

# **Revised Planning Guidance for Central London**

## **Food, Drink and Entertainment, Specialist and Retail Uses**

Adopted 4 October 2007



<b>CONTENTS</b>		<b>PAGE</b>
<b>SUMMARY</b>		3.
<b>BACKGROUND</b>		4.
<b>PART A – OVERVIEW</b>		
1. Introduction		5.
2. Policy Context		7.
3. Purpose of the Guidance and Issues Covered		8.
4. How to Use this Guidance		8.
5. Key Objectives		9.
<b>PART B – GENERAL DEVELOPMENT PRESSURES AND GUIDANCE</b>		
6. Food, Drink and Entertainment Uses		12.
7. Specialist Uses and other Planning Issues		17.
<b>PART C – LOCAL AREAS</b>		
8. Covent Garden		20.
9. Fitzrovia		23.
10. Hatton Garden		28.
11. Museum Street Area		31.
12. University Area		32.
13. Inns of Court Area		34.
14. Other Specialist Uses		35.
<b>PART D – CENTRAL LONDON FRONTAGES AND NEIGHBOURHOOD CENTRES</b>		
15. Central London Frontages		36.
16. Neighbourhood Centres		43.
<b>Appendix A: Summary of Relevant Policies</b>		52.
<b>Appendix B: Key Planning Powers</b>		54.
<b>Appendix C: Percentages for Frontages</b>		55.
<b>Appendix D: Key Planning Powers</b>		56.

## SUMMARY

This planning guidance document gives advice on how the Council's planning policies included in the adopted Unitary Development Plan (June 2006) will be applied in relation to planning applications for food, drink and entertainment uses as well as retail and specialist uses in the Central London area within the London Borough of Camden.

It aims to protect the character and function of the Central London area and manage the location and concentration of the uses covered within this guidance so they do not cause harm to the character of the area or to local residents, uses and activities. The guidance also recognises the opportunity for proactive management of the impacts of food, drink and entertainment uses in the Central London area.

Key elements of the approach taken in the guidance are summarised below:

- Detailed guidance on how the Council will consider the potential impacts or nuisances of proposals for food, drink and entertainment uses and the type of management measures that may be used in particular areas and frontages. Particular focus is on preventing harmful concentrations of these uses occurring and this will be achieved by managing the number of these uses in frontages as well as their concentration. Different guidance measures are proposed in different areas.
- Where necessary maintain specialist and retail uses in the area and manage and protect retail floorspace within designated retail frontages, particularly through managing the thresholds of food, drink and entertainment uses in local areas and frontages.
- Particular development pressures within local areas are highlighted and the guidance details how these will be managed through the UDP, the Camden Planning Guidance and this document. Local areas within London experience different development pressures even though they are all located within Central London and this guidance highlights how these different development pressures will be managed through UDP policies, the Camden Planning Guidance and this guidance.
- The guidance seeks to prevent harmful impacts on the residential population, particularly as a result of noise disturbance. Guidance is provided on outdoor drinking areas, particularly on streets as well as the implications arising from the forthcoming regulations on indoor smoking. Noise from various uses in Central London (including other sources such as plant equipment and air-conditioning units) and their impact on residential amenity is a problem in some circumstances which this document also addresses.

## **BACKGROUND**

The Council adopted the London Borough of Camden Unitary Development Plan (UDP) in June 2006. This UDP sets out the policies by which all planning applications in the Borough will be determined. The Camden Planning Guidance, which contains further detailed guidance to supplement the UDP policies, was adopted in December 2006.

The purpose of this Supplementary Planning Document (SPD) is to provide additional guidance on how policies in the UDP are interpreted and implemented. This guidance has been put together in accordance with the framework provided in the Government's Planning Policy Statement 12: Local Development Frameworks. SPD's supplement and support the UDP and need to be consistent with them as well as with national and regional planning guidance. It does not have the same statutory weight in decision making as the UDP but it is an important material consideration when a decision is made about a planning application. Therefore this document will be considered when the Council makes decisions on planning applications for food, drink and entertainment uses, retail and specialist uses within the Central London Area.

This guidance has been produced to ensure that it is consistent with the current UDP and to reflect the recent changes to the planning system, for example amendments to the Use Classes Order and the introduction of the Planning and Compulsory Purchase Act 2004. Furthermore it has been written to accord with the recommendation of the Inspector who held the public inquiry into the UDP, to prepare supplementary guidance for the part of Central London that experiences conflicting development pressures. It also reflects other changing circumstances such as more recent development data and licensing issues.

This guidance replaces the former "Supplementary Planning Guidance for Central London – Food, Drink and Entertainment and Specialist and Retail Uses" which was adopted on 15 June 2004.

This guidance supplements policies within the UDP and the relevant policies are referred to in the text. In addition, it is in general conformity with the Mayor's London Plan and its policies. The guidance has been prepared with reference to other relevant Council Strategies.

The SPD will be reviewed and updated in the light of evolving national, London and Borough-wide policy and changes in the local context such as trends in food, drink and entertainment uses and retailing, as appropriate.

## PART A – OVERVIEW

### 1. Introduction

- 1.1. London is a leading international City, and much of what gives it its distinctiveness is based within Central London. Central London has a concentration of activities and uses that are of London-wide, regional, national and international significance. Such uses include finance and business services, the media and cultural sector, shopping including specialist retailing, legal, health and professional services, food, drink and entertainment uses, education, tourist facilities and transportation. Central London also has a significant resident population.
- 1.2. The London 2012 Olympics will result in significant growth across London, particularly Central London, owing to the increased number of visitors to the city. This increase will also be experienced within the context of a steady-longer term increase of visitors to London. This is likely to place increased development pressure on the area, particularly for uses that cater for demands of tourists, such as hotels, restaurants, bars and entertainment facilities. The resultant increased demand for night-time entertainment uses should be managed proactively and in accordance with the Council's UDP, this guidance and the Mayor's Best Practice Guidance on Managing the Night Time Economy.
- 1.3. Central London spans across a number of London local authorities. The part of Central London within the London Borough of Camden is designated in the Unitary Development Plan 2006 (pg 7) and is referred to as the "Central London Area". It is broadly defined as the area south of the main London rail terminals of Euston, St Pancras and King's Cross. The boundary of this area is shown on **Map 1**. References to the "Central London Area" hereafter will refer to that part of Central London that falls within the London Borough of Camden as defined on **Map 1**.<sup>1</sup> Much of this area also falls within what the London Plan defines as the Central Activities Zone or CAZ (please refer to Map 5B.2 of the London Plan for a map of the CAZ). The CAZ is an area in central and east London where planning policy promotes finance, specialist retail, tourist and cultural uses and activities.
- 1.4. Development within the Central London Area is generally controlled by existing planning policies contained in the Council's UDP. However, some issues are best addressed by more specific, detailed guidance than can be provided in the Unitary Development Plan (UDP). In particular, there are specific issues related to the impact of food, drink and entertainment uses and the night-time economy, and the threat of displacement of retail and other specialist activities. This Planning Guidance has been prepared to provide detailed guidance on these issues within the Central London Area.
- 1.5. Much of the Central London Area benefits from conservation area designation and contains significant concentrations of listed buildings. There is a strong relationship between many of the uses and activities in the Central London Area and the physical environmental characteristics of the

---

<sup>1</sup> To provide a comprehensive approach, this Guidance contains guidance for the entire Chalton Street and Eversholt Street Neighbourhood Centres, which are only partly contained within the Central London Area boundary.

area. These physical characteristics, including the numerous historic buildings and London squares, and the enhancement of these through conservation-led programmes are considered to both contribute to and help to maintain the specialist activities and character of the area. Many of the specialist uses throughout the Central London area are also of historical significance and make a significant contribution to the historical character and appearance of the Central London area. This guidance, together with other planning policies and guidance, including the UDP, Conservation Area Statements, the Camden Planning Guidance, regional and national guidance, will seek to protect and enhance the historical aspects of the Central London area. This will not only be specifically related to the design and appearance of particular buildings/areas but recognition of other important aspects such as traditional plot sizes, street patterns, landscape, architectural styles and materials.

- 1.6. While this guidance applies only to the London Borough of Camden's part of Central London, the policies and land uses of adjoining Boroughs provide important context, and are referred to where appropriate.

### **Review**

- 1.7. Supplementary Planning Documents are intended to expand upon policy or provide further detail to policies contained in Development Plan Documents, or saved policies, but they do not have development plan status. This Guidance will be taken into account as a material planning consideration when the Council considers planning applications for development in Camden. It has been prepared in accordance with national policy, namely Planning Policy Statement 12 (PPS12) – Local Development Frameworks, the Town and Country Planning (Local Development) (England) Regulations 2004 and is also in general conformity with the London Plan 2004. **Figure 1** details the SPD process as shown in PPS12. This Guidance supplements policies in the London Borough of Camden's Unitary Development Plan which was adopted in June 2006.
- 1.8. The London Borough of Camden is currently in the process of preparing the Local Development Framework (LDF) and therefore the policies contained within the UDP 2006 will be saved for a period of 3 years or until it is replaced by the LDF. The Planning Guidance for Central London will be continually reviewed in line with the emergence of new policies.

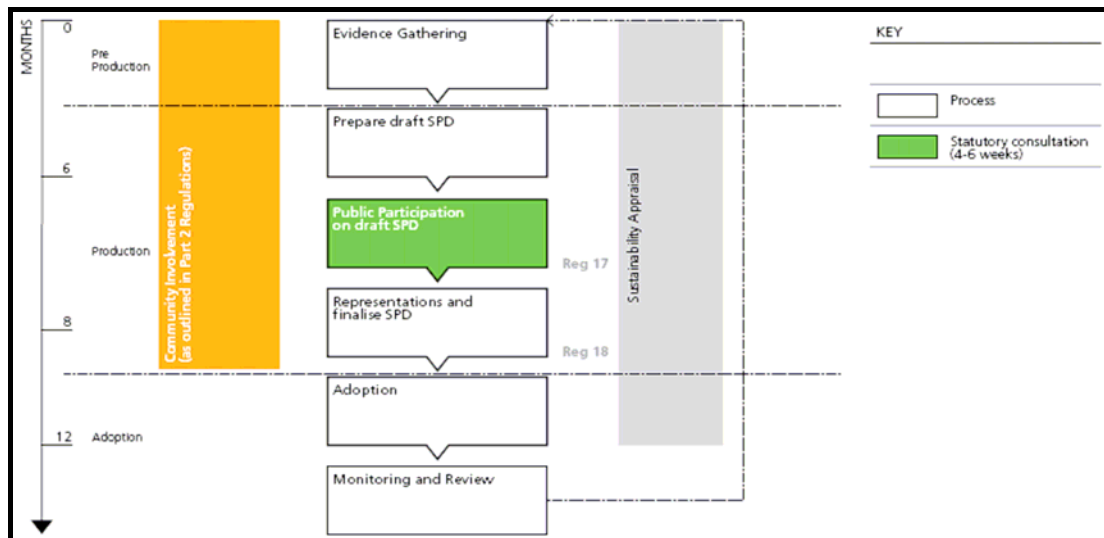


Figure 1: Supplementary Planning Document Process (Source: PPS12)

## 2. Policy Context

- 2.1. There are a number of National Planning Policies that are relevant to the Central London Area and in particular the context of this document. Planning Policy Statement 1 - Delivering Sustainable Development (PPS1) sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. Through PPS1 the Government seeks to promote and achieve social cohesion and inclusion, the protection and enhancement of the environment and economic development, all of which are considerations in this Guidance.
- 2.2. Planning Policy Statement 6 - Planning for Town Centres (PPS6) sets out the Government's policy on planning for the future of town centres. The Government's objective through PPS6 is to promote vital and viable city, town and other centres, planning for the growth of existing centres and promoting and enhancing existing centres by focussing development in such centres and encouraging a wide range of services in an environment which is accessible to all.
- 2.3. The regional planning policy applicable to the Central London Guidance is contained within the London Plan (Spatial Development Strategy for Greater London) February 2004. The London Plan is the strategic plan setting out an integrated social, economic and environmental framework for the future development of London for a period of 15-20 years. Alterations to the London Plan on housing provision targets, waste and minerals were published in December 2006 and these are now formally part of the published London Plan. The London Plan outlines strategic policies for Central London, including the area covered by this document, as well advocating the provision of adequate local facilities and amenities in town centres, and prioritises urban vitality and viability. Early Alterations to the London Plan relating to waste and housing have been published and at the time of writing this document further alterations have been consulted upon and have been considered at an examination in public. Of particular relevance to this guidance is policy 5B.1 which sets out a number of strategic policies for

Central London including the need to sustain, enhance and promote the unique scale and mix of activities and settings of the Central Activities Zone (CAZ) which form the core of London's wider offer as a world city and as a capital city and to promote and intensify retailing services, employment, leisure and housing in town centres and opportunities for mixed use development. Also policy 3D.4 which supports evening and night time entertainment activities in central London. The Mayor's Best Practice Guidance on Managing the Night Time Economy is also of particular relevance.

- 2.4. The relevant local policies contained within the UDP are mentioned throughout the body of this document.

### 3. Purpose of the Guidance and Issues Covered

- 3.1. This Guidance provides specific guidance on how the Council will treat planning applications for the following uses and areas within the Central London Area:

- food, drink and entertainment uses
- areas of specialist activity
- retail areas (Central London Frontages and Neighbourhood Centres)

- 3.2. There are often strong and conflicting development pressures relating to food, drink and entertainment uses, clusters of specialist uses and retail uses within the Central London Area. The purpose of this Guidance is to provide detailed guidance on how UDP policies will be interpreted and applied in the Central London Area. **Appendix A** provides a summary of key UDP policies.

- 3.3. A definition of the uses covered by this Guidance is set out in **Appendix B** and it explains how different uses are referred to throughout this document, and how they are defined under the Use Classes Order 1987 (as amended).

### 4. How To Use This Guidance

- 4.1. The Planning Guidance for Central London provides detailed guidance on how policies in the UDP are interpreted. The provisions of this Guidance needs to be read in conjunction with the UDP and the Camden Planning Guidance that gives detailed guidance on a borough wide basis on how UDP policies should be implemented.

- 4.2. Applications for planning permission must comply with all other relevant policies in the UDP, other Supplementary Planning Documents, Conservation Area Statements, Licensing Policy and other Council policies (such as those controlling design and disabled access), as well as the guidance in this document. Where planning permission is granted this may be subject to conditions and legal agreements.

- 4.3. This part of the guidance (**Part A**) provides background information and key objectives.



