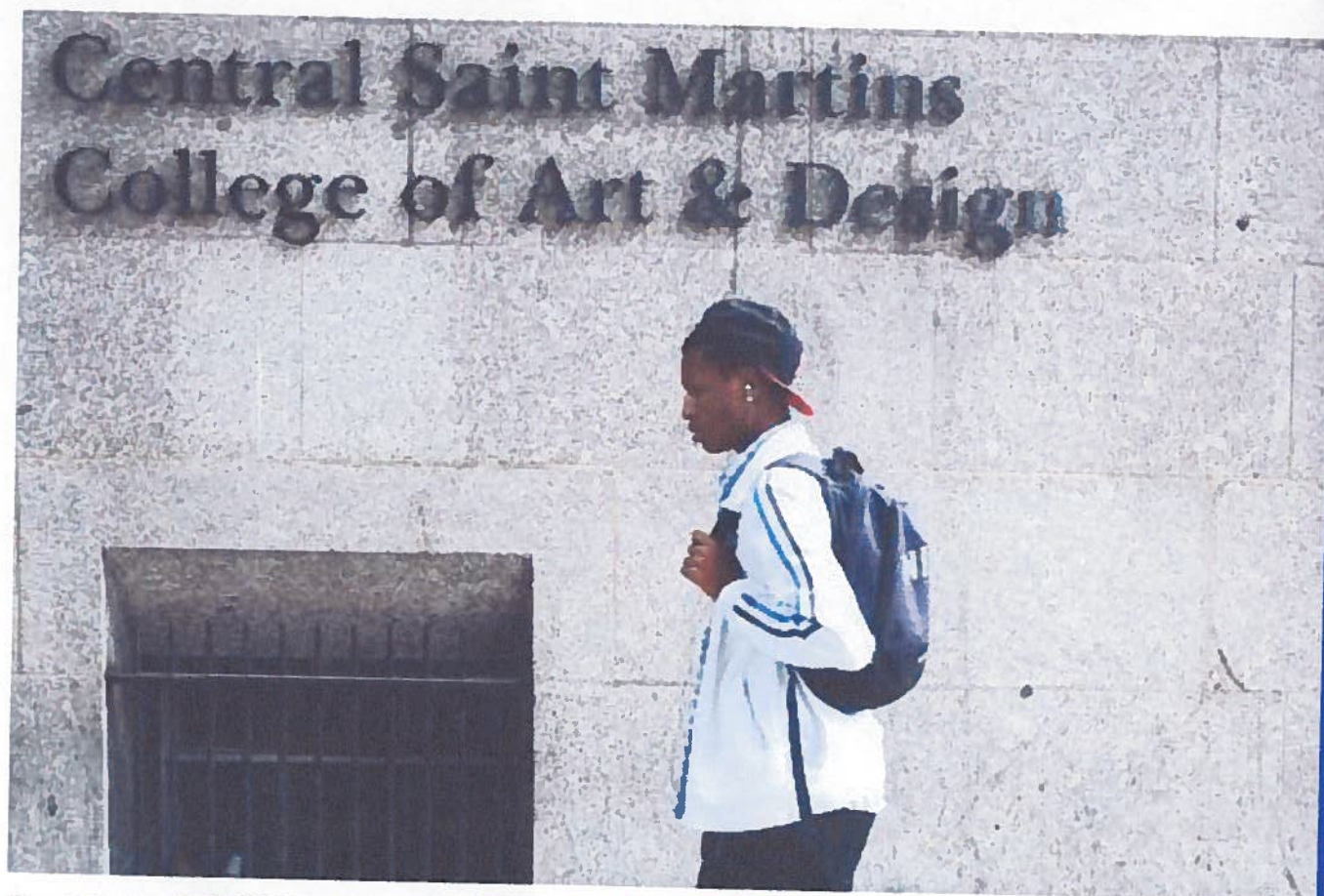
The London Plan expects a minimum of 2,000 new jobs and 200 new homes to be provided in the area between 2001 and 2026. The draft replacement London Plan (2009) expects a minimum of 2,000 new jobs and 200 new homes to be provided in the area between 2006 and 2031. The Council expects that the London Plan targets will be met through relatively small scale, private sector-led schemes, reflecting that the area's potential for intensification is largely from the redevelopment of existing properties, particularly offices, at higher densities.

The Council's aspirations for the area include:

- provision of a mix of land uses, with offices and housing as the predominate uses;
- provision of appropriate retail and service uses in the area's Central London Frontage and taking opportunities to introduce ground floor retail uses where the continuity of the frontage is currently broken;
- improvements to the street environment, in particular pedestrian environment to and around Holborn Underground station (see Appendix 1 - Key infrastructure programmes and projects – item 50);
- improved connections with the City of London, the Tottenham Court Road area and other neighbouring areas, in particular, making walking and 'way-finding' easier (see Appendix 1 item 56);
- appropriate contributions to open space, community facilities, regeneration initiatives and employment and training schemes;
- high quality, sustainable design that respects its surroundings and preserves and enhances the area's historic environment;
- improving community safety, including reducing opportunities for crime and anti-social behaviour.

Key evidence and references

- Camden Infrastructure Study 2009; URS
- Central London Infrastructure Study 2009; URS
- Camden Employment Land Review 2008; Roger Tym and Partners
- Camden Retail Study 2008; Roger Tym and Partners
- Camden Annual Monitoring Report
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008



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



CS7. Promoting Camden's centres and shops

- 7.1 Camden benefits from a wide variety of town and neighbourhood centres with different characters and roles, from Camden Town and its famous markets to upmarket Hampstead, from the furniture and electronics shops of Tottenham Court Road to the ethnic restaurants on Drummond Street. Our centres are of great importance to the life of the borough and those that live in, work in and visit it. As well as providing shopping and services and places of work and leisure, they are a focus of activity and community life and provide character and identity to local areas and the borough as a whole.
- 7.2 This section provides a planning framework to ensure that the vibrancy and vitality of Camden's centres is protected and enhanced. It sets out how the Council will integrate land use measures with environmental improvements, infrastructure delivery, partnership working and investment to protect and enhance the character and function of Camden's centres.
- 7.3 Other policies in this Core Strategy are also relevant to the Council's approach to Camden's centres. Policy CS1 identifies most of the borough's town centres as highly accessible areas that are considered to be particularly suitable locations for uses that are likely to lead to a significant increase in travel demand. It also promotes higher densities in these locations and encourages mixed use development in the most accessible centres in the borough, helping to promote mixed, vibrant centres. Policy CS3 provides more detail on these areas. Policy CS11 supports the provision of the transport infrastructure needed to support the continued viability of our centres.
- 7.4 Significant new development for a range of commercial uses is already in the pipeline in the King's Cross/St Pancras area, with a total of 20,000 square metres of additional A1 retail floorspace committed or provided through the development of the King's Cross growth area (outline planning permission granted for approximately 15,500 square metres) and the redevelopment of St Pancras Station (approximately 4,500 square metres). The Camden Retail Study 2008 indicates a need for around 27-31,000 square metres of new retail floorspace in the borough by 2026, in addition to that to be provided at King's Cross and St Pancras.



CS POLICY

CS7 – Promoting Camden’s centres and shops

Distribution of retail across Camden

The Council will promote the following distribution of retail growth across the borough:

- a) in the range of 20,000 square metres net retail floorspace at King’s Cross/St Pancras;
- b) in the range of 20-30,000 square metres additional retail at Euston and Camden Town, with the majority expected to take place at Euston;
- c) additional provision as part of redevelopment schemes in the growth areas of Tottenham Court Road, Holborn and West Hampstead Interchange; and
- d) some provision in other town centres and Central London Frontages where opportunities emerge.

We will apply a sequential approach to retail and other town centre uses outside of these areas to support the following network of centres:

Town centres: Camden Town; Kilburn High Road; Finchley Road/Swiss Cottage; Kentish Town; West Hampstead; and Hampstead;

Central London Frontages: Tottenham Court Road/ Charing Cross Road/ New Oxford Street; High Holborn/ Kingsway and the main commercial area around King’s Cross;

Neighbourhood centres: located across the borough;

We will also support:

- limited provision of small shops outside centres to meet local needs; and
- appropriate retail provision in Camden’s **Specialist Shopping Areas:** Covent Garden; Hatton Garden, Museum Street, Drummond Street and Denmark Street.