- 4.4. **Part B** contains general guidance which applies throughout the Central London Area. The locations which are most appropriate for food, drink and entertainment uses, as part of a mix of uses, are set out. The impacts of these uses are highlighted, including from larger-scale, alcohol-focused activity. The need to avoid clusters and cumulative impacts is explained. Diversification of facilities is encouraged. General guidance is also provided for specialist uses and certain other planning issues in Central London that are relevant in the context of this guidance.
- 4.5. **Part C** deals with those parts of the Central London Area that contain clusters of specialist activities and in some instances also have concentrations of food, drink and entertainment uses as well as being subject to specific development pressures. Specific planning guidance is provided for the areas listed below, the boundaries of which are on **Map 1**. In addition, the Inns of Court Area is defined in this Guidance. The areas are:
- Covent Garden
  - Fitzrovia
  - Hatton Garden
  - Museum Street Area
  - University Area
  - Inns of Court Area
- 4.6. Guidance is also provided for a cluster of music industry-related specialist uses on Denmark Street.
- 4.7. **Part D** contains specific guidance for important shopping areas in the Central London Area, which are shown on **Map 2** as follows:
- Central London Frontages
  - Neighbourhood Centres

## 5. Key Objectives

- 5.1. Key planning objectives for the Central London Area have been developed as part of this Guidance. They are based around UDP policies, and outline the Council's intentions for development within the Central London Area.
- a) ***The Council will protect and enhance the role, character and diversity of the Central London Area, balancing the growth of business, commercial, and institutional development with the interests of conservation, the protection of residential amenity and increased housing provision***
- 5.2. Due to its high level of accessibility, the Central London Area is seen as an appropriate place for most uses in the UDP. While the Council seeks to

encourage development in the Central London Area, this should not result in the loss of uses that contribute to its unique character, or reduce the quality of life for the resident population. This character also includes the areas historical aspects. New development should seek to improve and enhance the character of the Central London Area. Housing is the priority land use in the UDP, **policy S4**, but non-residential uses also make a significant contribution to the character, attraction and vibrancy of Central London. Where new housing is proposed and there are existing food, drink and entertainment uses or in locations of potential or anticipated food, drink and entertainment uses the Council will seek to ensure that the new housing does not compromise those existing/anticipated uses. This would be achieved by ensuring that new housing development is designed to complement both the existing and anticipated location of food, drink and entertainment uses. The Council will require appropriate design and noise attenuation measures for all new residential development.

- 5.3. Where appropriate the Council will seek to preserve traditional plot sizes and prevent long runs of non-retail uses. In some cases two shop units of the same use may be able to join together to form one unit through permitted development rights. Where the Council has control over such occurrences, particularly where it would result in a change of use, it will normally only grant planning permission for development that it considers would not cause harm to the character, function, vitality and viability of areas and it will not grant planning permission for development that would prevent areas from being capable of providing a range of shopping (refer to **Policy R7** for more detail).

***b) The Council will seek a mix of uses in the Central London Area where appropriate***

- 5.4. Having a diverse mixture of land uses contributes to the character and vitality of many parts of the Central London Area. Where appropriate, the Council will seek a mix of uses on particular sites in line with UDP **policy SD3** especially housing (including affordable housing) and associated facilities. In many locations, retail or community uses and food, drink and entertainment uses can contribute to vibrancy and vitality at street level, and also provide premises for specialist activities.

***c) The Council will seek to protect areas and clusters of specialist activity that uniquely contribute to the character of the Central London Area***

- 5.5. While the Council seeks to generally encourage mixed-use development, it also recognises that there are many concentrations of specialist uses that make an important contribution to the character and role of the Central London Area. These include jewellery uses in Hatton Garden, specialist bookshops around the British Museum, legal uses in the Holborn area, music industry activities in Denmark Street, bookshops on Charing Cross Road which form part of a wider cluster of these uses with similar uses in the City of Westminster, and independent fashion shops in Covent Garden. The Council will seek to protect these uses as far as is possible within the scope of its planning powers. Relevant policies in the UDP seeking to protect specialist uses that contribute to the character of the Central London Area include **policies R7** and **E3**.

**d) The Council will seek to proactively manage the location and concentration of food, drink and entertainment uses so they do not weaken the mixed use character of an area, or cause harm to residential amenity, nearby uses and activities**

5.6. Parts of the Central London Area are popular locations for food, drink and entertainment uses such as restaurants, bars, nightclubs and theatres. While food, drink and entertainment uses can have many positive attributes, they can also create harmful impacts. These include noise and disturbance to residents, litter and refuse, smells, crime and anti-social behaviour, and parking and traffic impacts. This guidance seeks to manage the location, size and concentration of these uses to ensure that harmful impacts do not result. This is in line with UDP **policies SD6, R1, R2 and R3**. However the Council also recognises that constraining particular uses can have negative impacts and actually exacerbate some of the problems associated with such uses. The Council will take a proactive approach in assessing developments for food, drink and entertainment uses in line with the aforementioned policies, this guidance and the Mayor's Best Practice Guidance on Managing the Night Time Economy.

**e) The Council will seek to protect the character and function of shopping areas in the Central London Area**

5.7. The Council protects the character and function of key shopping areas in the Central London Area so they can effectively serve residents, workers and visitors. The relevant policy seeking to achieve this in the UDP is **policy R7**. This Guidance sets out specific guidance for Neighbourhood Centres as designated in the UDP, as well as for Central London Frontages which are designated, again, in this Guidance and the UDP.

5.8. It is also recognised that there is a significant amount of retailing in the Central London Area that is located outside of these locations. This includes commercial frontages along Southampton Row / Woburn Place and Gray's Inn Road, retail facilities at Main Line Stations such as Euston and King's Cross, and smaller parades of shops scattered throughout the area. Shopping facilities are protected by **policy R7** in the UDP.

**f) The Council will seek to make Central London Safe for Everyone**

5.9. Successful crime prevention depends upon a wide range of measures, including the planning process, which can assist by designing out crime at an early stage. Design which aims to reduce opportunities for criminal behaviour and promotes personal safety is encouraged by **policy SD1** in the UDP.

## **PART B – GENERAL DEVELOPMENT PRESSURES AND GUIDANCE**

### **6. Food, Drink and Entertainment Uses**

- 6.1. This section provides an overview of the main development trends and pressures relating to food, drink, and entertainment uses in the Central London Area, and general guidance is developed for these uses. It applies to ALL new or extended food, drink, and entertainment uses in the Central London Area that require planning permission. **Parts C** and **D** of the Guidance provide specific guidance for key locations within the Central London Area.

#### **Development Trends and Pressures**

- 6.2. The Central London Area has seen growth in residential development, retail facilities and food, drink, and entertainment outlets in recent years. The traditional heartland of food, drink, and entertainment uses in the broader Central London area is in and around the West End, identified in the London Plan as a mixed use area with a strong arts, cultural or entertainment character. This also represents the main concentration of food, drink and entertainment uses within the London Borough of Camden.

#### **Planning Permission and Licensing Hours under the Licensing Act 2003**

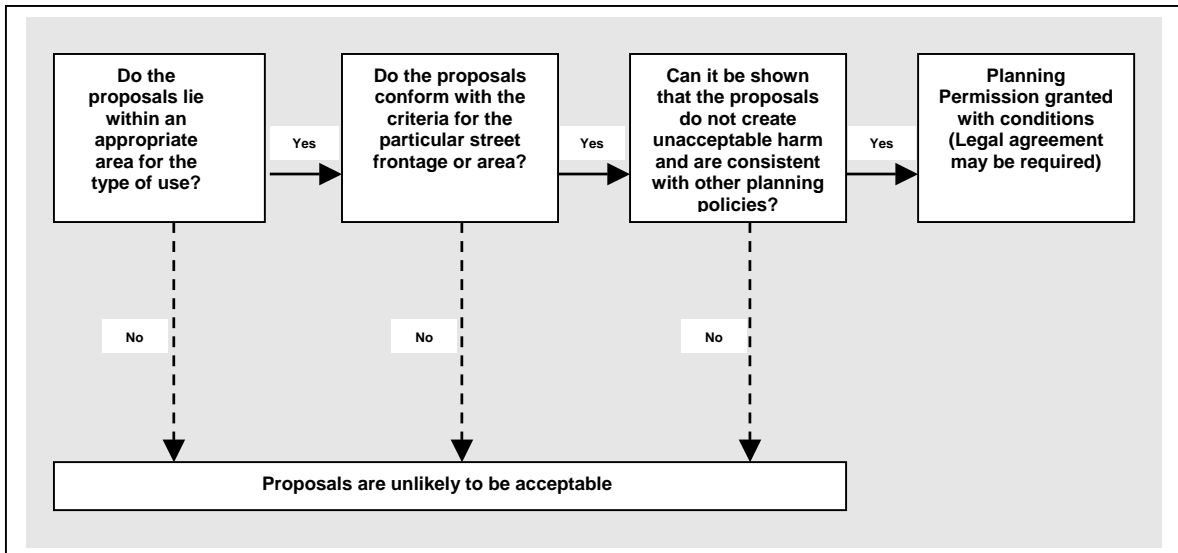
- 6.3. As a result of licensing legislation for the UK, which came into effect in 2003, Local Authorities now have responsibility for liquor licensing. The new legislation relaxes some of the controls over licensed premises, particularly in terms of operational hours. This, combined with trends and development pressures, indicated the need to prepare specific guidance to control the development of food, drink and entertainment uses in the Central London Area, particularly hours of operation. The planning authority is aware that there is the potential for the hours of operation for food drink and entertainment uses to conflict between planning legislation and the Licensing Act. While the two regimes are entirely separate, where the planning authority has placed a condition controlling the hours of operation on a development, these hours will override any licensing hours granted should they be outside those allowed through a planning permission. If a use does not have its opening hours controlled through a planning consent then the operational hours of this use will be dependent on those granted by the licensing department.

#### **Approach to Applying Planning Policies**

- 6.4. When the Council receives a planning application for a new or extended food, drink and entertainment use, the Council will consider whether it will:
- Be located in a broadly acceptable location for that type of activity;
  - Not adversely affect the particular street frontage or area in which it is located; and
  - Not create unacceptable harm in its specific location.

- 6.5. In addition, applications for planning permission must comply with all other relevant policies in the UDP, Supplementary Planning Documents, Conservation Area Appraisals/Statements and other Council policies (such as those controlling design and disabled access).
- 6.6. **Figure 2** sets out the basic approach to applying planning policies.

**Figure 2: Approach to Applying Planning Policies**



### Locations and Impacts

- 6.7. The Council recognises that food, drink and entertainment uses make a positive contribution to the character of the Central London Area. These uses contribute to the overall mix of uses and may provide additional variety that adds to the vitality and viability of areas
- 6.8. In addition, food, drink and entertainment uses provide employment and leisure facilities for local people and visitors. These uses bring activity to the streets during the evening and on weekends and can provide natural surveillance. In addition, having a range of food and drink uses alongside shops can also reduce travel by allowing people to combine trips.
- 6.9. However, food, drink and entertainment uses can sometime have negative impacts on the areas in which they are located. These impacts include noise and fumes, traffic congestion and parking problems, litter and refuse, crime and anti-social behaviour. The UDP includes various policies that seek to protect the local environment from the impacts of development, including food, drink and entertainment uses (UDP **policies SD6 and R3**).
- 6.10. For ALL planning applications for new or extended food, drink and entertainment activities, the Council will assess and consider the impacts of the proposal. The Council may use conditions and legal agreements to ensure that premises are designed, operated and managed in a way that does not cause harm to the area. Where conditions and agreements cannot prevent harm, planning permission will not be granted.

- 6.11. The table in **Appendix D** provides an overview of how impacts are considered and the relevant UDP policies. The table also sets out some of the supplementary information likely to be required by the Council as part of planning applications. It is important to note that not all controls are relevant to all applications.
- 6.12. The Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments allows for a change of use, in certain circumstances, from one use within a specific use class to another use within the same use class without planning permission. Where this is possible it is referred to as a permitted change of use. Appendix B explains this in more detail and covers the relevant Use Classes applicable to this Planning Guidance. However for full details please refer to the Use Class Order 1987 (as amended) and Circular 03/2005. Generally cafés and restaurants, where the main business is sit-down dining are Class A3 (permitted change to A1 or A2). All public houses and other larger establishments that focus on serving alcohol including those that encourage “vertical drinking” are Class A4 (permitted change to A1 or A2 or A3). Hot food takeaways are Class A5 (permitted change to A1 or A2 or A3) and night-clubs are classed as Sui Generis (no permitted change). Planning permission for new or extended food, drink and entertainment uses will not be granted if proposals are likely to generate significant negative impacts such as noise.
- 6.13. A number of policies guide new food, drink and entertainment uses to the most suitable locations, including appropriate locations in Central London (UDP policies **SD5, R1, R2** and **C3**). Some parts of the Central London Area have a national, international or London-wide retail role and are defined as Central London Frontages in this Guidance (see **Part D**). They are located on heavily-trafficked routes which have significant amounts of commercial development, well-served by public transport and limited residential development. These are appropriate locations for a range of food, drink, and entertainment uses as part of a balanced mix of uses (specific guidance for these areas is developed in **Section 15**) and subject to assessment of impacts.
- 6.14. On other heavily-trafficked streets with significant amounts of commercial development and limited residential development within the Central London Area, and which are well-served by public transport, food, drink, and entertainment uses may also be acceptable as part of a mix of uses and subject to assessment of their impacts.
- 6.15. Neighbourhood Centres have a close mix of residential and commercial uses. These centres may also be appropriate locations for small-scale food and drink uses as part of a mix of uses and subject to assessment of their impacts (specific guidance is provided in **Section 16**).
- 6.16. In areas where it is recognised that there are residential properties that may be sensitive to food, drink and entertainment uses then such uses will be stringently managed as these are the locations most sensitive to the nuances associated with food, drink and entertainment uses. The Council will only normally grant planning permission for development for small scale, low impact food and drink such as cafés and restaurants (within Class A3), if any, with relatively early closing times (see **paragraph 6.20**).

### **Clustering of Food, Drink and Entertainment Uses**

- 6.17. Part of the Central London Area is identified in the London Plan as an area of 'mixed uses with a strong arts, cultural or entertainment character'. This area is recognised as having a concentration of food, drink and entertainment uses which are considered to be strategically important. At a local level, clusters of food, drink and entertainment uses may form. For the purposes of this guidance a cluster is considered to be a grouping of three or more adjacent or opposite uses.
- 6.18. The clustering of food, drink and entertainment uses can contribute to an unacceptable cumulative impact within an area. The development of clusters of food, drink and entertainment uses can also undermine the mixed use character of an area, and can result in displacement of specialist uses that contribute positively to the character of an area and to the range of facilities and services provided. The Council will therefore not grant planning permission for development which creates harmful clusters of food, drink and entertainment uses. This includes the development of new clusters, as well as the extension or intensification of existing clusters.

### **Diversification of Uses**

- 6.19. The Council's Cultural Strategy supports diversity in the cultural economy, including the night economy. Recent guidance (e.g. the GLA's "London Culture Capital" the Culture Strategy for London) has highlighted the need to encourage diversification of evening activities to ensure that the night-time economy is not dominated by alcohol consumption. Diversification is also promoted in the Mayor's Best Practice Guidance on Managing the Night Time Economy. This is considered to be important in terms of providing facilities that appeal to a broad cross section of people and improving the safety, amenity and quality of urban areas, which is in line with objectives of the Council's Community Strategy. The Council will seek diversification of evening activities in the Central London Area, and will resist the creation of a concentration of alcohol-based uses (such as A4 and sui generis night club uses). Concentration, in the terms of this guidance, refers to a concentration of one or two particular types of uses that may dominate an area.

### **Hours of Operation**

- 6.20. The Council will attach conditions controlling hours of operation to planning permissions for development for food, drink, and entertainment uses. In predominantly residential areas such uses will generally not be permitted to operate later than midnight. In some instances, depending on the location, the character of the area, the nature of the proposed use and its likely impact on amenity, earlier closing times may be appropriate. This closing time refers to the time by which all customers should be off the premises and all noise-generating clearing up activities should cease.
- 6.21. In the more commercial areas, such as the Central London Frontages and other heavily-trafficked streets with significant amounts of commercial development, limited residential development and well-served by public transport during the late evening/night, later closing times (beyond midnight)

may be appropriate. All such applications will be assessed on a case-by-case basis and will be subject to impact assessment as set out in **Appendix D**.

## Tables and Chairs

- 6.22. Tables and chairs placed outside buildings can provide enjoyable facilities and contribute to the vibrancy and character of an area. However, they may also generate impacts in terms of expanding or intensifying food and drink uses, generating noise leading to a loss of residential amenity, obstructing the footway, particularly for people with disabilities, impeding street cleansing and rubbish collection, and providing opportunities for crime and anti-social behaviour like begging and theft. In addition, if they are of an inappropriate form, they may detract from the character of the area. Tables and chairs may be located on the public highway, within the curtilage of a building, or both. Similarly the use of outside heaters can also generate negative impacts in terms of expanding or intensifying food and drink uses and through the generation of noise.

### *Tables and Chairs on the Public Highway*

- 6.23. For tables and chairs on the public highway, annual permits are issued by the Council under Section 115 A-K of the Highways Act 1980. The Council's Statement of Licensing Policy sets out guidance for tables and chairs placed on the public highway. For new applications the Council will generally apply hours of operation between 9am and 6pm. However in some circumstances licences outside of these times may be granted by the Council for new applications in predominantly commercial streets in the Central London Area<sup>2</sup>. However if it is felt that later opening times may not be suitable for tables and chairs due to possible impacts on sensitive uses then the Council's planning department may place a condition on a development which limits the hours of use for tables and chairs. Likewise the Council will consider the potential impact of other external features such as outside heaters and may attach a condition preventing the placing of such items outside buildings or which puts restrictions on their use.

### *Tables and Chairs within the Curtilage of a Building*

- 6.24. When the Council considers planning applications for new food and drink uses, it considers the potential impacts of tables and chairs placed outside a building (UDP **policy R3**). A condition may be attached to planning permissions for development for new food and drink uses which prevents the placing of tables and chairs outside buildings, or which puts controls on the tables and chairs, if appropriate. For planning applications in Central London Frontages (see **Section 15**) and other predominantly commercial streets in the Central London Area, the Council will attach a condition to limit hours of operation to between 8am and 11pm Monday to Thursday, 8am to 11.30 pm on Friday and Saturday and 8am to 10.30pm on Sunday. In other areas, conditions applying hours of operation between 9am and 6pm will generally be attached to planning permissions, although later hours will be acceptable provided that it can be demonstrated no harm (in terms of the impacts as set

---

<sup>2</sup>High Holborn, Kingsway, New Oxford Street, Southampton Row, Tottenham Court Road, Charing Cross Road



out in **paragraph 6.22**) will be caused. Likewise the Council will consider the potential impact of other external features such as outside heaters and may attach a condition preventing the placing of such items outside buildings or which puts restrictions on their use.

### **Smoking Ban in Indoor Public Areas**

- 6.25. From 01 July 2007 smoking in all indoor public places in England will be banned, for example in establishments such as pubs, restaurants, nightclubs and private members clubs. If owners of such establishments wish to provide specific smoking areas for their customers, such as smoking shelters, then planning permission may be required, particularly if it is intended to erect some type of outdoor shelter (with no walls in order to comply with the legislation) such as canopies or smoking shelters. If such structures are intended to be erected then the Planning Department should be contacted in order to see whether planning permission is required. Particular issues that may result from the creation of these smoking areas may be the visual impact, especially given that much of the Central London Area consists of Conservation Areas and listed buildings, and the noise impact associated with people who wish to smoke congregating in outdoor areas near residential properties. Where outdoor smoking areas are proposed restrictions on opening hours may apply where applicable. Further guidance on the Smoking Ban, for licensees, can be found in the Council's document titled "Guidance for licensees – Implementing Smokefree Camden from 1 July 2007" Additional guidance can also be found on the Council's website and at [www.smokefreeengland.co.uk](http://www.smokefreeengland.co.uk).

## **7. Specialist Uses and Other Planning Issues**

### **General Guidance**

- 7.1. Specialist uses such as bookshops, galleries, jewellery uses, electrical and non-multiple clothing shops, university and legal uses make a considerable contribution to the character of the Central London Area and the areas in which they are located. The Mayor's London Plan recognises the importance of specialist uses in Central London and seeks to protect these uses in its Policy 5B.3. In the UDP and Conservation Area statements, the importance of concentrations of specialist retail and other activities to the character and function of areas is also noted. The Council's Cultural Strategy recognises the contribution of specialist uses such as the jewellery industry in Hatton Garden. Specialist uses add to the variety of goods locally available to residents, and also contribute to the economy of Camden and London by providing employment and tourism. It should also be recognised that retail uses in general also make a significant contribution to the character, attraction, economy, vibrancy and vitality of Central London. The UDP and this guidance seeks to promote and encourage all forms of retail uses in Central London so that they maintain a positive contribution to the area. Furthermore the Central London Sub-Regional Development Framework also identifies a need for new retail space in the Central London sub-region.
- 7.2. The Council seeks to prevent the erosion of concentrations of specialist uses that contribute to the special character of the Central London Area. Where

these uses contribute to the character of a Conservation Area, they are protected by **policy B7** in the UDP<sup>3</sup>.

- 7.3. Retail uses including specialist retail within Neighbourhood Centres are protected by UDP **policy R7**. Retail uses including specialist retail outside of the Neighbourhood Centres that contribute to the character of an area are protected by **policy R7** in the UDP. Within areas identified as having concentrations of specialist retail uses, the Council will not grant planning permission for development which results in a reduction in the stock of premises available for specialist uses. On the other hand, further development of specialist uses should not undermine the mixed use character of areas.
- 7.4. It is important to note that the operation of the Use Classes Order limits the powers the Council has to control the loss of specific types of retail uses (see **Appendix B**). For instance, a bookshop can change to any other use in the A1 Use Class, such as a sandwich shop, without planning permission.
- 7.5. Other UDP policies seek to protect, enhance and control other types of specialist uses as appropriate (e.g. light industrial uses in Hatton Garden, university uses). These are dealt with in detail in the area-based guidance in **Parts C** and **D** of this Guidance. Guidance for theatres in the Central London Area is set out below.

### **Theatres and Other Performance Venues**

- 7.6. The Council recognises the unique contribution made by theatres and other performance venues, eg concert venues, to the rich cultural diversity of the Borough, including the Central London Area. The Council will resist proposals that result in the loss of theatres and other leisure uses (UDP **policy C4**).

### **Air Conditioning Units**

- 7.7. The installation of air conditioning units within Central London can have a negative impact on the visual appearance of an area as well as having the potential to disturb the amenity of residents and workers alike through noise. The Council recognises the likely disturbance that air conditioning units can cause and all new air conditioning units will require planning permission.
- 7.8. When new air conditioning units are installed they should be positioned sensitively so that they do not have an unacceptable visual impact, even more so within conservation areas and on listed buildings. New units should not create excessive noise, particularly where there are noise sensitive environments in close proximity, such as residential properties. Where planning permission is sought for new air conditioning units the combined background noise will also be taken into consideration and where such units are granted planning permission, conditions may be attached restricting the amount of noise (measured in decibels) being emitted from such units,

---

<sup>3</sup> Central London includes the following Conservation Areas each of which has a Conservation Area Statement for the following areas: Bloomsbury (Statement includes the Strand), Charlotte Street, Denmark Street, Hatton Garden, King's Cross, Kingsway and Seven Dials

especially in noise sensitive areas and areas where there are noise sensitive uses (Policy **SD7**). For details on noise levels from plant and machinery for which planning permission will not be granted please refer to **Appendix 1, Table E** of the **UDP**.

---

## PART C – LOCAL AREAS

### 8. Covent Garden

#### Area description

- 8.1. The Covent Garden area forms part of the West End, the majority of which is located in the City of Westminster. The boundary of the Covent Garden area is shown on **Map 3**. The area is characterised by an intricate mix of uses, which are generally small in scale, and set within a unique historic and architectural environment. Uses include residential development, retail, offices, food and drink uses and hotels, and are often mixed vertically within buildings.
- 8.2. Functioning as part of the wider Covent Garden area, the area is home to well-known retail and entertainment facilities and is a major tourist attractor. It is home to over 50 independent fashion retailers, a similar number of restaurants and coffee shops, as well as a range of pubs, bars and theatres. The London Plan defines much of this area as having “mixed uses with a strong arts, cultural or entertainment character”. The area has a residential population of around 1,350 people (2001 Census).

#### Planning Guidance

##### *General*

- 8.3. The Covent Garden Area is defined in the London Plan 2004 as a Strategic Cultural Area meaning that it is an area with internationally important cultural institutions which are also major tourist attractions. The uniqueness of Covent Garden is recognised and it is noted that it is an area that experiences significant development pressure given its status and location. Therefore the Council will seek to protect this unique status through current UDP policies and guidance contained within this document. The Council recognises that the following are specific development issues that can have an impact on the Covent Garden area.
  - Protection of small businesses in the area (**UDP Policy E3C**). Through Policy E3C the Council seeks to ensure a sufficient supply of good quality, accessible accommodation to meet the requirements of small and growing businesses. This is considered appropriate within the Covent Garden Area where such accommodation contributes to the mixed use character of the area and helps enhance its attractiveness.
  - Seeking to protect and retain community facilities and open space as well as seeking additional provision (**UDP policies C1, C2, N2, N3 and N4**). It is particularly important to protect existing facilities and seek additional provision through new developments of community facilities and open space in order to provide support to the residential communities within the Covent Garden area.
  - Covent Garden is a key strategic tourist destination within Central London. The large number of restaurants, cafes and similar uses in the area contribute significantly to the evening economy as well as

acting as key attractants to the area, particularly for tourists. Although these uses contribute significantly to the areas economic vitality and viability they can also have a negative impact on the amenity of residents within the area as well as placing pressure on existing retail facilities, including convenience uses. Through policies such as **R2**, **R3**, **R7** and **C5** in the UDP, the Council will seek to ensure an effective balance between the uses that make the Covent Garden area a major tourist destination and the amenity of local residents.

- Addressing the effects of transport congestion (UDP policies **T2**, **T4**, **T8** and **T9**). The Council will seek to curb the impact of traffic related problems in the area by ensuring, through the relevant policies, that new developments will not have an adverse impact on the safety and efficiency of transport systems.
- In addition to the above policies the Camden Planning Guidance (CPG) 2006 contains more specific information on what the Council expects from particular developments including such areas as open space provision, affordable housing, housing standards and planning obligations. The purpose of the CPG is to give additional advice and information on how the Council will apply its planning policies in the UDP.

#### ***Food, Drink and Entertainment Uses***

- 8.4. All food, drink and entertainment uses are subject to the general guidance set out in **Section 6**. For all planning applications, the Council will not grant consent for proposals that it considers would cause harm to the area, as set out in **Appendix D**.
- 8.5. Analysis of planning applications indicates some pressure for smaller food, drink and entertainment uses in the Covent Garden area, with demand for larger scale uses tending to focus on the surrounding area. The location of the Covent Garden area in the West End means it is particularly likely to further experience pressure in the future.
- 8.6. Food, drink and entertainment uses are an important part of the mixed use character and function of the Covent Garden area. They are important in providing activity and improving surveillance in the evening. However, the intricate mix of residential and night-time economy uses, narrow streets and fine urban grain mean that the Covent Garden area is particularly sensitive to the impacts of food, drink and entertainment uses. Significant expansion or extension of food, drink and entertainment uses could harm the character and retail function of the area, as well as exacerbating the cumulative impacts of food, drink, and entertainment uses.
- 8.7. The area's existing commercial activities located in the Commercial Frontages are shown on **Map 4**. There are significant amounts of residential development on the upper floors of many of the frontages. In order to protect retail facilities, maintain the mixed use character of the area and avoid cumulative impacts, permission for development of food, drink and entertainment uses may be granted normally to a maximum of 25% of total units of each Commercial Frontage (refer to UDP policies **R3**, **R7** and **B7**, and **Appendix C** of this guidance for calculation of the percentage of uses in

Commercial Frontages). This is subject to assessment of the impacts of proposals (see **Appendix D**).