Protecting and enhancing Camden’s centres

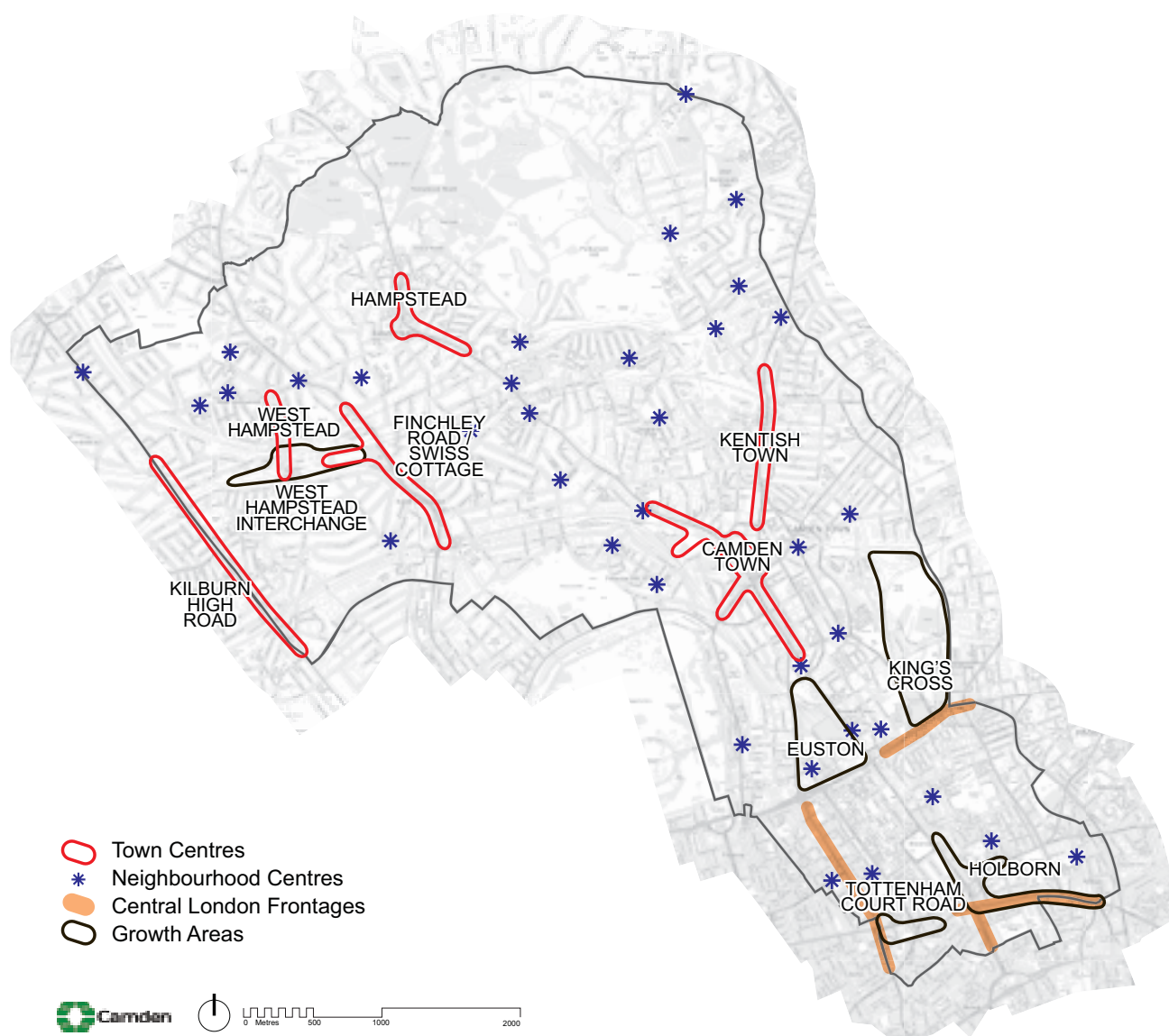
The Council will promote successful and vibrant centres throughout the borough to serve the needs of residents, workers and visitors by:

- e) seeking to protect and enhance the role and unique character of each of Camden’s centres, ensuring that new development is of an appropriate scale and character for the centre in which it is located;
- f) providing for, and maintaining, a range of shops, services, food, drink and entertainment and other suitable uses to provide variety, vibrancy and choice;
- g) protecting and promoting small and independent shops, and resisting the loss of shops where this would cause harm to the character and function of a centre;
- h) making sure that food, drink and entertainment uses do not have a harmful impact on residents and the local area, and focusing such uses in Camden’s Central London Frontages, Town Centres and the King’s Cross Opportunity Area;
- i) supporting and protecting Camden’s local shops, markets and areas of specialist shopping; and
- j) pursuing the individual planning objectives for each centre, as set out below, including through the delivery of environmental, design, transport and public safety measures.

Distribution of retail growth

- 7.5 We will focus new shopping (and related uses) in Camden's designated growth areas and existing centres, having regard to the level of capacity available in these locations. The borough's growth areas and town centres are shown on maps 1 – Key Diagram and 2 – Town Centres.
- 7.6 The growth area of King's Cross will provide the major focus for new shop provision in Camden. The King's Cross Central redevelopment will include shops, services and facilities of a scale similar to a town centre to meet the needs of the large numbers of people who will be living in, working in, or visiting the area. Planning permission has been granted for 45,000 sq m of retail, food and drink floorspace (in A use classes). This will be spread throughout the site and will open in phases. It is currently expected that 65% of the floorspace will be operating by 2016. In addition, substantial new retail has already been approved and built at nearby St Pancras Station (see paragraph 7.4 of this section).

Map 2: Town Centres



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- 7.7 The majority of retail growth above and beyond that at King's Cross and St Pancras will be delivered at Camden Town and Euston, which contain sites suitable for significant retail development. We consider that these locations have the capacity to accommodate in the order of 20-30,000 square metres of additional retail in total. However, the precise quantum and type of retail to be provided on these sites will be subject to detailed site specific assessments, and an assessment of any impacts on other centres. At Camden Town, Hawley Wharf provides an opportunity to deliver new retail floorspace, along with other mixed uses. There is also the opportunity to deliver a significant amount of additional retail floorspace as part of the redevelopment of Euston Station. This is expected to meet demand from people travelling through the station, as well as serving a local catchment, but should not cause harm to the vitality or viability of other nearby centres, including Drummond Street.
- 7.8 It is anticipated that much of the remaining retail requirement will be met through redevelopment in the growth areas of Tottenham Court Road, West Hampstead and Holborn. At Tottenham Court Road and Holborn the redevelopment of existing buildings will enable the provision of new retail, in particular at ground floor level. At West Hampstead, redevelopment should provide additional retail, which will be focused along West End Lane. Some new retail provision is also expected to be achieved in Camden's other town centres and Central London Frontages. Although the Camden Retail Study 2008 found that these other centres have limited opportunities for the provision of additional retail, redevelopment of existing buildings is likely to provide some increases in shop floorspace.
- 7.9 The Camden Site Allocations Local Development Framework document will identify sites that are expected to provide retail floorspace as part of redevelopment schemes.
- 7.10 In line with government Planning Policy Statement (PPS) 4, the Council will take a sequential approach when assessing proposals for new town centre uses (as defined in PPS4), ensuring that such development takes place in appropriate locations, having regard to the distribution of future retail growth established in Policy CS7 and the hierarchy of centres. Further guidance on the sequential approach is set out in Planning Policy Statement (PPS) 4 – *Planning for Sustainable Economic Growth*.

- 7.11 Policy CS7 establishes the hierarchy of centres within the borough. The role and function of Camden's centres varies greatly, reflecting the varied nature of the borough itself:
- Camden's Central London Frontages serve a similar function to town centres or have a London-wide or even national retail role, for example Tottenham Court Road;
 - Camden's town centres vary in terms of their size and role, the kind of shops and services they provide and in the distance people travel to them. While with some centres predominantly serve local needs (for example at Kilburn and Kentish Town), others also attract people from a much wider catchment (for example, Hampstead). Camden Town is a major tourist destination, including for international visitors. In addition to Camden's six town centres, Cricklewood neighbourhood centre forms part of a larger District Centre, with the majority of the centre located to the north of Camden within the boroughs of Barnet and Brent;
 - Camden's 36 neighbourhood centres provide for the day-to-day needs of people living, working and staying nearby (see Map 2 – Town Centres). Due to their relative size, Camden's neighbourhood centres are considered to be equivalent to local centres, as defined in PPS4 (Annex B);
 - Camden's individual, and groups of, specialist shops (for example, Museum Street and Covent Garden) contribute greatly to the variety and character of the borough. Whilst our Specialist Shopping Areas do not form part of our network of centres for the purposes of the sequential approach to new town centre development, we will support the provision of new retail in these centres;
 - A number of smaller shopping parades and individual shops also meet local needs for shopping, services and facilities.

Protecting and enhancing Camden's centres

Protecting and enhancing the character and role of Camden's centres

- 7.12 The development of new shops or other town centre uses, particularly when they are large in scale, can have an impact on other centres. In line with government guidance in Planning Policy Statement (PPS) 4 *Planning for Sustainable Economic Growth*, the Council will seek to protect the vibrancy and vitality of its centres by assessing the impact of proposed town centre uses (as defined in paragraph 7 of PPS4) on Camden's centres. The Council will require an impact assessment for large retail development proposals that are not in accordance with the approach in this Core Strategy and
- would be in an edge of centre or out of centre location, or
 - would be in an existing centre and have the potential to have a harmful impact on other centres.
- 7.13 Further guidance on assessing impact and information on relevant matters to be addressed in retail impact assessments is set out in PPS 4 and the accompanying *Practice guidance on need, impact and the sequential approach*.
- 7.14 The Council will ensure that development in its centres is appropriate to the character, size and role of the centre in which it is located (see below), and does not cause harm to neighbours, the local area or other centres. Shop and service uses (in use classes A1 and A2) and markets are considered suitable for all levels of centre.
- 7.15 The way centres look is an important factor in their character and the way they are perceived – Policy CS14 and policies DP24 and DP25 in Camden Development Policies set out our approach to seeking high design standards and preserving and enhancing Camden's heritage. A number of our centres lie wholly or partly within conservation areas (for example, Camden Town, Hampstead, West Hampstead and many neighbourhood centres), recognising their architectural and/or historical importance. Further information on these areas and guidelines on the Council's approach to protecting them and managing change is set out in individual conservation area statements, appraisals and management strategies. The design of shopfronts can contribute greatly to the character of centres and their distinctiveness. Our approach to shopfronts is set out in Camden Development Policies (policy DP30) and the Council's Camden Planning Guidance supplementary planning document.