- 8.8. Along with these frontage controls, the Council will also seek to ensure that no potentially harmful concentrations of food, drink and entertainment uses occur in each frontage or adjacent frontages. In assessing applications in these locations, the Council will take into account the number of food, drink and entertainment uses in adjacent and opposite premises. To avoid the creation of clusters of food, drink and entertainment uses that could create a harmful impact, planning permission will not be granted for development which results in more than two of these uses being located consecutively in a frontage. This guideline, combined with those set out in **paragraph 8.14**, allows only limited potential growth in food, drink and entertainment activities in the area.
- 8.9. Due to the character of the area and mix of uses, proposals for food, drink and entertainment uses which are likely to create harm (including pubs, bars, night clubs and takeaways in Use Classes A3, A4, A5 and SG) are unlikely to be acceptable and planning permission for development will generally not be granted. In addition, in some locations cooking activities requiring air handling equipment may not be appropriate, and conditions will be attached to planning permissions for development to limit permitted activity. In some locations, there are existing food, drink and entertainment uses in the basement or upper floors of buildings. The cumulative impacts of these premises will be considered when assessing planning applications for additional premises. The Council will not grant planning permission for development that will create potentially harmful concentrations of food, drink, and entertainment uses in each frontage or in adjacent frontages.
- 8.10. To provide protection for residential amenity and to protect the particular character of the area, all new or expanded uses should be small scale, generally with a maximum gross floor area of 100m<sup>2</sup>. Exceptions will only be made where it can be demonstrated that larger uses will not create harmful impacts or undermine the character of the area.
- 8.11. Conditions will be attached to planning permissions for development of food, drink and entertainment uses to restrict hours of operation to generally no later than midnight. In some instances, depending on the location, nature of the proposed use and likely impact on amenity, earlier closing times may be appropriate. This closing time refers to the time by which all customers should be off the premises and all noise-generating clearing up activities should cease. Later hours will only be acceptable provided that it can be demonstrated no harm will be caused.
- 8.12. Outside of the Commercial Frontages, new or extended food, drink and entertainment uses are likely to cause harm to residential amenity and the character of the area, and the Council is unlikely to grant planning permission for development of these uses. The exception to this is part of Shaftesbury Avenue as indicated on **Map 5**. This area lines a busily-trafficked through route and is characterised by larger scale, commercial buildings and limited residential development. Food, drink and entertainment uses may be acceptable as part of a mix of uses. However, planning permission will not be granted for development which undermines the mixed use character of the area or residential amenity, or creates a harmful cluster of uses (UDP **policies SD5** and **R3**).

- 8.13. Covent Garden also contains many theatres. Development relating to theatres should take into account the guidance contained in **paragraph 7.6** of the Planning Guidance for Central London.

#### **Specialist Retail Uses**

- 8.14. The Covent Garden area is home to a concentration of over 50 independent fashion retailers. These retailers are considered to be of national and international significance, and contribute to the character of this area. Although there has been little pressure for changes of use from retail to other uses in recent years, the development pressures discussed in **Section 6** suggest that there could be pressure on retailing in the future. General guidance on specialist uses is provided in **Section 7**. The Council considers that the specialist retail activities make an important contribution to the special character of Covent Garden, and that this would be harmed by any reduction in the stock of premises suitable for retail purposes (refer to **UDP policies R7C and B7**). The Council will not grant planning permission for development which results in the number of ground floor premises in retail use falling below 80% of the total units in each individual Protected Retail Frontage indicated on **Map 4**.

## **9. Fitzrovia**

### **Area Description**

- 9.1. The **Fitzrovia** area lies south of Euston Road between Gower Street/Bloomsbury Street and Cleveland Street, and extends as far as New Oxford Street. The area boundaries are shown on **Map 6**. Fitzrovia also extends further westwards within the City of Westminster.
- 9.2. The area contains a varied mix of uses and its character differs throughout. This mix of uses contributes to the character of the Conservation Area and also to economic activity and the well-being of the whole area. It has a considerable resident population of about 4,810 people including a substantial student population comprising around 1,470 people (2001 Census).
- 9.3. Tottenham Court Road, which is designated a Central London Frontage in this Guidance, runs north/south through Fitzrovia, effectively bisecting the area. Tottenham Court Road has its own distinct character and issues for this area are dealt with in **Section 15**. The areas on either side of Tottenham Court Road differ in character from each other and as such are described individually below. Fitzrovia contains three Neighbourhood Centres – Cleveland Street, Goodge Street and Store Street. Guidance for these centres is covered in **Section 16**.
- 9.4. The western part of Fitzrovia is characterised by small-scale buildings dating from the Georgian period, with the traditional street pattern and fine grain urban form being largely preserved. This is particularly so in the northern and southern ends. These areas contain a significant amount of housing (including student housing) with a variety of generally small-scale commercial uses including offices, retail (including specialist uses),

restaurants and cafés, often mixed vertically within buildings. Fitzroy Square, is within this area and is a particularly well-preserved Georgian Square.

- 9.5. Warren Street and Cleveland Street in the northern part of this area, and Charlotte Street and Goodge Street to the south have a concentration of shopping and food and drink uses. These retail uses are further enhanced by a variety of small-scale, independent specialist retailers particularly art galleries/dealers, but also furniture shops, bookshops and music shops most notably around Percy Street and Windmill Street in the south of the area. The diversity and the range of retail outlets in this area contribute to its mixed-use character and vitality. The mixed-use character of the southern part of this area is particularly referred to in the Charlotte Street Conservation Area Statement.
- 9.6. The middle section of this part of Fitzrovia (between Maple Street and Tottenham Street) is however distinctly different in nature than the rest of this area and is characterised by more modern large-scale buildings including the BT Tower. The main uses here are offices, including media and advertising companies, hospital, university and related uses such as student housing, and some general housing.
- 9.7. Fitzrovia east of Tottenham Court Road is also varied in character with a number of large-scale buildings including offices, several hospital and university-related uses and private colleges. An extensive spine of housing runs through the area, concentrated mainly along Huntley Street and Ridgmount Gardens. This residential element represents a significant proportion of Fitzrovia's overall population. There are a number of smaller offices and institutions located within the terraced properties around Bedford Square, also a well-preserved Georgian Square. The Store Street Neighbourhood Centre is also within this area.
- 9.8. University, education and hospital uses (and related activities such as student and nurses accommodation) are interspersed throughout Fitzrovia, with these uses also spread over the Borough boundary into the City of Westminster.

## Planning Guidance

### *General*

- 9.9. Fitzrovia has its own characteristics that are individual and unique to the area. These include the mix of developments in terms of uses, character and scale, the importance of Tottenham Court Road as a retail centre and focus for development and the importance of the hospital and university as major land uses. More specifically some of the main development issues include:
  - The diversity of uses within this area is strongly recognised and will be sought to be maintained through the UDP and this Guidance. The UDP, particularly through **Policy SD3**, seeks to ensure that new developments incorporate a mix of developments including a contribution to housing.



- Given the important retail function that Tottenham Court Road serves, through this Guidance and the UDP, namely **policies R1, R2, R3 and R7**, the Council will protect this function and seek to retain its retail and specialist use character in order to maintain its vitality and viability as a significant centre.
- The Fitzrovia area is also characterised by the University of London, University College London and the University College Hospital and has experienced growth in a number of other education institutions such as English language schools. The expansion of these facilities can result in a potential impact on residential amenity and could also result in the loss of existing uses in the area such as residential, retail, social and community. The Council will be supportive of further expansion of these facilities provided that it does not result in unacceptable impacts on the area. Such proposals will be considered in line with **Policy C1**. Additionally, uses associated with these institutions will also be protected through **Policy C2**. The loss of residential, retail, social or community uses as a result of the expansion of further education/hospital uses is likely to be resisted.
- There is a considerable residential population within the Fitzrovia Area. In order to maintain residential amenity in the Fitzrovia Area the Council will seek to ensure that new developments (both residential and non-residential) make a contribution to open space provision (in accordance with **Policy N4** in the UDP and the Camden Planning Guidance),
- In addition to the above policies the Camden Planning Guidance (CPG) 2006 contains more specific information on what the Council expects from particular developments including such areas as open space provision, community facilities, affordable housing, housing standards and planning obligations. The purpose of the CPG is to give additional advice and information on how the Council will apply its planning policies in the UDP.

### ***Food, Drink and Entertainment Uses***

- 9.10. All food, drink and entertainment uses are subject to the general guidance set out in *Section 6*. For all planning applications, the Council will not grant consent for proposals that it considers would cause harm to the area, as set out in ***Appendix D***.
- 9.11. Food, drink, and entertainment uses are considered to be an important part of the mixed use character of Fitzrovia. They contribute to the vitality and viability of the area and provide natural surveillance during the evening and at weekends. However, the often intricate mix of uses in this area and the fine urban grain means that it is particularly sensitive to the impacts of food, drink, and entertainment uses. If such uses are allowed to dominate, this could result in a reduction in the number and range of shops (particularly local convenience shopping and specialist uses that add to the character of the area), and may harm the overall mix of uses. Growth of these uses may also result in a loss of local residential amenity through a range of impacts.

- 9.12. The general trends relating to food, drink, and entertainment uses in the Central London Area as described in Section 6 and the proximity of Fitzrovia to the West End suggests that there could be pressure for additional food, drink, and entertainment uses here. To control the impact of food, drink, and entertainment uses, Commercial Frontages have been identified as shown on **Map 7**. There are significant amounts of residential development on the upper floors of many of these frontages. In these Commercial Frontages, planning permission for development of food, drink and entertainment uses may be granted normally to a maximum of 25% of total units in each Commercial Frontage (refer to UDP **policies R3, R7 and B7**, and **Appendix C** for calculation of the percentage of uses in Commercial Frontages). This is subject to assessment of the impacts of proposals (see **Appendix D**).
- 9.13. Along with these frontage controls, the Council will also seek to ensure that no potentially harmful concentrations of food, drink and entertainment uses occur in each frontage or adjacent frontages. In assessing applications in these locations, the Council will take into account the number of these uses in adjacent and opposite premises. To avoid the creation of clusters of food, drink and entertainment uses that could create a harmful impact planning permission will not be granted for development which results in more than two of these uses being located consecutively in a frontage. This guideline, combined with those set out in **paragraphs 9.20 and 9.21**, allows only limited potential growth in food, drink and entertainment activities in the area.
- 9.14. Due to the character of the area and mix of uses, food, drink and entertainment uses which are likely to create harm are unlikely to be acceptable, and planning permission for development will generally not be granted. In addition, in some locations cooking activities requiring air-handling equipment may not be appropriate, and conditions will be attached to planning permissions to limit permitted activity.
- 9.15. Within Commercial Frontages, in order to protect residential amenity and the character of the area, all new or extended uses should generally be small scale, generally with a maximum gross floor area of 100 m<sup>2</sup>. Exceptions will only be made where it can be demonstrated that larger uses will not create harmful impacts or undermine the character of the area.
- 9.16. Conditions controlling hours of operation no later than midnight will generally be attached to planning permissions for development of food, drink and entertainment uses. In some instances, depending on the location, nature of the proposed use and likely impact on amenity, earlier closing times may be appropriate. These closing times refer to the time by which all customers should be off the premises and all noise-generating clearing up activities should cease. Later hours will only be acceptable provided that it can be demonstrated that no harm will be caused.
- 9.17. Outside of the Commercial Frontages, new or extended food, drink and entertainment uses are likely to cause harm to residential amenity and the character of the area, and planning permission will generally not be granted. Exceptions to this are the heavily trafficked thoroughfares like Euston Road and New Oxford Street, and where the character of the area is dominated by larger scale, commercial buildings and limited residential development (e.g. in the area around Howland Street). In these locations additional food, drink and entertainment uses could add to vitality of the area and could contribute to the overall mix of uses. The Council will not, however, grant planning

permission for development that would undermine the mixed use character of the area or residential amenity, or create a harmful cluster of uses (UDP **policies SD5 and R3**).

### ***Specialist Retail Uses***

- 9.18. The main concentration of specialist retail uses in Fitzrovia are the independent art galleries / dealers<sup>4</sup>, bookshops, model makers and designer clothing shops in the Percy Street / Windmill Street area described in **paragraph 9.5** above. However there are also a number of other specialist retail uses interspersed throughout the Fitzrovia area.
- 9.19. There has been little recent pressure for changes of use from retail to non-retail uses in this area. However, given the possible development trends discussed above in relation to food and drink uses, this could result in pressure for changes of use from retail to food and drink uses in the future. This is particularly important given that these areas are close to one of the main areas of food and drink uses in Fitzrovia around Charlotte Street.
- 9.20. General guidance on specialist uses is provided in **Section 7**. The Council considers that the specialist retail uses in the area around Percy Street and Windmill Street and those interspersed throughout the area make an important contribution to both the special character of the area and to the wider West End shopping function, often drawing customers from across London and further afield. This would be harmed by any reduction in the stock of premises suitable for retail purposes. (UDP **policies R7 and B7**). Planning permission will not be granted for development which involves the loss of retail uses in the Protected Retail Frontages designated on **Map 8**.
- 9.21. The Council recognises the role of retail and its contribution to both the mixed use character and the varied function of the area. The Council will protect existing local retail (including those retail premises outside the designated Protected Retail Frontages) and support the development of small shops within Fitzrovia where they add character and vitality to the area. The relevant UDP **policies R1 and R7**.

### ***Academic and Medical Uses***

- 9.22. Fitzrovia adjoins the main area of academic uses in the Central London Area, which is recognised as a specialist area in the UDP and this Guidance (see **Section 11**). Within Fitzrovia (including that part of Fitzrovia within the City of Westminster) there are a number of university, education and hospital uses as well as related uses such as student halls of residence.
- 9.23. The proximity of existing university and hospital facilities in and around Fitzrovia suggest that the area is likely to continue to come under future pressure for additional academic, medical and related uses, including student housing. While the Council is generally supportive of the expansion of such uses (UDP **policy C1**), this is subject to protection of residential and other uses, local amenity and the environment. Any expansion of the University of London, associated institutions and other medical and educational facilities will be viewed in light of **Policy C1** and the Council will

---

<sup>4</sup> Art galleries/dealers for which the main activity is for the sale of artwork are considered to fall within Class A1 (retail) of the Use Classes Order.

ensure that any future expansion does not result in harm to other uses in the area such as residential, retail, social and community uses.

- 9.24. Student accommodation takes a variety of forms, including general housing, houses in multiple occupation, student hostels and halls of residence. Student hostels / halls of residence are *sui generis* uses. When considering proposals for these uses, the Council will take into account the potential impact on the surrounding area, in terms of residential amenity, character, the environment, transport conditions and any concentration of existing hostels and other similar uses.
- 9.25. Sections of the eastern part of Fitzrovia already have substantial concentrations of university, education, medical and related uses. The Council will be particularly mindful of the cumulative impact of new or extended uses on residential amenity and the mix and character of the area when considering planning applications in these locations.