Ensuring a range of shops and other town centre uses

- 7.16 The success of a centre is strongly influenced by the variety and choice of shops, services and other uses within it. Policy DP12 in Camden Development Policies sets out more detail on our approach to protecting the character, function, vitality and viability of our centres through managing the mix of uses in them and ensuring that development does not cause harm to a centre, to its neighbours or to the local area. Camden has used a range of information sources, including the Camden Retail Study 2008 and comments from local residents and businesses to establish what our approach should be for each centre. The centre specific planning objectives set out below provide objectives for each of Camden's centres, and address the mix of retail and non-retail uses sought. Tourist uses such as hotels and employment generating uses such as offices can make an important contribution to the economic success of town centres – our approach to these uses is set out in policy CS8 and policies DP13 and DP14 of Camden Development Policies. Community and cultural uses add to the vitality and vibrancy of Camden's centres by adding to the diversity of uses in an area, and the variety of activities that take place at different times of the day. Camden's approach to these uses is set out in Core Strategy policy CS10 and Development Policy DP15.
- 7.17 Small and independent shops contribute to the character and diversity of Camden's centres by adding to the choice and variety of shopping facilities available, and avoiding centres being dominated by national multiple retailers. The contribution of small and independent shops to the character and attractiveness of many of Camden's centres is highlighted in the Camden Retail Study. The Council will seek to promote the provision of small units where appropriate and independent shops where possible. We will also seek to protect shops, including those on small shopping parades, where their loss would cause harm to a centre or local area. Our detailed approach to protecting shops and promoting small and independent businesses is set out in Camden Development Policies (policy DP10).

Minimising the impact of food, drink and entertainment uses

- 7.18 Food, drink and entertainment uses add to the diversity and vibrancy of Camden's centres and bring activity to them outside normal shopping hours. This includes the borough's rich culture of live music, dance and theatre, as well as restaurants and bars. These uses are important to the borough socially, culturally and economically, and contribute to Camden's image as a vibrant and attractive place. However, local residents can be affected by disturbance and anti-social behaviour associated with some of the people visiting such premises, particularly premises serving alcohol. The dense, mixed-use nature of much of the borough, means that it is particularly important that town centre uses such as food, drink and entertainment uses are managed so that they do not cause harm to surrounding communities and the local environment. The Council wants to see the borough continue to be a successful location for food, drink and entertainment uses while making sure that the quality of life of local people, workers and visitors is not harmed. Policy DP12 in Camden Development Policies sets out more detailed information regarding the Council's approach to managing the impact of food, drink, entertainment and other town centre uses.



- 7.19 Food, drink and entertainment uses, such as restaurants, pubs and bars, music venues, cafés and hot food take-aways, are most appropriately located in commercial areas to minimise their impact on the amenity of local residents. Town centres and Central London Frontages are considered the most suitable locations for such uses. Some food, drink and entertainment premises will also be provided in Camden's growth areas, in particular at King's Cross. The Council wishes to see a range of such uses for all age groups within its centres, not just those that primarily involve drinking.
- 7.20 The Council recognises that individual small-scale food and drink uses outside larger centres can be important local facilities, reducing the need to travel and providing community meeting places. It therefore considers that neighbourhood centres are suitable for small-scale food and drink uses (generally less than 100 square metres) which serve a local catchment, provided they do not cause harm to the surrounding area or residents.
- 7.21 The Council's responsibilities as a licensing authority, separate to its planning functions, gives it additional influence on premises that sell alcohol and/or provide regulated entertainment or late-night refreshment. The Council's approach to licensing is set out in Camden's Statement of Licensing Policy. See also Policy CS17 – *Making Camden a safer place*.
- 7.22 The Council has also produced a series of area planning documents (for Camden Town, Central London, West Hampstead and Finchley Road/Swiss Cottage) which give more detailed guidance on how the Council will treat planning applications for shops, food, drink and entertainment uses in particular centres, taking into account their specific circumstances.

Camden's markets and areas of specialist shopping

- 7.23 Camden is well served by markets, ranging from street markets such as Inverness Street, Chalton Street, Leather Lane and Queens Crescent to the world famous Camden Town markets (e.g. the Stables and Camden Lock markets). Markets add greatly to the variety, interest and attraction of shopping in the borough and are a source of local employment, often providing more flexible and casual work opportunities. Street markets can be an important source of fresh food, often grown more locally than food from supermarkets. They can also help to meet the specialist food needs of ethnic communities; black and minority ethnic groups tend to make significantly more use of local markets than the general population.
- 7.24 It is important that markets are carefully managed to prevent any potential negative impacts such as congestion and litter. The Camden Development Policies document sets out detail on the Council's approach to planning applications involving markets (see policy DP11).
- 7.25 Camden has a number of areas which provide specialist shopping, drawing people from beyond Camden and often from beyond London. These include the area around Museum Street for antiquarian books, prints and coins; Hatton Garden for jewellery; Denmark Street for music; Charing Cross Road for books; Tottenham Court Road for furniture and electronics; Drummond Street for ethnic Asian shops and restaurants; and parts of Covent Garden and Camden Town for fashion. Like markets, these specialist shopping areas help to provide variety and individuality that is in contrast to the more standard range of shops found in many centres.
- 7.26 The Council aims to support and protect these areas, which make a great contribution towards the attractiveness and diversity of the borough. Camden's specialist shopping areas fall within Central London and Camden Town, for which we have produced specific area guidance. These recognise the role of our specialist shopping areas and, although councils have limited powers to protect specific retail uses, use the influence available to support and encourage them; for example, by restricting changes from shops (in use class A1) to other uses to maintain a stock of suitable premises.

Centre-specific planning objectives

- 7.27 Each of Camden's centres has its own character and role. These are described below, alongside the Council's objectives for each centre. The Council will expect development in our centres to reflect the character and role of the centre in which it is located, and meet our stated objectives for that centre.

- 7.28 The Council and its partners undertake a range of work to improve and support our centres. This includes improvements to the street environment and transport provision and measures to improve public safety and prevent crime and anti-social behaviour. Policy CS11 – *Promoting sustainable and efficient travel* and Appendix 1 – *Key infrastructure programmes and projects* (items 39-50, 55 and 56) give details of the delivery of the transport infrastructure improvements and public space enhancements that will benefit and support our town centres and Central London. These improvements will play a crucial role in helping to deliver our centre-specific objectives.
- 7.29 The way that town centres are managed can have an important impact on the success of a centre. The Council is currently in the process of reviewing its Town Centre Management Strategy, and is setting up appropriate management structures in order to pursue continued improvements to its centres. Town centre management will play an important role in taking forward the Council's objectives for each of its centres.



Centre specific planning objectives

Camden Town

Camden Town is a vibrant centre, internationally famous for its unique markets, independent fashion and its music and entertainment venues such as the Roundhouse and Koko. It is also home to many residents and to numerous businesses, small and large, notably media, cultural and creative industries, attracted by the area's unique atmosphere. Camden Town is the borough's biggest centre with the largest range of shops and services, and is designated as a Major Centre in the London Plan. The centre does not have a single character but broadly contains three parts – the commercial heart in the markets and around Camden Town tube station; the southern section which provides more traditional 'high street' shopping and serves a more local role; and Chalk Farm Road to the north with its mixed street frontage of restaurants, bars and specialist shops. A cluster of creative industries in the areas around Camden High Street also adds to the centre's vibrancy. The Camden Retail Study 2008 found that there is demand for the expansion of shop chains into the market area, which could drive up rents and threaten the traders in smaller shop units that provide much of Camden Town's attraction as a shopping destination.

Although Camden Town is a successful centre, it faces challenges in terms of crime and anti-social behaviour. The centre is recognised as a priority for the Council and its partners in Camden's Community Strategy. The challenge is to make Camden Town a successful and safe place with something for local people and visitors of all ages, without losing important aspects of its unique character.