## 10. Hatton Garden

### Area Description

- 10.1. Hatton Garden is located in the Holborn area, on the south-eastern edge of the Borough. It is generally bounded by Leather Lane, Holborn, Farringdon Road and Clerkenwell Road, with the area boundary shown on **Map 9**.
- 10.2. The area is London's (and the UK's) largest jewellery district and has been established as a centre for the jewellery and diamond trade since the 19<sup>th</sup> century. These activities are of international significance.
- 10.3. This concentration of jewellery-related uses gives Hatton Garden its distinctive character. Over 70 jewellery retail shops are clustered together in this area, as well as many small jewellery workshops. Other jewellery-related uses include wholesalers, precious metal traders, precision instruments manufacturers, and the offices of jewellery firms. There is a high degree of interdependency between the different jewellery industry uses that is of benefit to the operation of their activities.
- 10.4. Within the area are other light industrial uses particularly associated with the media, graphics and printing. The area contains a significant amount of the Borough's manufacturing employment, comprising over 12% in 2001 (Annual Business Inquiry).
- 10.5. The London Plan includes Hatton Garden as part of an area of "mixed uses with a strong 'special industries' character". The importance of jewellery uses in defining the character of this area is also recognised in the Hatton Garden Conservation Area Statement.
- 10.6. Hatton Garden is not homogenous in character and can be divided into three parts. The main jewellery retail area is focused around Hatton Garden (the street) and its immediate cross streets. While there has been some redevelopment in this area, the urban fabric is generally small-scale with a mix of uses and a high concentration of small firms. Jewellery retailing is particularly concentrated at the southern end of Hatton Garden.

- 10.7. A further distinctive area exists to the east of the main jewellery retailing area and is characterised by larger-scale office buildings with virtually no ground floor retailing activity. Many of the office uses are associated with the jewellery or precious metals trade along with general office uses. There is also a small amount of housing interspersed with the office uses.
- 10.8. Leather Lane is on the western fringe of Hatton Garden. Most of this street is a designated Neighbourhood Centre in the UDP, and separate guidance is outlined in **Section 16**. While it has a similar urban form to the jewellery retailing area, at ground floor level it is characterised by general shopping uses with virtually no specialist jewellery retailing. It does however contain upper floor jewellery workshops. Part of the Holborn Central London Frontage falls within south side of the Hatton Garden area and guidance is provided in **Section 15**.

## Planning Guidance

### General

- 10.9. The importance of the jewellery sector in the Hatton Garden area is recognised in the UDP through **Policy E2**. Changes of use from office floorspace in this area will be considered stringently in line with this policy. Other key planning issues which are particularly relevant to the Hatton Garden Area are:
- It is recognised that the Hatton Garden Area has a specialist retail function given the strong representation of the jewellery sector in this area. Along with jewellery manufacturing, the focus of retail jewellery activities gives the area its unique character. Through **Policy E2** of the UDP and this guidance the Council will encourage the retention and promotion of these specialist retail activities.
  - The need to ensure the retention of a stock of small industrial premises associated with specialist trades. Manufacturing activity in this area contributes significantly to its special character and will be protected and preserved through **policies E2** and **E3B** of the UDP, particularly the pressures associated with residential development.
  - There is a need to retain an overall balance between residential and commercial development. Through **Policy E2** of the UDP the Council will consider in exceptional circumstances a change of use from B1(a) office floorspace to either residential floorspace or community uses (please refer to UDP **Policy E2** for full details). However because of the need to protect the B1(a) floorspace within the Hatton Garden Area, as a result of its decrease in availability, this policy will only be applied to B1(a) office floorspace within the Hatton Garden Area in very exceptional circumstances. Such exceptions will only be applied where office accommodation fails one or more of the suitability criteria of **Policy E2** and the premises have been vacant for at least two years as a result of no or lack of demand for the site (justified through the submission of marketing evidence, sustained over at least two years, with the property marketed at realistic prices and including consideration of alternative business uses and layouts).

- In addition to the above policies the Camden Planning Guidance (CPG) 2006 contains more specific information on what the Council expects from particular developments including such areas as open space provision, affordable housing, housing standards and planning obligations. The purpose of the CPG is to give additional advice and information on how the Council will apply its planning policies in the UDP.

### **Offices and Light Industrial Uses**

- 10.10. The jewellery-related and other light industrial uses are significant to the Hatton Garden jewellery area, and to the overall amount and diversity of employment in the Borough. The potential threat to these uses means that the Council seeks to protect both offices and light industrial development in Hatton Garden.
- 10.11. The uses under most development pressure in Hatton Garden are office and light industrial (manufacturing) uses (Use Class B1). Analysis of recent planning applications indicates that there has been demand for changes of use of Class B1 floorspace to housing without a corresponding increase in the creation of new Class B1 floorspace.
- 10.12. The direct loss of light industrial stock will place pressure on manufacturing uses, including jewellery related manufacturing. A loss of offices can also place pressure on remaining light industrial uses. The operation of the 1987 Use Classes Order means that light industrial uses can be changed to offices without planning permission (see **Appendix B**). In Central London rent levels for light industrial uses are significantly lower than offices. At present there are high vacancy levels of office space in the midtown part of Central London, including Hatton Garden, so pressure on light industrial uses is not as pronounced as usual. However the Central London office market is cyclical, and during periods of high office demand a shortage of offices could result in pressure for changes of use from light industrial use.
- 10.13. UDP **policy E3** relates to light industrial uses in the Central London Area. Under this policy the Council will seek to retain sites and buildings suitable for continued light industrial use that contribute to the character and function of an area. These uses in Hatton Garden clearly contribute to the character and function of this area. The importance of retaining accommodation for small firms (such as jewellery workshops) is also recognised by UDP **policy E3**.
- 10.14. Through UDP **policy E2** the Council seeks to retain suitable employment uses. While there is a policy exception allowing changes of use from offices to other uses in appropriate circumstances, this does not apply to Hatton Garden because of the impact on light industrial floorspace described in **paragraph 10.13**. Exceptions to this will only be made if the office accommodation is unsuitable for continued use, or has been vacant for two years or longer (subject to details being provided of the property being adequately marketed at realistic prices) as set out in the UDP, **paragraph 7.19**. Where a change of use is allowed, the Council's preferred use would be permanent residential and light industrial workshops.
- 10.15. In UDP **policy SD3** the Council encourages mixed-use development in the Central London Area and expects larger development schemes to

incorporate up to 50% of additional floorspace as housing where appropriate. An exception is made in Hatton Garden because of the importance of the jewellery uses where a lesser provision of housing may be acceptable provided other benefits such as jewellery workshops and related light industry is provided.

### **Specialist Retail Uses**

- 10.16. In contrast to office and light industrial uses, there appear to be no significant development pressures threatening specialist retail activity in Hatton Garden. These specialist uses appear to benefit from nearby shopping areas at Leather Lane and Holborn / High Holborn which provide a good stock of shop units in the general area, relieving potential pressure on the Hatton Garden shop units.
- 10.17. The specialist retail jewellery uses are an important aspect of the character and function of Hatton Garden. The number and concentration of these uses also creates a critical mass that attracts customers to this area. In line with the general guidance in **Section 6**, the Council will not grant planning permission for development involving the loss of retail uses in Protected Retail Frontages shown on **Map 10**. Relevant UDP **policies** are **R7** and **B7**. While there are no development pressures threatening the jewellery retailers, this guidance provides a safeguard should there be a change in the situation.
- 10.18. The creation of further small-scale retail shop units in the Hatton Garden area will generally be encouraged. This should preferably occur in the area of Protected Retail Frontages containing jewellery uses shown on Map 10, but expansion outside of this area may also be appropriate.

## **11. Museum Street Area**

### **Area Description**

- 11.1. This area is within Bloomsbury, and comprises the British Museum and the areas immediately south and east. The area boundaries are shown on **Map 11**. It is characterised by well-preserved Georgian squares and residences, many of which are now in commercial use. The British Museum dominates the area and is one of London's main tourist attractions.
- 11.2. Uses throughout this area are not uniform. The area west of the Museum is characterised by a high concentration of small hotels and several offices, as well as housing. South of the Museum, particularly along Museum Street, Bloomsbury Street and Great Russell Street, is a concentration of specialist retail uses dealing in collectible items such as antiquarian books, prints, coins and vintage cameras that contribute significantly to the character of the Museum Street Area. There are also a number of cafés and restaurants located throughout this part of the area.
- 11.3. There is also a significant residential population in the area (around 1,220 people in the 2001 Census), with housing remaining a key component of the mix of land uses, particularly on upper floors and within the mansion blocks along Bury Place.

## Planning Guidance

- 11.4. The Museum Street area receives a substantial number of visitors every year due to the British Museum being located here. As a result of this a number of uses in the area have developed as supporting facilities and services. An example being the specialist bookshops in the area. Given the contribution these specialist uses make to the character of the area the Council will encourage the retention of these specialist retail activities through Policy R7C.

### **Specialist Retail Uses**

- 11.5. The concentration of specialist retail activity south of the Museum is considered to be under particular threat from other uses. In recent years, several planning applications have been made for changes of use of retail to non-retail uses, mainly for food and drink uses. These applications have generally been refused by the Council in line with longstanding policies to protect such uses.
- 11.6. The Council will continue to protect the specialist uses south of Museum Street as they make an important contribution to the character of this area, as well as adding to the mix of uses in this area. Relevant UDP **policies R7C** and **B7**. The character of the area will be harmed by the loss of premises and a reduction in the overall stock of premises suitable for retail purposes. The Council will not grant planning permission for development involving the loss of retail uses or number of retail units in the Protected Retail Frontages designated on **Map 12**.

## 12. University Area

### **Area Description**

- 12.1. This area contains the main concentration of University of London and associated institutions within the Central London Area. The boundary is shown on **Map 13**.
- 12.2. An academic area is recognised in the London plan as an area of “mixed uses with a strong academic character”. The University of London was founded in 1836 and some of the colleges date from before this time.
- 12.3. The university is of London-wide, national and international importance. Activities associated with University College London (UCL) and other educational institutions under the umbrella of the University of London add to London’s reputation as a centre for learning, and also contribute significantly to Camden’s overall employment, providing a diversity of employment opportunities within the Central London Area.
- 12.4. Although the area is dominated by university related uses it also includes residential development, with a resident population of around 720 people (2001 Census). The area also includes open space and limited commercial development. The Council will ensure that housing, residential amenity and



open space is protected when considering planning applications for academic uses.

- 12.5. Much of the area lies within the Bloomsbury Conservation Area and is characterised by large-scale buildings, many of which are listed, and some more traditional terraced properties.

### **Planning Guidance**

- 12.6. University related facilities have expanded considerably in recent years in Central London. The current trend of rising demand for higher education (evidenced by increased enrolment numbers) as well as advances in technology and research means this growth is likely to continue. There is no threat to the academic uses in this area and the main planning issue is accommodating future growth. Development potential within the University Area appears to be limited. There are few vacant sites and extensive development already exists on many sites. There are also restrictions on new development arising from the listed status of many of the buildings and the controls imposed by the Bloomsbury Conservation Area. Housing and open space that exist within the area are also protected uses in the UDP. There is still, however, some development capacity within the area, largely through redevelopment of existing sites, subject to townscape considerations applicable within the Bloomsbury Conservation Area and protection of residential amenity.
- 12.7. The UDP is generally supportive of the expansion of educational uses (including university) in the Borough (**policy C1**). The expansion of the university and its associated uses should be carefully balanced to ensure that the accommodation, supporting services and amenities of the local residential and business communities are not harmed.
- 12.8. The Council recognises that the University Area alone is unlikely to be sufficient to accommodate institutional expansion in the longer term, and other locations, including outside the Central London Area, will need to be considered. Any proposals will need to ensure the amenity of existing residents is not harmed.
- 12.9. The University of London, together with its constituent colleges, has a sizable presence in the Borough, particularly Central London. In line with **policy C1(C)** the Council will support the future growth of the University, its Colleges, and other educational institutions in a way that is sensitive to its surroundings and maintain the amenity of existing residential communities in Central London. Please also refer to **paragraphs 9.22-9.25** of this guidance.
- 12.10. In line with UDP **policy C1**, the Council will seek to ensure that, where appropriate, educational facilities are made available for public uses outside of term time or opening hours.

## 13. Inns of Court Area

### Area Description

- 13.1. This Guidance describes the Inns of Court Area which is located in Holborn on the southern edge of the Borough. It consists of two separate but nearby areas centred on the historic legal Inns of Court, Gray's Inn and Lincoln's Inn. The boundaries of the Inns of Court Area are shown on **Map 14**.
- 13.2. This area is part of the broader Central London legal area, which extends southwards along Chancery Lane to Temple (in the City of London). This overall legal area has been recognised in the London Plan as one of "mixed uses with a strong legal character". The area has a very long established legal character.
- 13.3. Legal uses within the two Inns of Court Area include barrister's chambers, solicitor's offices, courts, government legal offices and law schools. Along with the Inns of Court, legal uses occupy office buildings and former residential properties in some of the streets adjoining that also form part of this area.
- 13.4. While this area has a particularly dominant legal character, it also contains a mix of other uses. Some of these complement the legal profession such as specialist legal book and clothing shops. The Inns of Court themselves are not exclusively legal and include residential flats for occupation by people associated with the Inns of Court and other professional firms.
- 13.5. The streets around the Inns tend to incorporate a greater mix of uses, with legal uses interspersed with other office uses and residential accommodation. Retail and food and drink uses are also found in Chancery Lane and High Holborn.

### Planning Guidance

- 13.6. The legal character of this area has been in existence for a considerable period of time and is a long established part of the Central London Area. The Council seeks to retain legal uses in this area.
- 13.7. It is not known of any pressures that would displace legal uses from this area. The area has been relatively stable in terms of legal uses over the past 10 years and may have experienced some growth. The concentration of other legal professions, courts and government legal offices, and training facilities; makes this area attractive for the location of legal practices.
- 13.8. Although the potential for expansion of the two Inns is particularly limited due to the listed status of these buildings, the general oversupply of offices in Central London means that the numerous, vacant offices elsewhere in the area could be occupied by legal uses.
- 13.9. UDP **policy SD3** encourages mixed-use development in the Central London Area and expects larger development schemes to incorporate up to 50% of additional floorspace as housing where appropriate. Exceptions include where growth in floorspace is for an existing user. This can allow for the

expansion of existing firms including legal uses without necessarily having to provide housing.