The Council's approach to supporting and promoting the success of Camden Town will include:

- **improving the street environment and pedestrian movement, and reducing negative traffic impacts generated along Camden High Street.** The Council has a programme of works to improve streets and spaces in Camden Town. Camden Town Unlimited have produced *Camden Town First – Streets, Spaces and Places – A Vision for Change* which sets out the business community's aims for improving Camden Town's environment. We will also continue to seek improvements to Regent's Canal, which contributes to the unique character and setting of the centre;
- **making Camden Town feel safer through community safety measures.** We will continue to work with the police and other agencies to reduce the overall crime rate in Camden Town. Camden's Community Safety Partnership Strategy, *Camden Safe*, sets out specific targets and actions to reduce crime and anti-social behaviour in the area. All development should include appropriate design measures to prevent crime and anti-social behaviour;
- **seeking to protect the special character and attractiveness of Camden Town by pursuing the continued provision of small shop units.** Development schemes in the upper part of Camden High Street/markets area (north of Inverness Street and south of the railway bridge) will be expected to provide small shop units consistent with this part of the centre, which is characterised by small ground floor premises. Larger units in this location would be harmful to the character and diversity of Camden Town, and to the viability of small, independent traders. As a guide, units larger than 100 sq m will not be permitted in this part of the centre. Larger shop units will be supported in the southern part of Camden High Street;
- **supporting and promoting the creative industries sector in Camden Town.** Camden Town has significant opportunities to develop its creative industries, given the large number of existing media, cultural and other creative businesses that are clustered around Camden High Street, and opportunities resulting from the nearby redevelopment and transport improvements at King's Cross. We will seek to enable the growth of this sector by: supporting the provision of new, high quality offices, studios, workshops and other premises, and working in partnership with Camden Town Unlimited, to actively support, promote and attract creative industries to the area;



- managing the balance of retail and leisure uses.** The Council will continue to ensure that the majority of uses on the southern part of Camden Town (south of the Jamestown Road) are in retail use, whilst allowing for more equal balance between retail and non-retail uses to the north, as set out in our Revised Planning Guidance for Camden Town supplementary document. The Council will welcome uses that add to the centre's choice of facilities and attractions for people of different ages;
- ensuring that Camden has a well-managed night time economy.** Our planning guidance for Camden Town aims to manage the location and concentration of food, drink and entertainment uses, particularly those which operate late into the evening, so they enhance the area through their contribution to its attraction and vibrancy and do not cause harm to the quality of life of local people or the character of the area and its other uses and activities. The Council's Statement of Licensing Policy contains special policies on the cumulative impact of these uses in Camden Town that restrict new premises licences and new club premises certificates;
- retaining the special built character of Camden Town by promoting high quality design** of buildings, shopfronts, signage etc that reflects the scale and character of Camden Town centre. The Council has produced Conservation Area Appraisals and Management Strategies for the Camden Town conservation area and the Regent's Canal conservation area, which includes part of Chalk Farm Road. We will take these into account when assessing planning applications for sites in the area. We will seek to retain the distinctive and varied character of the area's heritage assets such as conservation areas and will expect new development to contribute positively to them;
- promoting and protecting Camden Town's markets.** Camden's markets (Camden Lock, Stables, Canal, Inverness Street and Camden (Buck Street) markets) are a fundamental element in the success and vitality of Camden town centre as well as being an important tourist attraction. Please see above and the Camden Development Policies (policy DP11) for further information on our approach to markets;
- supporting transport improvements,** in particular improvements to Camden Town Underground Station, and changes to traffic circulation; and
- identifying development opportunities.** Camden Site Allocations will set out the Council's approach to major development sites in the borough to help deliver the objectives of the Core Strategy and will include sites within Camden Town.

Kilburn High Road

Kilburn High Road straddles the border of Camden and Brent, and is the second largest centre in the borough. It has a large number of small, independent shops and relatively few national chain stores. Although it is designated as a major centre in the London Plan, the centre mostly serves the day-to-day needs of the local population. The Camden Retail Study 2008 found that the economic performance of Kilburn has improved. It also found that the area's evening economy is strong, in particular to the northern end of the High Road, which contains a range of cultural and leisure uses. This is a continuation of Kilburn's historical role as a meeting place and destination for music and other cultural purposes. The southern end of Kilburn High Road has benefited from a number of mixed developments in recent years.

The Council considers that Kilburn will continue its current role serving a predominantly local catchment, while seeking to enable the High Road to take better advantage of its relatively affluent local population, and improving the overall balance and quality of retail available. The Council will continue to work with its partners, in particular the London Borough of Brent and the police, to make the town centre cleaner, safer and more successful.

As there are limited development opportunities on the Camden side of Kilburn High Road, the Council will focus on improving what already exists. A number of ways in which improvements can be achieved go beyond the scope of town planning and relate to management and partnership working; for example, more high quality shop frontages to increase the quality and attractiveness of the centre. The Council work with its partners to investigate providing funding and advice to shop owners to pursue these improvements.

The Council will:

- enhance the street and public spaces through the delivery of further improvement projects in order to make Kilburn High Road a more attractive centre. Where possible, the area's history and heritage should be used to inform the design of schemes to reinforce Kilburn's identity;
- seek to make the High Road a diverse and vibrant centre that takes advantage of its strengths. We will place an emphasis on three 'zones': a shopping core to the centre; a mixed use, cultural zone to the north; and a mixed use zone to the south of Kilburn High Road station. We will focus shopping provision in the core of the centre and allow a wider range of other uses elsewhere – see our Camden Planning Guidance supplementary planning document for more detail on our approach;
- seek the provision of larger units as part of development proposals in the core of the centre, in order to attract a wider range of retailers to the area;
- enhance the character and quality of the 'cultural zone' to the north of the High Road, consolidating and building on the success and attractiveness of existing uses, such as the Tricycle Theatre, music and comedy venues and the range of diverse shops, restaurants, cafes and pubs; and
- improve safety and the perception of safety in Kilburn High Road by requiring development to include appropriate design measures to prevent crime and anti-social behaviour.





The main shopping area of Finchley Road/Swiss Cottage runs from the O2 Centre, with its concentration of food, drink and entertainment uses, to Swiss Cottage Underground Station, while the refurbished Swiss Cottage Leisure Centre and the listed Swiss Cottage Library provide a focus to the south. The centre runs either side of the busy A41 Finchley Road (managed by Transport for London), which creates a barrier between the two sides of the centre, restricting pedestrian movement and creating a poor environment for visitors. Finchley Road/ Swiss Cottage town centre generally serves the local population, a role which is expected to continue. We have expanded the town centre boundary to include Swiss Cottage Library and Leisure Centre and the Hampstead Theatre (see Map 16), which provide a focus for the south of the centre.

- support the core shopping area and manage the location, concentration and impact of food, drink and entertainment uses in line with the Council's Planning Guidance for Finchley Road/Swiss Cottage in order to protect the character of the centre and the amenity of neighbouring residents;
- work with TfL to improve pedestrian links across Finchley Road, and to assess long term opportunities to reduce traffic impacts along the road, including the possible removal of the one way traffic gyratory;
- promote enhancements to the local environment. We will work with TfL to assess how further pedestrian improvements could be delivered for the centre, including works to improve the public area around Swiss Cottage station; and
- improve 'gateways' into the Centre from key side streets to the west and east of Finchley Road, as proposed in the Camden Local Implementation Plan 2005/06-2010/11.



West Hampstead

West Hampstead centre provides for local people's day-to-day needs for convenience and comparison shopping. It is highly accessible by public transport, with three stations (Thameslink, London Underground and London Overground). West Hampstead Interchange is identified as a growth area in this Core Strategy and the London Plan (see policy CS1 above – Distribution of growth). The extent of the growth area differs from that of the town centre, although the two intersect along West End Lane, between Broadhurst Gardens and the Thameslink station.

The northern end of the centre lies within the West End Green/Parsifal Road Conservation Area and has a high quality environment with a 'village' character. The southern end of the centre around the stations is less attractive and has a poor quality pedestrian environment, although the southernmost part of the centre is in the Swiss Cottage Conservation Area. West Hampstead has relatively high proportions of convenience (food), retail and A3 (restaurants and cafes) uses, many of which are independent.

The Council will seek to ensure that West Hampstead continues to provide a mix of uses to serve the local area, but will avoid further loss of ground floor retail uses. We will:

- work with Transport for London and other partners to improve interchange between rail, underground and bus services and improve the ease of pedestrian movement in the area (see CS11 – *Promoting sustainable and efficient travel*);
- seek to improve the street environment south of West End Green, in particular, to enhance the street scene around the transport interchange area between Broadhurst Gardens and the Thameslink station;
- ensure that development around the interchange provides an appropriate mix of uses and contributes towards improved interchange facilities and a high quality street environment (see CS1 – *Distribution of growth*);
- seek to control the location and concentration of food, drink and entertainment uses in West Hampstead town centre to ensure that they do not cause harm to residents or the character and retail function of the centre by applying the guidance set out in the Council's Supplementary Planning Document for West Hampstead; and
- make sure that development conserves or enhances the special character and appearance of West Hampstead by applying the guidance in the conservation area statements for the area.

Kentish Town

Kentish Town centre provides shopping and service uses for the local area. The Camden Retail Study 2008 found that Kentish Town has a good range of shops and services for a centre of its size, with many independent traders, and a significant amount of food and drink uses.

Although the centre has recently been subject to improvements to the street environment and pedestrian movement, it remains congested for much of the day, bringing noise and pollution impacts for users of the centre.

The Council will:

- support the character and retail role of Kentish Town by managing the proportions of non-retail premises, in line with the approach set out in the Council's Camden Planning Guidance supplementary planning document;
- deliver further street and public space improvements to enhance conditions for pedestrians and reduce the impact of traffic on the centre, including changes to traffic signals, further pedestrian crossing improvements and new local squares; and
- improve the canopy area next to Kentish Town train station, and investigate the possibility of access via a bridge from the canopy area to Kentish Town Overground Station.