- 13.10. As an exception to the general policy approach of protecting business uses in UDP **policy E2** the conversion of office space to uses such as housing and community uses may be made in appropriate circumstances. It is acknowledged that application of this policy in the Inns of Court Area may reduce the amount of office floorspace available for legal uses. Due to the present oversupply of office space in Central London it is not proposed to make a general exception for the Inns of Court Area. However this approach will be reviewed should circumstances change and it becomes appropriate to protect office uses within the Inns of Court Area.
- 13.11. The two Inns of Court require flexibility in order to provide the size and type of floorspace required in order to remain competitive and attractive to tenants in the legal profession. It is therefore sometimes necessary to swap uses around within the buildings, particularly business and residential uses. In order to provide this flexibility the Council will grant planning permission for a change of use, provided there is no net loss of residential floorspace or significant reduction in office floorspace in line with UDP **policies H3** and **E2**. Given that most of these historic buildings are either Grade I, II\* or II listed buildings and lie within the Bloomsbury Conservation Area, any changes of use and their associated alterations to fabric and character will have to be very carefully considered.

## 14. Other Specialist Uses

### Music Industry Activities on Denmark Street

- 14.1. Denmark Street's famous "Tin Pan Alley" is an important centre for the UK's popular music industry. The specialist retailers located on the ground floor (and sometimes other floors) tend to focus on sale and repair of popular music instruments. Other music industry activities, including recording studios, artist management offices, music publishing houses and agents, are located on upper floors.
- 14.2. The Council considers that the music industry activities make an important contribution to the special character of Denmark Street, and that this would be harmed by any reduction in the stock of premises suitable for music industry purposes (refer to UDP **policies R7C, B7** and **E3**). The Council will not grant planning permission for development involving the loss of retail uses at ground floor and other levels and Class B1 uses at upper floors in the Protected Frontages indicated on **Map 15**.

## PART D – CENTRAL LONDON FRONTAGES AND NEIGHBOURHOOD CENTRES

### 15. Central London Frontages

#### Introduction

- 15.1. While the importance of some major shopping frontages in the Central London Area is recognised in the UDP, actual frontages are not defined. To better implement UDP policies, this Guidance defines these Central London Frontages.
- 15.2. Central London Frontages comprise the main shopping areas within the Central London Area. They generally either have an international, national or London-wide role in the shopping services that they provide, including a range of comparison or convenience goods and services for the local resident, worker and visitor populations.
- 15.3. There are three distinct areas of Central London Frontages:
- Tottenham Court Road / Charing Cross Road
  - Holborn (High Holborn / Holborn and Kingsway)
  - King's Cross / Euston Road
- 15.4. These areas are shown on **Map 2**. General guidance for the Central London Frontages is set out below, followed by specific guidance for each Frontage.

#### General Guidance

##### *Retail and Specialist Uses*

- 15.5. Central London Frontages have an important retail function and planning permission will not be granted for the net loss of retail floorspace where it will damage the character and function of a Central London Frontage (UDP **policy R7**). Some also include specialist retail uses and are subject to the general guidance provided in **Section 7**.

##### *Consolidating and Strengthening the Role of the Central London Frontages*

- 15.6. UDP **policy R1** guides uses that are major generators of travel demand to areas well served by public transport, including the Central London Area. In the Central London Frontages, where there are ground floor offices or other uses that do not contribute to their character and function, planning permission will be granted for the creation of new shop premises or other appropriate uses. New development will be expected to contain appropriate ground floor uses in line with the Council's mixed-use requirements in UDP **policies SD3** and **R7**. This approach is also true of the small 'gaps' that exist between parts of the Central London Frontages to create more cohesive shopping areas.

- 15.7. In some locations there are scattered commercial facilities that are considered potentially suitable for the expansion of the Central London Frontages. These include New Oxford Street, Kingsway south of the Holborn Central London Frontage, and Euston Road west of the King's Cross / Euston Road Central London Frontage. Planning permission will be granted for some expansion of an appropriate mix of commercial facilities, although the Council will ensure that development does not cause harm to residential amenity. It may be appropriate to provide breaks in commercial activities in specific locations adjacent to concentrations of residential development.

#### ***Food, Drink and Entertainment Uses***

- 15.8. Central London Frontages are considered generally appropriate locations for new food, drink and entertainment uses, as they have good public transport provision (including late-night services) and are busy, commercial streets with limited residential development (UDP **policy R1**). This, however, needs to be balanced against the need to protect the retail functions of Central London Frontages and protect residential amenity (UDP **policies R2, R3 and R7**), and this is reflected in the detailed guidance set out below. Central London Frontages are subject to the general guidance on food, drink, and entertainment uses outlined in **Section 6**. For all planning applications, the Council will not grant consent for proposals that it considers would cause harm to the area, as set out in **Appendix D**.

### **Tottenham Court Road / Charing Cross Road Central London Frontage**

#### ***Frontage Description***

- 15.9. This Central London Frontage takes in virtually the whole length of Tottenham Court Road from Euston Road to St Giles Circus. It also takes in the immediately adjoining area 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. This shopping area comprises over 190 ground floor commercial units and its boundary is shown on **Map 16**.
- 15.10. Public transport accessibility is high in this area, with Tottenham Court Road Underground Station situated at St Giles Circus whilst Goodge Street and Warren Street Underground stations are also on Tottenham Court Road. There are also numerous day and night bus routes throughout the area.
- 15.11. Within this Central London Frontage the Tottenham Court Road / New Oxford Street area differs in its character from Charing Cross Road to the south. Both areas are individually described below.

#### ***Tottenham Court Road / New Oxford Street***

- 15.12. This area is characterised by larger-scale developments and large retail units and contains about 90% of the overall units in the Central London Frontage. Retailing is well represented and accounts for nearly two thirds of units. Two distinct concentrations of specialist retail uses of London-wide significance can be identified here: furniture/home furnishings; and electrical goods.

These uses are intermingled with High Street multiples providing a range of convenience goods and services.

- 15.13. Historically, Tottenham Court Road has been associated with the furniture trade and these uses remain today. There are approximately 17 furniture and home furnishing stores in this part of the Central London Frontage, many of which occupy large retail premises. However more recently a small proportion of these stores have become vacant.
- 15.14. Electrical retailers selling a range of goods including computers, music systems, and cameras are clustered around the southern end of Tottenham Court Road and have extended along New Oxford Street. These account for just under half of the retail units in this part of the Central London Frontage.
- 15.15. Food, drink and entertainment uses tend to be interspersed amongst other uses. Within this part of the Central London Frontage is a theatre, casino, cinema, a nightclub as well as several restaurants, cafés, takeaways and public houses/bars. These uses account for 14% of the overall premises.

#### *Charing Cross Road*

- 15.16. Charing Cross Road is characterised by a mixture of development forms including the large-scale redevelopment at Centre Point, and older smaller scale development around Denmark Street as well as residential mansion blocks along its eastern side.
- 15.17. Retail uses account for two thirds of units in this part of the Central London Frontage. Book shops and music shops account for about half the total number of retail uses. While neither are clusters of specialist retail in their own right, they relate to other nearby clusters: the bookshops to a larger cluster on Charing Cross Road (within the City of Westminster); and the music shops to those in Denmark Street (see **Section 14**).
- 15.18. As in Tottenham Court Road / New Oxford Street, food, drink and entertainment uses are interspersed throughout this part of the Central London Frontage, comprising approximately a third of uses.

#### **Planning Guidance**

- 15.19. Over the last 10 years, there has been limited pressure for changes of use from retail to non-retail uses, mainly to food and drink uses but also on Tottenham Court Road, from retail to financial services. The background trends in the food, drink and entertainment industry and changes in the local policy background set out in **Section 6** suggest that there may be increased pressure for food, drink and entertainment activities in this Central London Frontage in the future. All proposals for food, drink and entertainment uses and specialist uses are subject to the general guidance set out in **Section 6**. For all planning applications, the Council will not grant consent for proposals that it considers would cause harm to the area, as set out in **Appendix D**.

#### *Tottenham Court Road / New Oxford Street*

- 15.20. This part of the Central London Frontage has an important retail function as well as containing two significant concentrations of specialist retail uses. Due to the importance of its retail role, which the Council does not wish to

see diminished, planning permission will not be granted for changes of use from retail to other non-retail uses, except in exceptional circumstances (see paragraph below), at ground floor level on those frontages indicated on **Map 16** (UDP policy R7).

- 15.21. Additional food, drink and entertainment uses may be appropriate in this area provided they do not result in a harmful concentration. However to protect the main area of retail uses, planning permission will not be granted for development that results in normally more than 25% of shop units in each individual frontage shown on Map 16 being in food, drink and entertainment uses. This allows for some flexibility for limited growth of food, drink and entertainment uses. Along with these frontage controls, the Council will also seek to ensure that no potentially harmful concentrations of food, drink and entertainment uses occur in each frontage or adjacent frontages. In assessing applications in these locations, the Council will take into account the number of food, drink and entertainment uses in adjacent and opposite premises. To avoid the creation of clusters of food, drink and entertainment uses that could create a harmful impact, planning permission will not be granted for development which results in more than two of these uses being located consecutively in a frontage. The assessment of such uses will also take into account the impacts associated with these uses in accordance with **Appendix D**.

#### *Charing Cross Road*

- 15.22. The retail function of this part of the Central London Frontage is not as significant in terms of size or number of uses as the Tottenham Court Road / New Oxford Street area, but the uses do support other concentrations of specialist book and music shop uses in Charing Cross Road and Denmark Street. It is considered this part of the Central London Frontage has the potential to accommodate some additional non-retail uses provided that the overall level of retail use does not fall below two thirds (66%) of uses on the frontage shown on **Map 16** (UDP policy R7) (see **Appendix C** for calculation of the percentages for frontages).
- 15.23. Planning permission for development for food, drink and entertainment uses may be granted in this area, provided development does not result in a harmful concentration or cause harm to amenity, and does not result in a reduction in retail uses to less than two thirds (66%) of uses on the frontage shown on **Map 16** (refer to UDP policies SD5, R1, R2, R3 and R7). This allows some flexibility for limited growth of these uses.

### **Holborn Central London Frontage**

#### ***Frontage Description***

- 15.24. Holborn Central London Frontage 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. The southern side of High Holborn / Holborn east of Chancery Lane is within the City of London. The overall Central London Frontage is not continuous – there are small gaps where offices and hotels without a shopping component have been excluded.

- 15.25. Public transport accessibility is high in this area. There are Underground Stations at Holborn and Chancery Lane, and numerous day and night buses along both High Holborn / Holborn and Kingsway.
- 15.26. Holborn Central London Frontage largely operates as a town centre for workers and the small residential community in the Holborn Area and contains approximately 150 ground floor commercial units.
- 15.27. Retail uses are characterised by High Street multiple outlets and convenience stores. Slightly less than half of all shop units are in retail use. Financial and professional services are well represented and most of the major banks and building societies have branches in this Central London Frontage. Food, drink and entertainment uses are interspersed amongst these other uses, and these are also characterised by High Street multiples. Slightly less than a quarter of all premises are occupied by food, drink and entertainment uses.
- 15.28. There are few specialist retailers in this area. A grouping of food, drink, and entertainment uses has developed on Kingsway south of Gate Street on the fringe of this centre and includes a mixture of High Street multiples and independent outlets.
- 15.29. Holborn Central London Frontage has some quite distinctive characteristics. It is located in an area dominated by office development, and large office entrances often break up the continuity of shop units. It contains no department stores, and very few clothing oriented retailers.

### ***Planning Guidance***

- 15.30. General guidance for food, drink and entertainment uses is set out in **Section 6**. For all applications, the Council will not grant consent for proposals that it considers would cause harm to the area, as set out in **Appendix D**.
- 15.31. The area has benefited in recent years from the creation of new shop premises through ground floor changes of use of office premises, making it a more cohesive shopping area.
- 15.32. The main development pressure has been for changes of use to food and drink uses, and with a weaker but still noticeable trend for changes of use to financial and professional services.
- 15.33. The Council seeks to protect the retail function of this Central London Frontage in response to these pressures in line with UDP **policy R7**. Planning permission will not be granted for development involving loss of retail uses which results in retail uses falling below 50% of the total units in each individual frontage as shown on **Map 17** (see **Appendix C** for calculation of the percentage of uses in frontages).
- 15.34. Holborn Central London Frontage is also an appropriate location for food, drink and entertainment uses. However, to protect the main area of retail uses and allow for other service uses (particularly within Use Class A2), planning permission will not be granted for development that results in normally more than 25% of shop units in each individual frontage shown on



**Map 17** being in food, drink and entertainment uses. This allows some flexibility for limited growth of food, drink and entertainment uses.

- 15.35. An exception will apply to a small section of this Central London Frontage in Kingsway south of Gate Street, which is considered particularly suitable for providing a higher level of food, drink and entertainment uses. This area is dominated by office uses and is on the fringe of the Central London Frontage. It already has a high percentage of food, drink, and entertainment uses and up to 40% food, drink and entertainment uses may be permitted in each individual frontage indicated on **Map 17** (refer to UDP **policies SD5, R1, R2, R3 and R7**). This is subject to assessment of their impacts as set out in **Appendix D**. This allows some flexibility for limited growth of food, drink and entertainment uses.

## **King's Cross / Euston Road Central London Frontage**

### ***Frontage Description***

- 15.36. This Central London Frontage comprises the main commercial area around King's Cross, including the immediate Euston Road area. It is not continuous and there are gaps where large uses such as King's Cross and St Pancras Stations, the British Library and Camden Town Hall have been excluded. The area experiences heavy flows of traffic that impact on the quality of the environment.
- 15.37. Public transport accessibility is amongst the best in London. Transport facilities include Main Line and Underground stations as well as numerous day and night buses. The completion of the Channel Tunnel Rail Link (CTRL) will provide direct rail access to mainland Europe.
- 15.38. The King's Cross area including (part of) the Central London Frontage is within one of Camden's crime hotspots. The area suffers from a range of street crime and disorder problems, which can make residents, workers and visitors feel unsafe.
- 15.39. The eastern and western parts of the Central London Frontage (on either side of the Camden Town Hall) have quite different characteristics and are individually described below.

### ***Eastern Part of the Central London Frontage***

- 15.40. The eastern part of the Central London Frontage is characterised by generally small or medium scale buildings accommodating a mix of commercial uses on the ground floor with residential, hotel and office accommodation above. These commercial uses serve local residents, workers, and travellers using the Main Line stations.
- 15.41. Food and drink uses account for around a third of the 35 or so ground floor premises, and are mainly restaurants, cafés and take-aways. Retail uses and financial and professional services comprise about one third of the total ground floor units and consist of local facilities such as newsagents, post office, banks, hairdressers and chemists. The large triangular block known as the "Lighthouse block" between Pentonville Road and Gray's Inn Road is mostly vacant but does consist of a small number of food uses.

*Western Part of the Central London Frontage*

- 15.42. This area consists of large-scale buildings, providing predominantly hotel and office accommodation. The ground floors of many of these buildings have commercial activities of which around one third are food and drink uses and around 40% are retail. Many are multiples generally serving the local worker and hotel populations. Food and drink uses comprise public houses, restaurants and coffee shops.
- 15.43. At the western edge of the Central London Frontage are non-active frontages created by the vacant Elizabeth Garrett Anderson hospital site and the Travel Inn hotel opposite. There is little residential accommodation in this area.

**Planning Guidelines**

- 15.44. The wider King's Cross area is undergoing transformation brought about by the CTRL, the development of the extensive King's Cross Opportunity Area and other nearby developments. This may result in redevelopment of parts of the Central London Frontage and general improvements to the area. The guidance provided below is likely to be subject to early review. General guidance for food, drink and entertainment uses is set out in **Section 6**. For all applications, the Council will not grant consent for proposals that it considers would cause harm to the area, as set out in **Appendix D**.

*Eastern Part of the Central London Frontage*

- 15.45. The eastern part of the Central London Frontage has seen intense pressure for development of food and drink uses over the last ten years, particularly on Gray's Inn Road. Many applications for change of use have been refused on the grounds that they would cause harm to the character and function of this area, and create unacceptable cumulative impacts.
- 15.46. The eastern part of the Central London Frontage has an important local retail role that the Council seeks to protect. There has already been fragmentation of retail uses in this location, and planning permission will not be granted for further loss of retail uses (refer to UDP **policy R7**).
- 15.47. This area has a high proportion of food, drink and entertainment uses (both existing and approved), and includes residential accommodation located above commercial facilities. It is considered that further development of food, drink and entertainment uses would undermine the area's mixed use character and create unacceptable cumulative impacts (refer to UDP **policies R3** and **B7**). Planning permission will not be granted for development for these uses.
- 15.48. 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 residential development. Future refurbishment or redevelopment may provide opportunities for incorporating new food, drink and entertainment activities as part of a mixed use scheme.

*Western Part of the Central London Frontage*

- 15.49. The western part of this Central London Frontage received some pressure for changes of use from retail to food and drink uses in the 1990s, with at least four new food and drink uses approved in this area. The area has limited residential development, is well served by public transport, and is already subject to background noise produced by through traffic. It is therefore considered acceptable in principle for further development of food, drink and entertainment uses. These uses are considered appropriate provided that they do not undermine the area's retail function and the mix of uses in the area. Planning permission may be granted for development for food, drink and entertainment uses to a maximum of 50% of each individual frontage shown on **Map 18** (refer to UDP **policies SD5, R1, R2, R3 and R7** and see **Appendix C** for calculation of the percentage of uses in frontages). This is subject to assessment of the impacts of proposals as set out in **Appendix D**. This guideline allows some flexibility for limited growth of food, drink and entertainment uses.
- 15.50. In those parts of the Central London Frontage that currently have no ground floor activities, introduction of a mix of appropriate uses including shopping, food, drink and entertainment premises is encouraged (UDP **policy R1**).

## **16. Neighbourhood Centres**

### **Introduction**

- 16.1. Neighbourhood Centres play an integral part in the provision of shopping facilities in the Central London Area. They are usually small shopping centres with between 10 and 65 shops, and are particularly important in providing for the convenience needs of residents, workers and visitors. Some of these centres contain specialist uses, and all have a proportion of food, drink and entertainment uses.
- 16.2. In all there are 12 Neighbourhood Centres within the Central London Area.. They are:
- Brunswick Centre
  - Chalton Street
  - Cleveland Street
  - Drummond Street
  - Eversholt Street
  - Goodge Street
  - Lamb's Conduit Street
  - Leather Lane
  - Marchmont Street / Leigh Street / Tavistock Place
  - Store Street

- 16.3. The location of these areas is shown on **Map 2**.
- 16.4. Guidance is outlined below for the remaining ten Neighbourhood Centres.

## **General Guidance**

### ***Retail and Specialist Uses***

- 16.5. The local convenience shopping role of Neighbourhood Centres is particularly important as outlined in UDP **policy R7B**. New development should make a positive contribution to the character, function, viability and vitality of a centre and not prevent a range of convenience shopping being provided. Each Neighbourhood Centre has been reviewed in detail, as explained below, and the appropriate mix of uses considered. To maintain an acceptable level of convenience shopping, and also to ensure that centres have an overall mix of uses, planning permission will not be granted for development which results in the number of ground floor premises in a retail use falling below 50% of the total units in the centre (see **Appendix C** for calculation of percentage for frontages).

### ***Food, Drink and Entertainment Uses***

- 16.6. All food, drink and entertainment uses are subject to the general guidance set out in **Section 6**. For all applications, the Council will not grant consent for proposals that it considers would cause harm to the area, as set out in **Appendix D**.
- 16.7. Often Neighbourhood Centres are under particular pressure to accommodate new food, drink and entertainment uses. As Neighbourhood Centres often include residential development and may have relatively poor public transport services (particularly for late night services), the impacts of food, drink and entertainment uses can be intensified. Planning permission will therefore generally be granted only for small-scale food and drink uses (i.e. with a maximum gross floor area of 100m<sup>2</sup>) (refer to UDP **policies R1B, R2 and R3**). Exceptions will only be made where it can be demonstrated that development will not create harmful impacts or undermine the character of the area.
- 16.8. Following a review of each Neighbourhood Centre and to control the potential impact of these uses, planning permission will generally not be granted for development which results in normally more than 25% of premises in a Neighbourhood Centre being food, drink and entertainment uses (UDP **policies R3 and R7**). This allows for a range of these uses but without an over concentration that could harm the amenity of a centre, and reduce the provision of necessary retail and other service uses. Frontages controls are explained in detail for each individual centre below.
- 16.9. To avoid creation of clusters of food, drink and entertainment uses that could create a harmful impact, and also to protect the retail viability and vitality of neighbourhood centres, planning permission will not be granted for development which results in more than two of these uses being located consecutively in a frontage. Preference will be given to new food and drink uses with generally lesser impacts such as restaurants and cafés.

- 16.10. To protect residential amenity, conditions will be attached to planning permissions to limit operational hours for food, drink and entertainment uses in Neighbourhood Centres to generally no later than midnight. In some instances, depending on the location, the character of the centre, the nature of the proposed use and likely impact on amenity, earlier closing times may be appropriate. This closing time refers to the time by which all customers should be off the premises and all noise-generating clearing up activities should cease. Later hours will only be acceptable provided that it can be demonstrated no harm will be caused.
- 16.11. Specific guidance for each Neighbourhood Centre is set out below.

### **Brunswick Centre**

#### ***Area Description***

- 16.12. The Brunswick Centre is unusual for a Central London Neighbourhood Centre in that it is purpose built as part of a 1960s redevelopment scheme. This centre comprises shops at ground floor level within a pedestrian area, with a substantial amount of residential development above. It is located in the Bloomsbury Area adjacent to the Marchmont Street/Leigh Street/Tavistock Place Neighbourhood Centre and is shown on **Map 19**.
- 16.13. Following the redevelopment and refurbishment of the site many of the shop units are now occupied. Uses consist of a large supermarket, convenience and service facilities as well as a number of food, drink and entertainment uses including a cinema.

#### ***Planning Guidance***

- 16.14. The centre currently has a reasonably strong retail character which is interspersed with A3 uses. As a proportion of the units at ground floor level, retail (A1) uses make up 61% of the total number of units and A3 uses make up 17.1%. The inclusion of additional A3, A4, A5 or sui generis uses within this Neighbourhood Area will be subject to assessment of impacts (see **Appendix D**). Given the large residential population living above the ground floor shop units, the Council will have particular regard to the impact of these uses.

### **Chalton Street Neighbourhood Centre**

#### ***Area Description***

- 16.15. Chalton Street Neighbourhood Centre is located on the northern side of Euston Road between St Pancras and Euston Stations. This is shown on **Map 20**. It contains 29 shop premises and also a street market. The part of the centre on the eastern side of Chalton Street is outside of the Central London Area, but has been included in this Guidance so that the guidance for this centre is comprehensive.
- 16.16. This centre is in a state of decline as a Neighbourhood Centre and has been for a considerable period of time. This is evidenced by the composition of land uses. Less than a quarter of total premises are in retail use, and more than one in five premises is vacant. A relatively high number of shopfronts

have also been converted into offices or housing. This section has effectively ceased to function as a Neighbourhood Centre.

- 16.17. There is a considerable amount of alternative retailing nearby, including around the King's Cross area and around Euston Station.

### ***Planning Guidance***

- 16.18. The main development pressure in Chalton Street Neighbourhood Centre is for changes of use from retail to a variety of other uses. This is probably a reflection of the difficulties in the letting of units, which have also resulted in a high level of unauthorised uses.
- 16.19. It is recognised that there is generally a low level of demand for retail uses in this centre. As the western side of Chalton Street has effectively ceased to exist as a viable Neighbourhood Centre, no objection will be raised to the introduction of a variety of uses including non-shopping uses such as offices and residential. However, to protect residential amenity, planning permission may only be granted for development of food, drink and entertainment uses normally up to a maximum of 25% of total units. This is subject to assessment of impacts (see **Appendix D**).
- 16.20. The eastern side of Chalton Street still retains a range of shopping and other facilities, and remains viable as a Neighbourhood Centre. To protect retailing and residential amenity and to retain a balance of uses, planning permission will not be granted which results in either retail uses falling below 50% of total units or food, drink and entertainment uses normally rising above 25% of total units in this part of the centre.

## **Cleveland Street Neighbourhood Centre**

### ***Area Description***

- 16.21. This centre is located along the east side of Cleveland Street between Warren Street in the north and Maple Street in the south and forms part of the Fitzrovia Local Area. This is shown on **Map 21**. The borough boundary between Camden and the City of Westminster extends down the centre of Cleveland Street. The opposite side of Cleveland Street is designated as a Local Shopping Centre in Westminster's 2007 UDP.
- 16.22. The centre contains 34 premises in a mix of uses. Overall less than a third of all premises are in retail use and approximately a third are in food and drink use. There is a low level of vacant premises in the centre.
- 16.23. There are a number of alternative shopping facilities located fairly close to the centre, including Tottenham Court Road which provides a range of both convenience and comparison shopping, as well as a number of smaller independent shops on both Warren Street and on the opposite side of Cleveland Street within the City of Westminster.

### ***Planning Guidance***

- 16.24. The main development pressure within this neighbourhood centre is for changes of use of retail units (Class A1) to a variety of non-retail uses

including financial and professional offices (Class A2), dental surgeries (Class D1) and to a lesser extent to food and drink uses.

- 16.25. This centre has less than half of its premises in retail use, and it would be detrimental to its character and convenience role to allow any further loss in line with the general control for Neighbourhood Centres. Planning permission will not be granted for loss of retail uses.
- 16.26. The proportion of food, drink and entertainment uses in this centre is already over 25% of the total units, and to protect residential amenity and maintain a mix of uses, planning permission will not normally be granted for additional food, drink and entertainment uses.

## **Drummond Street Neighbourhood Centre**

### ***Area Description***

- 16.27. This centre is on the northern side of Euston Road, west of Euston Station, **Map 22**. It contains 42 premises, however about a quarter of these are offices without shopfronts or dwellings.
- 16.28. A particularly noticeable characteristic of this centre is its specialist concentration of ethnic Asian (particularly South Indian) shops and restaurants. These characteristic uses comprise of 16 premises – 8-9 restaurants, 6 food shops and 2 other uses (more than 50% of the total shop units). These specialist uses contribute significantly to the character of this area and to the Central London Area generally. The centre also contains local convenience shops and services.
- 16.29. Overall less than a third of all premises are in retail use and more than a quarter are in food and drink use. There is a low level of overall vacant premises.
- 16.30. There are also other retailing facilities available within the general area including at Euston Station, Eversholt Street, Hampstead Road and Tottenham Court Road.

### ***Planning Guidance***

- 16.31. In the past there has been significant development pressure in Drummond Street Neighbourhood Centre for changes of use from retail to food and drink, however over the last 2 years there has not been an increase in A3, A4 or A5 uses in the centre.
- 16.32. This centre has a relatively small supply of retail premises and of these over half contribute to the concentration of specialist uses. Planning permission will not be granted for the further loss of retail premises as this would be detrimental to the centre's specialist role and local shopping convenience function.
- 16.33. Due to the significance of the concentration of ethnic Asian shops and restaurants in this centre, an exception will be made to the general control of normally permitting a maximum of 25% food, drink and entertainment uses. Development of food and drink uses to a higher amount may be acceptable

here, particularly for those uses that contribute to the existing concentration of specialist restaurants. This is subject to assessment of impacts (see **Appendix D**). However, this should not result in the loss of retail or other uses that contribute to the local convenience function of this centre. The main scope for further food and drink uses appears to be in the conversion of ground floor office premises, which do not contribute greatly to the centre's character and function.

## **Eversholt Street Neighbourhood Centre**

### **Area Description**

- 16.34. This centre is located on the eastern side of Eversholt Street, opposite Euston Main Line Station, **Map 23**. The centre has a relatively low level of retail uses, less than half of the total, and more than a quarter of premises are in food, drink and entertainment uses. There is a low level of overall vacant premises.
- 16.35. At the southern end of the centre is a small concentration of uses dealing in sexually explicit products or services. The northern part of the centre is outside the Central London Area. However, it is included in this Guidance so that the guidance provided is comprehensive.

### **Planning Guidance**

- 16.36. There has not been an increase in units dedicated to food and drink uses within this centre over the last two years. However, in previous years, there has been some amenity concerns with the operation of food, drink, and entertainment uses in relation to the local resident population.
- 16.37. This centre has less than half of its premises in retail use, and it would be detrimental to its character and convenience role to allow any further loss in line with the general control for Neighbourhood Centres. Planning permission will not be granted for loss of retail uses.
- 16.38. Given the location of the area on a reasonably busy road, opposite a major train station and the nature of some of the non-retail uses, it is felt that there may be some scope for development of additional food and drink uses, provided these are small-scale, low impact uses such as restaurants and do not cause harm to local amenity. Any application will be subject to an impact assessment as set out in **Appendix D** and should not result in the loss of retail or other uses that contribute to the local convenience function of this centre.