Around £500,000 has been secured from TfL to complete the proposals set out above, which form part of the five-year £4 million *Improving Kentish Town* project which is currently being delivered by the Council.



Hampstead

Although one of the smallest of Camden's centres, Hampstead draws more people from outside the borough than any town centre after Camden Town. Visitors are attracted to the area by its high quality environment, 'village' feel and upmarket shops, cafes and bars. The whole centre is within the Hampstead conservation area and includes many listed buildings, recognising its special character and architectural and historic importance. Opportunities to expand Hampstead centre are limited by environmental constraints and a lack of potential development sites.

The Council will focus on protecting Hampstead's current special character, attractiveness and success as a centre, enabling the centre to continue its role as a retail and leisure destination serving a wide catchment area, as well as the needs of the local population. In order to pursue these aims, the Council will:

- expect development in Hampstead to be of the highest quality design and be sensitive to the area's unique character and heritage assets. Development should be consistent with the Council's Hampstead conservation area statement;
- expect proposals for new or altered shopfronts to preserve or enhance the character and appearance of the centre and respect the original frontages;
- deliver small scale street and public space improvements to enhance conditions for pedestrians, where needed; and
- focus shopping provision in the core of the centre by managing the proportions of non-retail uses – see the Council's Camden Planning Guidance supplementary planning document for more detail on our approach.

Central London Frontages

Central London contains a number of shopping and service areas as part of its diverse mix of uses. These range from larger areas predominantly serving workers and visitors to neighbourhood centres serving local residents to areas of specialist shopping. The main shopping streets in Camden's Central London area have been designated as Central London Frontages. The Council's approach to these areas is set out below.

The Council's Planning Guidance for Central London supplementary document provides detailed information on our approach to food, drink, entertainment, specialist and retail uses in Central London. We will take this into account when assessing relevant planning applications in the area. Core Strategy Policy CS11 (Promoting sustainable and efficient travel) sets out in brief how the Council will improve public spaces across Central London. The Council will deliver improved pedestrian environment and signage along key routes, enhancing links between Camden's Central London area with the rest of the West End, and with key transport hubs, including King's Cross, St Pancras and Euston stations.





Tottenham Court Road/Charing Cross Road

This Central London Frontage operates as an extension to the West End and therefore attracts people from throughout London as well as visitors to the capital. It covers Tottenham Court Road, part of New Oxford Street, and the eastern side of Charing Cross Road as far as Cambridge Circus (the western side of Charing Cross Road falls within the City of Westminster). Tottenham Court Road and part of New Oxford Street lie within the West End Retail Special Policy Area designated in the London Plan.

Tottenham Court Road is well-known for its concentration of furniture and electrical goods stores and the Camden Retail Study 2008 found that it was performing well. The area around Tottenham Court Road Station is identified as a growth area in this Core Strategy and the London Plan. Policies CS1 – *Distribution of growth* and CS2 – *Growth areas* set out the Council's approach to development in the area.

Charing Cross Road also has a specialist retail role, with many book and music shops. The Camden Retail Study highlights the need to improve the pedestrian environment at Charing Cross, particularly towards its northern end.

The Council considers that Tottenham Court Road and Charing Cross Road are both likely to continue in their existing specialist retail roles, but considers that significant improvements to the pedestrian environment will be required to address current accessibility issues and to support increased pedestrian flow as a result of growth and the arrival of Crossrail. This will be particularly important at St Giles Circus, given its key location at the junction of Oxford Street and Tottenham Court Road, and its proximity to Tottenham Court Road station.

The Council will:

- promote and preserve the specialist retail character of Tottenham Court Road and Charing Cross Road by managing the level of shop and food, drink and entertainment uses in these areas, in line with the approach set out in our Planning Guidance for Central London supplementary planning document;
- support the expansion of the Central London Frontage and new retail uses along New Oxford Street, where this would not cause harm to residential amenity. Additional retail growth along the Central London Frontage will be achieved through redevelopment and refurbishment of existing premises;
- pursue significant improvements to the local pedestrian environment, including at St Giles Circus;
- work with Transport for London to investigate opportunities to turn Tottenham Court Road into a two-way road; and
- expect development to include appropriate measures to prevent crime and anti-social behaviour.



Holborn

This comprises the shopping streets of High Holborn/Holborn (from the junction of New Oxford Street to Holborn Circus), and most of Kingsway south of High Holborn. It primarily operates as a town centre for local workers and businesses, with a mix of comparison and convenience stores, banks and building societies, sandwich shops and other food and drink uses. The Holborn area is largely characterised by offices, and large office entrances often break up the frontage. Holborn is identified as a growth area in this Core Strategy and the London Plan. Details of the Council's approach to development in the area are set out in policies CS1 – *Distribution of growth* and CS2 – *Growth areas*.

The Council will seek to increase the availability of ground floor retail uses at Holborn in order to create more active public spaces and a more cohesive local shopping and service area. The Council will:

- promote the shopping and service character of Holborn Central London Frontage by managing the level of shop and food, drink and entertainment premises in the area, in line with the approach set out in our Planning Guidance for Central London supplementary document;
- manage the night time economy using the Council's Planning Guidance for Central London supplementary document. In addition, the Council's Statement of Licensing Policy contains special policies on the cumulative impact of these uses in Holborn, which restrict new premises licences and new club premises certificates;
- expect the provision at ground floor level of new shop premises, or other appropriate uses, as part of the redevelopment of properties that do not currently contribute to the shopping and service character of the Frontage;
- improve pedestrian linkages with the West End through street enhancements;
- work with Transport for London to investigate opportunities to improve or change the gyratory system; and
- expect development to include appropriate measures to prevent crime and anti-social behaviour.

King's Cross/Euston Road

This Central London Frontage is the main commercial area around King's Cross, including parts of Euston Road, King's Cross Road and Grays Inn Road. Active ground floor uses along these roads are not continuous, but are broken up by large uses such as King's Cross and St Pancras stations, the British Library and Camden Town Hall. The eastern and western parts of this Central London Frontage have different characteristics. The eastern part is characterised by small or medium scale buildings with a mix of commercial uses on the ground floor serving local residents, workers and travellers, with residential, hotel and office accommodation above. Pressure for additional food and drink uses here has generally been resisted in order to preserve the character and function of this area, and to prevent unacceptable cumulative impacts. The western part mainly consists of large office and hotel buildings. The ground floors of many of these buildings contain shops or food and drink uses which serve the local worker and hotel populations.

King's Cross and Euston are identified as growth areas in this Core Strategy (see Policy CS1 – *Distribution of growth*) and the London Plan. However, the growth areas are geographically separate to the King's Cross/ Euston Road Central London Frontage (see Map 2). The Council will work with its partners to ensure that growth contributes to improving the quality of the shopping environment along the frontage, particularly at the eastern end, reflecting its position as a gateway to London and a key new business area.

The Council will:

- resist proposals for further loss of retail uses or for additional food, drink and entertainment uses in the eastern part of this Central London Frontage in order to protect the retail role of the frontage and to prevent unacceptable cumulative impacts. The exception to this is the block bounded by Pentonville Road, King's Cross Bridge and St Chad's Place, where there is currently no housing and redevelopment may provide opportunities for food, drink and entertainment activities, as well as retail space;
- encourage the introduction of active ground floor uses, such as shops and other appropriate uses, as part of the redevelopment of existing buildings that currently do not have an active ground floor use;
- permit additional food, drink and entertainment uses in the western part of the Frontage provided that they do not undermine the area's retail function and the mix of uses in the area, in line with the approach set out in Camden's Planning Guidance for Central London supplementary document;
- expect development to include appropriate design measures to prevent crime and anti-social behaviour, in order to make King's Cross and Euston feel safer; and
- seek to improve the street scene along the frontage, particularly at the eastern end, including working with TfL to identify opportunities to enhance the pedestrian environment and crossing opportunities along Euston Road and Pentonville Road.





Neighbourhood Centres

Camden has over 30 neighbourhood centres which cater for the day-to-day shopping and service needs of their local populations. They contain a range of uses including shops, food and drinks uses, doctor's and dentist's surgeries and financial and professional services, and often have housing on upper floors. Housing is the Council's preferred use above ground floor level in neighbourhood centres and we will promote the residential use of vacant or underused floors. Commercial and community uses are considered acceptable uses of upper floors providing they do not cause harm to the amenity of existing residents or introduce activity that would prejudice future residential use on other levels or in neighbouring properties.

The Council will seek to retain a strong element of convenience shopping for local residents in Camden's neighbourhood centres and ensure that any development in them does not harm the function, character or success of that centre. We will take into account the individual character of the centre when assessing development proposals but, as a guide, we will resist schemes that would result in less than half of ground floor premises in a neighbourhood centre from being in retail use or in more than three consecutive premises being in non-retail use. We will also take into account any history of vacancy in shop units and the prospect of achieving an alternative occupier for vacant premises.

Applications for food, drink and entertainment uses will be carefully assessed to minimise the impact on local residents and the local area (see above). The Camden Development Policies document contains the Council's detailed policies to manage the impact of food, drink and entertainment uses (see policy DP12).

Key evidence and references

- Camden Retail Study 2008; Roger Tym and Partners
- Planning Guidance for Central London/Camden Town/Finchley Road/Swiss Cottage/West Hampstead; London Borough of Camden (various dates)
- Camden Statement of Licensing Policy 2008)
- Camden Local Implementation Plan (LIP) 2005/06 – 2010/11
- Independent Review of Camden Town Centres Final Report; Tribal; April 2009
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Statement (PPS) 4 - Planning for Sustainable Economic Growth; CLG; 2009
- Planning for Town Centres: Practice guidance on need, impact and sequential approach; CLG; December 2009
- Central London Retail 2009: West End; CBRE

CS8. Promoting a successful and inclusive Camden economy

- 8.1 Camden has a strong and diverse economy that makes an important contribution to the economy of London and the whole UK. It is the third largest employment centre in London after the City and Westminster, and eighth largest in the UK (Annual Business Inquiry 2007). The success of our economy relies on the wide variety of employment sectors that are present in the borough including, professional and business services, the growing 'knowledge economy', for example higher education and research and creative industries such as design, fashion and publishing. Camden also has a large number of jobs in the health sector, hotels and restaurants, legal services and transport and distribution. The majority of jobs in the borough are located south of Euston Road (61%), with the highest concentration in the Holborn and Covent Garden area. There are also concentrations of employment at Euston, Camden Town and the town centres in the north of the borough. Camden also attracts mid- and small-scale creative organisations. These often cluster together in tailored buildings, for example Cockpit Arts and Kingsgate Workshops, or in certain parts of the borough, such as the wider King's Cross area, which contains over 300 small cultural and creative industries, and Camden Town, with its concentration of design and media firms. Camden's shops also have a significant role as local employers as well as being valuable community facilities.
- 8.2 Thousands of people travel into the borough every day to work to take advantages of these opportunities. However, 80% of jobs in Camden are taken by non-residents. Many local residents do not have the skills or qualifications sought by the borough's employers, particularly in 'knowledge-based' business. *Creating a strong Camden economy that includes everyone* is one of the four aims of our Community Strategy, whose overarching vision is that Camden will be a borough of opportunity. To help achieve this aim, the Council's Economic Development Framework will promote the borough as an even better location for business, support local business activity and enable more Camden residents to get involved in employment, education and training.
- 8.3 Policy CS8 will be a key element in achieving the vision and objectives of the Community Strategy and this Core Strategy by providing for the jobs and training opportunities needed to support Camden's growing population and by securing land and premises for the borough's businesses.



CS POLICY

CS8 – Promoting a successful and inclusive Camden economy

The Council will secure a strong economy in Camden and seeks to ensure that no one is excluded from its success. We will:

- a) promote the provision of 444,000 sq m of permitted office floorspace at King's Cross as well as in the range of 70,000 sq m of office provision at Euston with further provision in the other growth areas and Central London to meet the forecast demand of 615,000 sq m to 2026;
- b) support Camden's industries by:
 - safeguarding existing employment sites and premises in the borough that meet the needs of modern industry and other employers;
 - safeguarding the borough's main Industry Area; and
 - promoting and protecting the jewellery industry in Hatton Garden;
- c) expect a mix of employment facilities and types, including the provision of facilities suitable for small and medium sized enterprises, such as managed, affordable workspace;
- d) support local enterprise development, employment and training schemes for Camden residents;
- e) recognise and encourage the concentrations of creative and cultural businesses in the borough as well as supporting the development of Camden's tourism sector whilst ensuring that any new facilities meet the other strategic objectives of the Core Strategy; and
- f) recognise the importance of other employment generating uses, including retail, markets, leisure, education, tourism and health.

Offices

- 8.4 The high concentration of property, banking and service activities and large number of publishing and media businesses in the borough mean that over 40% of Camden's jobs are in offices (Annual Business Inquiry 2007). The majority of our office stock is in Central London, particularly in the area between the City and the West End, which is characterised by a high number of small to medium sized, multi-let buildings, with a smaller number of large, single occupier buildings.
- 8.5 The Camden Employment Land Review 2008 forecasts that the demand for offices will increase by 615,000 sq m between 2006 and 2026. To meet this demand, the Council will direct new business development to the growth areas of King's Cross, Euston, Holborn and Tottenham Court Road, elsewhere in Central London, the town centres (except Hampstead) and other accessible established office locations (see policy CS3).
- 8.6 The majority of demand will be met at King's Cross, where 444,000 sq m of new office space has been granted planning permission. There will be further large scale office development in Euston, where the Council envisages in the region of 70,000 square metres of business floorspace being provided in the second half the Core Strategy period. Therefore, King's Cross and Euston are expected to provide over 80% of the projected 615,000 sq m of demand for office space. We expect the remaining demand to be met by significant but smaller levels of office development are also expected in the growth areas of Holborn and Tottenham Court Road as well as the other locations listed above in paragraph 8.5.
- 8.7 Smaller scale office development will also occur at other sites across Central London, with some provision in Camden Town. This will ensure that the remainder of the projected demand for offices is met. There is capacity for the forecast level of provision to be exceeded, subject to market conditions over the plan period. The Council's expectations for major development sites in the borough, many of which will provide office premises, are set out in our Site Allocations document.

- 8.8 The provision outlined above means that the future supply of offices in the borough can meet projected demand. Consequently, the Council will consider proposals for other uses of older office premises if they involve the provision of permanent housing (in particular, affordable housing) and community uses. Please refer to policy DP13 in Camden Development Policies for more detail on our approach.
- 8.9 The Camden Employment Land Review 2008 identifies the town centres of Swiss Cottage, Kilburn and Kentish Town as having an important role for businesses that provide local services. Although these areas are not expected to experience an increase in demand for office space, we will protect existing offices in these locations subject to the criteria set out in policy DP13 in Camden Development Policies. Please see below for further information on measures to support local businesses.

Industrial and light-industrial premises

- 8.10 Camden has one of the lowest stocks of industrial and warehousing space among London boroughs. Our stock includes a few modern, purpose-built premises, a large number of older purpose-built units, railway arches, mews and converted residential spaces. These are spread across the borough with a number of concentrations in areas such as Kentish Town, West Hampstead, Kilburn and Gospel Oak. The Camden Employment Land Review 2008 found that the cost of industrial locations in Camden is high, indicating that supply does not meet demand. However, there has been pressure to redevelop the borough's stock of land used for employment purposes, particularly manufacturing and industry, for higher value uses, principally housing. Once employment land in the borough has been developed for an alternative use it is very unlikely it will ever be returned to industrial use. There has been virtually no new provision of such premises in the borough for many years.
- 8.11 Camden has strong trading links with London's Central Activities Zone (CAZ) and the borough's industrial and warehousing businesses provide it with a range of vital goods and support services. To make sure Camden's new and existing businesses support, and benefit from, the Central London economy, we need to ensure that sites and premises of adequate quality are provided. If suitable premises are not available in Camden these types of services will increasingly be located further away from Central London, with increases in travel and congestion and a potentially negative economic affect on important Central London functions.
- 8.12 Premises suitable for industrial, manufacturing and warehousing businesses provide jobs for people who would otherwise be at high risk of being unemployed or workless. The Camden Employment Land Review 2008, using data from the National Employer Survey 2003 and the Annual Business Inquiry 2006, found that the skills required for these sectors are fundamentally different from other sectors with similar qualification level requirements, such as retail, leisure and hospitality. Therefore, it is unlikely that the retail or hospitality sectors will provide straightforward alternative job opportunities for people losing industrial/warehousing jobs in the borough.
- 8.13 In response to the factors outlined above, the Council will continue to protect industrial and warehousing sites and premises that are suitable and viable for continued use. This will help to provide premises for new and expanding businesses, support the Central London economy and secure job opportunities for local people who may find difficulties finding alternative work. In addition, we will promote development that includes space for industrial uses to serve the Central London business market. Please refer to our Camden Development Policies document for our detailed approach to the protection of industrial premises and sites.
- 8.14 The Council's approach to industrial land is consistent with the Mayor of London's Industrial Capacity Supplementary Planning Guidance 2008, which recognises the limited amount of industrial land relative to demand in Camden and so includes the borough in the "Restricted Transfer" category where boroughs are encouraged to adopt a more restrictive approach to the change of industrial sites to other uses.

C 22. A new creative space for Camden.



Industry area

- 8.15 There are few concentrations of industrial and warehousing uses left within Camden. The area between Kentish Town and Gospel Oak is the only area of land in the borough to have a mix of such uses and no housing, making it particularly suited for continued employment use (see Proposals Map). The Council will retain this Industry Area for industrial and warehousing uses by resisting any proposals that would lead to the loss of sites in Use Classes B1(b), B1(c), B2 and B8 and sui generis uses of a similar nature. Development should not prejudice the nature of the Industry Area by introducing inappropriate or conflicting uses.

Creative industries

- 8.16 Camden is home to a large proportion of creative and cultural businesses,²³ particularly in the visual and performing arts, music, and video, film and photography sectors. The Creative and Cultural Industries Research Report and Action Plan 2009 found that these types of businesses create around 40,000 jobs and have an annual gross turnover of about £1 billion in Camden. The report also identifies concentrations of creative and cultural businesses across the borough, with the largest in Camden Town and smaller concentrations in and around King's Cross, Euston, Gospel Oak and Hatton Garden.
- 8.17 Camden Town has one of the largest concentrations of creative businesses in inner London with over 500 creative workplaces and around 5,000 employees.²⁴ Creative businesses are attracted to the area because of its value for money – rents are lower than in other creative locations such as Soho and Shoreditch, and also because of Camden Town's unique character, which attracts a young and creative workforce. However, the Economic Impact Assessment 2009 for Camden Town identified a number of barriers which have had a negative impact on the growth of this sector and could potentially undermine efforts to develop and support this important creative cluster. The key finding was a lack of depth and quality of the business offer, and the report recommended a number of interventions including:
- address shortage in supply of quality premises, suitable for creative industries, under 1000sqft;
 - improve the quality of the streetscape environment;
 - re-energise the retail/leisure sector to diversify offer; and
 - address place identity and resolve conflict between visitor/business identity.

REFERENCES

²³ 17.5% of all VAT registered businesses in Camden (2009)

²⁴ Source: Camden Town Unlimited – Economic Impact Assessment 2009 (Hunt Dobson Stringer)

- 8.18 The Council recognises the importance of creative industries, especially the contribution they make to the individual character and vitality of the borough. We have a number of initiatives to develop and support the creative economy in Camden, including funding for a wide range of agencies which help to promote the sector, for example, CreateKX which supports the creative businesses in the King's Cross area. We will continue to encourage and support the growth of this sector through implementation of the action plan contained in the Creative and Cultural Industries Research Report 2009, the recommendations outlined by the Camden Town Economic Impact Assessment and also by ensuring the provision of a range of premises, particularly for businesses that require more flexible workspaces (see para 8.20).

Hatton Garden area

- 8.19 Hatton Garden has been an established centre for the jewellery industry since the 19th Century and today the area is home to nearly 500 businesses and over 50 shops related to the industry. The 2009 Study *Supporting Hatton Garden; Priorities for Investment* examined the progress in strengthening the jewellery sector in the area. The study found that Hatton Garden received increased investment between 2005 and 2009 but that further investment was still needed to give the area a stronger identity and increase the number of visitors to the area. In order to promote Hatton Garden as a location for jewellery-related uses, the Council will seek to secure and retain premises suitable for use as jewellery workshops and related uses, e.g. the planned jewellery visitor centre. The Council's approach to the conversion of premises in Hatton Garden is set out in Camden Development Policies (DP13 – *Employment sites and premises*).

Providing a range of employment premises

- 8.20 Camden has a large proportion of small businesses, three quarters employing less than five people. However, there is a lack of high quality premises suitable for small businesses, particularly those less than 100 sq m. Therefore, we will continue to protect premises that are suitable for small businesses, particularly those under 100sqm, and ensure that new proposals do not result in a net loss of premises suitable for small businesses. Small businesses are often seeking premises that have flexible terms like shorter leases, layouts that can adapt as the business grows or changes, networking space to interact with other small business or meet with clients. Therefore, as well as safeguarding existing employment sites, we will seek the provision of innovative new employment floorspace in developments that will provide a range of facilities including: flexible occupancy terms, flexible layouts, studios, workshops, networking, socialising and meeting space that will meet the needs of a range of business types and sizes.
- 8.21 We will also encourage the provision of managed workspace or premises where this can be incorporated into developments with an employment component. This will help small and growing businesses and social enterprises in Camden to find suitable and affordable premises in buildings which are managed by a third party. Some workspace providers also supply administration and business services as well as a café/bar or other social space. Developers will be expected to liaise with the Council and managed workspace providers to ensure that appropriate accommodation is provided. Please see our Camden Planning Guidance Supplementary Document for more information on the provision of flexible and affordable workspace.

Supporting local employment training schemes and enterprise development

- 8.22 As noted above, there is often a mismatch in the skills needed by the borough's employers and the skills of many members of the community. Improving access to training will increase employment opportunities for Camden residents by reducing this mismatch, giving them the skills needed to fill jobs both locally and further afield. Therefore, the Council provides and supports a range of schemes and initiatives that help to find local jobs for residents, for example Camden Working, a job brokerage service that provides a 'one stop shop' employment support and advice centre for anyone in Camden looking for a job or training, particularly those who have been unemployed for a long period or may be at risk of becoming long-term unemployed. The Council will encourage employers and/or developers to use this service to ensure they employ a proportion of local people.

- 8.23 To ensure that local residents benefit from the employment opportunities created during the construction of large developments in the borough, specific opportunities have been identified close to Camden's growth areas. For example, a construction training and recruitment centre has been established at King's Cross, which is close to, and will bring benefits to, a number of Camden's most deprived wards and therefore the Areas for Regeneration identified in the London Plan. This provides training in construction and runs a job brokerage service to match trainees to jobs in the construction industry local to King's Cross. The centre has recently achieved National Skills Academy status and receives support and funding from the Learning and Skills Council. We will expect suitable developments to provide training opportunities on-site or make use of the King's Cross construction training centre, for example by using the centre's ready made provision for apprenticeships and other training schemes.
- 8.24 The Council has also established a local supply initiative to help local companies benefit from the economic opportunities arising from the major developments taking place in the borough. This aims to appoint suitable local subcontractors and suppliers from a database of pre-screened local companies from Camden and Islington. The Council will work closely with developers, contractors and sub-contractors to find opportunities within their procurement schedules for local companies and organise events to bring buyers and suppliers together.
- 8.25 Large schemes which have significant job creation potential will be expected to produce an Employment and Training Strategy to cover how the matters covered in paragraphs 8.20-8.22 will be addressed and supported. This will be agreed by the Council and secured via a S106 agreement. More information on our approach to Employment and Training Strategies will be in our Camden Planning Guidance supplementary document.
- 8.26 The Council and its partners have formed the Camden Business Partnership to help support local business and promote enterprise. This provides opportunities to access business related information and advice, enabling businesses to sustain growth. In addition, advice, training and information to help local people to set up their own business or expand their existing small business is available from various organisations that work in partnership with the Council, for example Centa Business Services – Camden's enterprise agency.
- 8.27 In addition, the Council recognises the importance of targeted private sector partnerships, including:
- InHolborn (Business Improvement District);
 - Camden Town Unlimited (Business Improvement District);
 - Mid Town Business Club;
 - King's Cross Business Forum;
 - Kilburn Business Partnership.

The Council will work with local business groups and partnerships, such as those listed above, and recognise their role in supporting Camden's growth.



Tourism

- 8.28 Camden also has an exciting and wide variety of tourist and cultural attractions, from major institutions, such as the British Museum and British Library; to open spaces like Hampstead Heath and Primrose Hill; shopping destinations like Camden Town's markets and Covent Garden; music venues such as the Roundhouse, Camden Palace (Koko) and the Forum; Regent's Canal; and historic places, such as Hampstead and Bloomsbury. These attract 10 million visitors a year from throughout London, the UK and beyond and contribute greatly to the vibrancy, image and economy of Camden and London as a whole. The visitor economy contributes £566 million per annum and provides around 16,500 jobs in Camden, which is 10% of all tourism related employment in inner London. However, relatively few (1,500) of these jobs are filled by local residents (Study of the Visitor Economy in Camden 2009).
- 8.29 The Council recognises the importance of the visitor economy in Camden and will support the continued growth of the sector by implementing the Action Plan set out in the 2009 Study of Camden's Visitor Economy. The action plan recommends activities such as encouraging Camden residents into tourism related jobs, marketing campaigns to improve residents engagement and perception of the value of this economy and increasing the awareness of attractions in and around the borough through schemes such as 'Legible London', which aims to make it easier for pedestrians to find their way around Central London (see policy CS11). See Camden Development Policies for more guidance on the Council's approach to tourist attractions, hotels and other visitor accommodation.

Key evidence and references

- Camden Together – Camden's Sustainable Community Strategy 2007 – 2012; London Borough of Camden; London Borough of Camden
- Camden Economic and Labour Market Profile 2009; London Borough of Camden
- Camden Economic Development Framework 2009; London Borough of Camden
- Annual Business Inquiry 1998-2007 – Analysis for Camden; London Borough of Camden
- Camden Employment Land Review 2008; Roger Tym and Partners
- Camden Town Unlimited – Economic Impact Assessment 2009 (Hunt Dobson Stringer)
- Supporting Hatton Garden – Priorities for Investment Review, January 2009; MCA Regeneration
- Study of the Visitor Economy in Camden 2009; Acorn consultants
- Creative and Cultural Industries in Camden – A research report and action plan 2009; URS
- The London Plan (consolidated with Alterations since 2004) 2008; Mayor of London
- Sustaining Success – the Mayor's Economic Development Strategy 2005; Mayor of London
- The demand for premises of London's SMEs, July 2006; London Development Agency
- Local Area Tourism Impact Model – Camden borough report May 2008; London Development Agency
- Industrial Capacity (London Plan consolidated with alterations 2004) Supplementary Planning Guidance (March 2008) The Greater London Authority
- Consultation Paper on a new Planning Policy Statement (PPS) 4 – Planning for Prosperous Economies; Communities and Local Government

CS9. Achieving a successful Central London

- 9.1 The southern part of Camden plays an important part in providing the vibrancy, diversity and identity that makes the borough such a popular place to visit and live in. It forms part of Central London whose unique role, character and mix of uses provides much of the capital's distinctiveness. Camden's Central London area:
- is a key part of the nation's capital and a major international city;
 - is part of London's Central Activities Zone (CAZ) – see below;
 - has a significant residential population adding to its life and diversity and supporting economic and other functions;
 - has a concentration of nationally important medical, research and higher education institutions;
 - is a major business and employment centre and the main focus of Camden's economy. It contains a significant proportion of the borough's office floorspace, a variety of shopping areas, from neighbourhood centres to specialist retail locations like Covent Garden, and is home to many other uses, including legal, health and professional services; food, drink and entertainment and cultural and tourism uses;
 - contains many areas with their own characters and identities – e.g. Fitzrovia, Museum Street area, Hatton Garden and Covent Garden – and many places with a high quality and/or historic environment, for example, conservation areas, listed buildings and London Squares; and
 - has excellent public transport links to the rest of London and the UK and routes to mainland Europe.

The extent of Camden's Central London Area is shown in Map 17 in Appendix 6. This area forms part of the Central Activities Zone (CAZ) designated in the London Plan, which extends across nine boroughs. The Central Activities Zone is the core of the capital with a unique cluster of activities contributing to London's role as a 'world city'.

- 9.2 Central London will experience much of the growth identified for Camden in future years, concentrated in the growth areas of King's Cross, Euston, Tottenham Court Road and Holborn. In addition, due to its high level of accessibility other parts of central London may be considered to be a suitable location for uses which attract a large number of journeys. Please see policy CS2 for our approach to growth areas and CS3 on other highly accessible areas. Policy CS9 sets out our approach to the unique pressures and challenges faced by Central London and how we will manage growth in the area to ensure it brings benefits to the borough and beyond and protects and enhances the factors that make a popular place to live, visit and do business.
- 9.3 The challenges facing Central London include managing significant development pressures to ensure that development in growth areas and other locations links with and supports existing communities, and ensuring that its variety of uses can operate and thrive without causing harm to each other. To maintain the character and vibrancy that is provided by Central London's residential communities, there is a need to continue to provide a range of homes including affordable housing, and necessary community facilities and open space. Road and public transport congestion, air quality, noise, the quality of streets and spaces, the management of the night time economy and reducing opportunities for crime and anti-social behaviour are also important issues in this part of the borough.



CS POLICY

CS9 – Achieving a successful Central London

The Council will support and promote the Central London area of Camden as a successful and vibrant part of the capital to live in, work in and visit. We will:

- a) recognise its unique role, character and challenges;
- b) support Central London as a focus for Camden's future growth in homes, offices, hotels, shops and other uses;
- c) seek to ensure that development in Central London, in the growth areas of King's Cross, Euston, Tottenham Court Road and Holborn and beyond, contributes to London's economic, social and cultural role while meeting the needs of local residents and respecting their quality of life;
- d) support residential communities within Central London by protecting amenity and supporting community facilities;
- e) seek to secure additional housing and affordable homes, including as part of appropriate mixed use developments;
- f) take into account the specific identity of the areas within Central London when taking decisions on planning applications and in relevant initiatives and works;
- g) promote and protect areas of specialist activity, such as the Museum Street area and Hatton Garden;
- h) support the concentration of medical, educational, cultural and research institutions within central London;
- i) preserve and enhance the area's historic environment;
- j) seek to improve the quality of the area's streets and places, the connections between them and the ease of movement into, and through, the area;
- k) continue to designate Central London as a Clear Zone Region to reduce congestion, promote walking and cycling and improve air quality;
- l) promote improved community safety;
- m) manage the location and concentration of food, drink and entertainment uses and their impact;
- n) allocate sites within Central London for appropriate uses, including offices and housing, in the Camden Site Allocations document.

- 9.4 The Council will seek to promote a successful Central London area while achieving a balance between the interests of its residents and the area's economic, social and cultural use and roles. As Central London experiences the most intense development pressures in the borough and contains a diverse and dense mix of uses, including a significant residential community, the need to ensure that development supports the continued success of the area but does not cause harm to its neighbours is particularly acute in this part of the borough (please see policy CS5 and policy DP26 – *Managing the impact of development on occupiers and neighbours* in Camden Development Policies).
- 9.5 Central London is the location of most of Camden's growth areas (King's Cross, Euston, Tottenham Court Road, Holborn). Development in these areas, and throughout Central London, should contribute to the area economically, socially and environmentally, through providing a substantial number of new jobs and space for businesses; supporting community facilities; protecting and improving the amenity of local residents; being of high quality design and by contributing to improving open space. Camden's Central London area will continue to be the borough's economic focus, contributing to the success of the Central Activities Zone (CAZ) and London's role as a major global city, and providing the majority of jobs in Camden. This Core Strategy identifies Central London as the focus of the majority of future office and retail development in the borough over the next 15 years, with King's Cross the location of a substantial proportion of this growth (please see policies CS8 – *Promoting a successful and inclusive Camden economy* and CS7 – *Promoting Camden's centres and shops*).



- 9.6 Camden's Central London area is a major draw for Londoners and for tourists visiting the city, making a significant contribution to the attractiveness and economy of both the borough and the capital. Attractions include the British Museum, Covent Garden, Hatton Garden and numerous theatres, bars and restaurants. These are also used by Camden residents and are therefore important local facilities. Central London is considered an appropriate location for facilities that attract large numbers of visitors; however, it is important that these do not harm to local character or amenity or cause congestion. (See policies CS1 – *Distribution of growth*, policy CS2 – *Growth areas*, CS3 – *Other highly accessible areas* and Camden Development Policies policy DP14 – *Tourism development and visitor accommodation*).
- 9.7 Policy CS7 – *Promoting Camden's centres and shops* (supported by policy DP12 in Camden Development Policies) seeks to make sure that new food, drink and entertainment uses do not cause harm to our centres, the local area or the amenity of residents. This is a particular issue in Covent Garden and other parts of Central London. Within Covent Garden and the Charing Cross Road area, new entertainment uses will only be allowed where they are small in scale, have a low impact and will not result in an increased concentration of late night uses. The Council has produced area-specific Planning Guidance for Central London which seeks to manage the location and concentration of food, drink and entertainment uses, particularly those which operate late into the evening, so they contribute to Central London's vibrancy in a way that does not harm the quality of life of local people, the character of the area or other uses or activities. It gives detailed guidance on how the Council will consider the potential impacts of proposals for food, drink and entertainment uses and protect the amenity of residents. In addition, Camden's Statement of Licensing Policy 2008 recognises the concentration of licensed premises in the Seven Dials area of Covent Garden and identifies it as an area subject to special policies on cumulative impact, with a presumption against applications for new premises licences and new club premises certificates.

- 9.8 In addition to providing detailed, locally specific guidance on food, drink and entertainment uses, our Planning Guidance for Central London supplementary document also makes wider recognition of the challenges and pressures experienced in the area. The Guidance recognises that the local areas within Central London, and their residential communities, have different characteristics and pressures. For each local area, it identifies specific issues and provides guidance on how the Council will seek to manage competing interests so that development does not cause harm to the character of the area or the amenity of local residents. The Council will take into account Planning Guidance for Central London when making decisions on planning applications in the area.
- 9.9 There are many conservation areas in Camden's Central London area (Bloomsbury, Charlotte Street, Denmark Street, Hatton Garden, King's Cross, Seven Dials and parts of Regent's Canal and Regent's Park), covering the majority of the area, as well as number of historic London Squares and many listed buildings. This illustrates the high quality of much of the area's built environment and reflects its historical and architectural importance. The Council will take the conservation area statements, appraisals and management strategies for these areas into account when assessing planning applications for sites in the area. We will seek to make sure that the design of new development contributes positively to the area and respects Central London's full range of heritage assets.
- 9.10 The Council is undertaking many schemes to encourage walking and cycling in Central London and improve its street environment. For example, we work jointly with Westminster and the City of London in the Clear Zone Partnership, which covers the Central London area (see policies CS14 – *Promoting high quality places and conserving our heritage* and policy DP32 – *Air quality and Camden's Clear Zone* in Camden Development Policies). Works in the area include physical improvements to make streets more pedestrian and cycle friendly; enhancing historic streets by improving paving and lighting; and better signage to help pedestrians find their way around the area.
- 9.11 The Camden Site Allocations document will identify the main development opportunities in Central London and set the framework for their development. More detail on our approach to a number of the issues mentioned above is set out in the Camden Development Policies document.

Key evidence and references

- Camden Retail Study 2008; Roger Tym and Partners
- Camden Employment Land Review 2008
- Revised Planning Guidance for Central London – Food, Drink and Entertainment and Specialist and Retail Uses; London Borough of Camden; 2007
- Camden Statement of Licensing Policy 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008