## **Goodge Street Neighbourhood Centre**

### **Area Description**

- 16.39. This centre is located in the Fitzrovia local area, and extends west from Tottenham Court Road. This is shown on **Map 24**. Part of the street is located in the City of Westminster. The centre comprises 42 premises. Retail uses account for over half the uses in this centre and more than a quarter of the premises are in food, drink and entertainment use. The upper floors along Goodge Street consist of a number of residential properties.



- 16.40. The centre is located close to several alternative shopping facilities, including the West End, which provides a range of both convenience and comparison shopping.

***Planning Guidance***

- 16.41. There has been little pressure for further food, drink and entertainment uses in this centre over the last 10 years.
- 16.42. To ensure the centre retains a balance of uses, planning permission will not be granted for development which results in less than 50% of total units being in retail use. The proportion of food, drink and entertainment uses in this centre is already over 25% of the total units. To protect residential amenity and maintain a mix of uses, planning permission will not normally be granted for additional food, drink and entertainment uses.

**Lamb's Conduit Street Neighbourhood Centre**

***Area Description***

- 16.43. This centre is located in the Bloomsbury area south of Guilford Street and comprises 46 shop premises. This is shown on **Map 25**. For the most part it benefits from an attractive physical environment, enhanced by traffic calming measures that have also created a pedestrian friendly environment. Many upper floor uses are residential.
- 16.44. The centre has a good stock of retail uses, comprising over 50% of all premises. Social and community uses are also well represented, with a doctor's surgery, dentist and optician. There is a low level of vacant premises.
- 16.45. Food and drink uses are not dominant in the centre and are a mixture of cafés, pubs and bars, and restaurants. Some of these uses and a number of sandwich shops (an A1 use) have taken advantage of the pedestrian friendly environment by placing tables and chairs on the street.

***Planning Guidance***

- 16.46. There has been a moderate amount of development pressure in Lamb's Conduit Street Neighbourhood Centre for changes of use applications from retail, some of these to food and drink uses, with most proposals being approved.
- 16.47. Planning permission will not be granted for development which results in less than 50% of total units being in retail use or normally more than 25% of total units being in food, drink and entertainment use. This is to ensure the protection of retailing and residential amenity and that the centre retains a balance of uses. This is subject to assessment of impacts (see **Appendix D**). This allows some flexibility for a small increase in food and drink uses, and preference will be given to uses with a generally lesser impact such as restaurants and cafés because of the adjoining resident population.

## **Leather Lane Neighbourhood Centre**

### ***Area Description***

- 16.48. This centre is on the southern edge of the Hatton Garden area. It is a large Neighbourhood Centre with 66 shop premises, and has a regular street market. The centre is shown on **Map 26**.
- 16.49. While this centre is within London's main retail jewellery area it has only two specialist jewellery retailers. Instead it serves a different role within Hatton Garden as a typical Central London neighbourhood centre with a service function to residents and workers.
- 16.50. The centre has a good stock of retail uses, over half of all premises. Food and drink uses are also well represented in this centre comprising just over a quarter of premises, with the outlets being a mixture of cafés, pubs, and take-aways.

### ***Planning Guidance***

- 16.51. There appears to be a moderate amount of development pressure in Leather Lane Neighbourhood Centre for changes of use applications from retail, mostly to food and drink uses.
- 16.52. In light of the above trends, planning permission will not be granted for development which results in less than 50% of total units being in retail use. The proportion of food, drink and entertainment uses in this centre is already over 25% of the total units. To protect residential amenity and maintain a mix of uses, planning permission will not normally be granted for additional food, drink and entertainment uses.

## **Marchmont Street / Leigh Street / Tavistock Place Neighbourhood Centre**

### ***Area Description***

- 16.53. This is a large neighbourhood centre located in Bloomsbury and spread over a number of streets. It comprises 64 units, located mainly along Marchmont Street. This is shown on **Map 27**. There is a low level of vacant premises.
- 16.54. This neighbourhood centre comprises a wide range of facilities that provide convenience shopping and services as well as more specialist uses such as bookshops. Retail uses represent over half of the ground floor uses within the centre. There is a broad mix of other uses including food and drink uses that account for about 20% of the overall total. The centre is close to other shopping facilities such as the Brunswick Centre, Woburn Place and Euston Road.

### ***Planning Guidance***

- 16.55. Over the last 10 years, the main development pressure within this neighbourhood centre is for changes of use of retail units for non-retail uses particularly food and drink, although there have been few applications

overall. These applications have been refused on the grounds of the loss of retail within the centre and its impact upon the character and function of the centre.

- 16.56. To ensure the centre retains a balance of uses and to generally protect retailing and residential amenity, planning permission will not be granted for development which results in less than 50% of units being in retail use or normally more than 25% of units being in food, drink and entertainment use. This is subject to assessment of impacts (see **Appendix D**). This may result in a small increase in food and drink uses and preference will be given to uses with a generally lesser impact such as restaurants and cafes.

### **Store Street Neighbourhood Centre**

#### ***Area Description***

- 16.57. This is a small neighbourhood centre, comprising 14 units, located between Gower Street and Tottenham Court Road. This is shown on **Map 28**.
- 16.58. Within the centre there is a narrow range of uses. Retail provision within the centre is high compared to other Central London centres at nearly two thirds of total premises, although the majority of these provide specialist goods/services (e.g. bookshops), rather than convenience goods for local residents or workers. Food and drink uses comprise over one in five shop premises.
- 16.59. The centre is a short distance from Tottenham Court Road, which provides a range of both convenience and comparison shopping.

#### ***Planning Guidance***

- 16.60. There have been very few applications in the last 10 years for changes of use within this centre, which has maintained a reasonably strong retail function.
- 16.61. This centre has a relatively high level of retail uses and additional non-retail uses may be acceptable, given the other shopping available in the general area.
- 16.62. To ensure the centre retains a balance of uses and to generally protect retailing and residential amenity, planning permission will not be granted for development which results in less than 50% of units being in retail use or normally more than 25% of units being in food, drink and entertainment use. This is subject to assessment of impacts (see **Appendix D**). This allows flexibility for only limited growth in these uses.

## Appendix A: Summary of Relevant Policies

### **Camden Together - Camden's Sustainable Community Strategy 2007-2012**

The Community Strategy's aim is in that 2012 Camden will be a borough of opportunity. This will be achieved by ensuring: a sustainable Camden that adapts to a growing population, a strong Camden economy that includes everyone, a safe Camden that is a vibrant part of our world city and a connected Camden community where people lead active, healthy lives.

### **The Cultural Strategy**

The Cultural Strategy sets out a five year plan for cultural development and activity which seeks to use cultural resources to improve the quality of life for all Camden residents.

### **Night In, Night Out (The Licensing Policy)**

Guides the Council in decision-making on a range of licence applications. The policy seeks to secure the safety and amenity of residential communities while facilitating a sustainable entertainment and cultural industry. This policy is currently under review in the light of new legislation.

### **Relevant UDP policies**

- S1 Seeks to ensure that all development is sustainable.
- S2 Seeks to ensure that development promotes a high quality of life for all, contributes to sustainable land use and does not harm local amenity.
- S4 States that the Council will regard housing as the priority use of the UDP and will seek to retain residential development and secure net additions to the housing stock.
- SD1D Requires development to incorporate design, layout and access measures which address personal safety including fear of crime, security and crime prevention.
- SD2 Seeks planning obligations in appropriate circumstances. Requires development to make provision for necessary supporting infrastructure, facilities and services.
- SD3 Requires development in suitable locations to include a mix of land uses.
- SD5 Guides development that significantly increases travel demand to appropriate locations.
- SD6 Protects amenity of occupiers and neighbours.
- SD7B Seeks to control disturbance from noise and vibration.
- SD8A Protects local amenity from the negative impacts of plant or machinery.
- B7A Seeks to protect the character and appearance of conservation areas.

- T1 Supports travel by walking, cycling and public transport. Requires Transport Assessments and Travel Plans where appropriate. Requires measures to minimise transport impacts In the Clear Zone region where necessary.
- T2 Seeks to ensure that the transport system has sufficient capacity to support development.
- R1 Guides retail, food, drink and entertainment uses to locations within existing centres.
- R2 Ensures that food, drink and entertainment uses do not harm the surrounding area and are readily accessible by a choice of means of transport.
- R3 Controls the impact of food, drink and licensed entertainment uses.
- R7 Protects the character, function, vitality and viability of designated centres (including Central London Frontages and Neighbourhood Centres). Prevents loss of shops in the Central London Area outside designated centres where this would cause harm.
- E2 Seeks to keep good quality, well located land and buildings in business use.
- E3B Protects light industrial uses in Central London Area (and the Kentish Town Area) where their loss would prejudice the Area's mixed-use character.
- E3C Protects accommodation for small firms and encourages new accommodation suitable for them.
- C1 Guides education and health care facilities (including relocated facilities) to locations accessible to the communities they serve. Facilities attracting larger number of people should be accessible by public transport.
- C3A Guides new leisure development to the most suitable locations.
- C4A Protects leisure facilities.

**Note: Only relevant part of policies are explained here. For complete policies and further detail, refer to the UDP**

## Appendix B: Key Planning Powers

### Use Classes Order and this Guidance

The Use Classes Order 1987 (as amended) groups together uses with similar characteristics and planning impacts. You do not need planning permission to change between two uses in the same use class. For example, a shop selling food can change to a travel agent without planning permission as they are both in use class A1 - shops.

The table below gives information on the use classes that are most relevant to Central London. It gives examples of the type of premises which fall within each class and sets out what uses they can change to without the need for planning permission.

Use Class	Use	Examples of type of premises	Permitted change to other uses (i.e. planning permission not required)
A1	Shops	shops, post offices, sandwich bars, internet cafés, hairdressers, travel agents, dry clearers	none
A2	Financial and professional services	banks, building societies, estate agents, betting shops	To a shop (A1)
A3	Restaurants and cafés	Restaurants and cafés (selling food to be consumed on the premises)	To a shop (A1) or to financial and professional services (A2)
A4	Drinking establishments	pubs, bars etc	To a shop (A1), financial and professional services (A2) or a restaurant/café (A3)
A5	Hot food takeaways	Takeaways (selling food to be consumed off the premises)	To a shop (A1), financial and professional services (A2) or a restaurant/café (A3)
B1a	Business	offices	To storage and distribution use (B8), where no more than 235m <sup>2</sup>
C1	Hotels	hotels, B&Bs, guest houses	none
C3	Dwelling houses	houses, flats etc	none
D1	Non-residential institutions	medical and health services (e.g. clinics, health centres, crèches, day nurseries), places of worship and associated halls, museums, libraries	none
D2	Assembly and Leisure	cinemas, concert halls, bingo halls, gyms, sports uses	none
-	sui generis*	nightclubs, laundrettes, car showrooms	none

\* *Sui generis* is a Latin term which broadly means that something is “a class of its own”. In planning, it means that a use is not in any use class and planning permission is normally needed for them to change to any other use.

## Appendix C: Percentages for Frontages

### Introduction

This guidance identifies controls expressed as a percent of units for a number of frontages in the Central London Area. This Appendix explains the method by which these percentages were derived and the way in which they should be calculated.

### Method for Preparation of Frontage Percentages

The method used to generate the percentage controls for frontages was as follows:

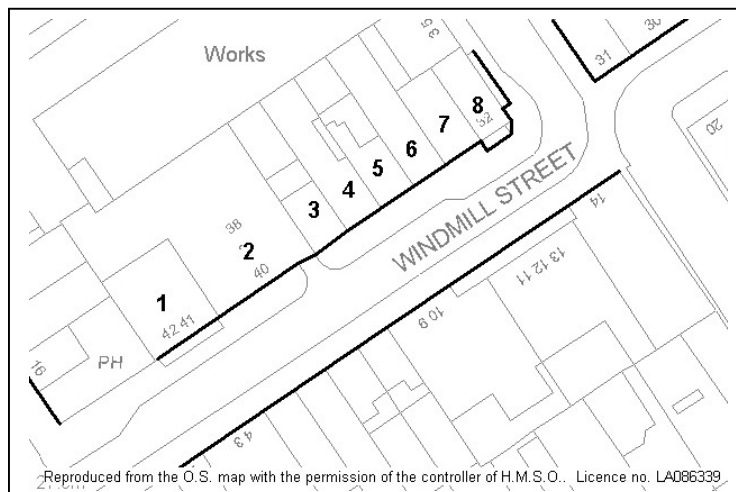
- existing and committed uses in each frontage were analysed;
- the character of the area was reviewed;
- residential development was identified;
- public transport provision was reviewed;
- available data relating to impacts potentially from food, drink and entertainment activities was reviewed; and
- relevant policies were considered in the light of the above data for each specific street frontage to produce percentages for consultation.

### Calculation of Frontage Percentages

The percentage is calculated as the number of units in the specified use (e.g. food, drink and entertainment use) as a percentage of the total number of units within the frontage. All calculations should be based upon the existing lawful use of the properties and valid planning permissions with potential to be implemented, and refer only to ground floor uses.

In some instances a shop unit may include a number of addresses, such as where two shops have been combined into one. For the purposes of this guidance they will be counted as one unit.

In the example below there are 11 different addresses within the commercial frontage, but only 8 individual shop units. The percentage should be calculated on the basis of the 8 individual uses. For example, if there are two individual A3 uses within the frontage, this would account for 25 per cent of the frontage. Each individual frontage is shown by a continuous line on the relevant map.



## Appendix D: Key Planning Powers

The following table details the impacts and controls on food, drink and entertainment uses. It provides an overview of relevant UDP policies and supplementary information that may be required with the submission of a planning application. Please note that not all controls are relevant to all applications.

Issue	Relevant Replacement UDP Policies	Type of control that may be used
1. Likely impact on use of public transport and other vehicles, transport congestion, stopping and parking by cars and taxis, and blocking of pavements	Policy SD5 Policy SD2 Policy T1 Policy T2 Policy R1 Policy R2 Policy R3	Refusal of permission Submission of a Transport Impact Statement (for major proposals) For major proposals, a legal agreement could be used to provide: <ul style="list-style-type: none"> <li>• a Green Travel Plan (to be reviewed periodically) including delivery arrangements</li> <li>• a contribution to funding of enhanced public transport</li> </ul> Require details of servicing (including delivery) arrangements Annual permits are required for tables and chairs on the public highway. These are issued by the Council under Section 115 A-K of the Highways Acts 1980.
2. Likely impacts of the activity on crime and anti-social behaviour in the vicinity	Policy SD1D Policy SD2 Policy R2 Policy R3	Require designs that minimise opportunity for crime Condition requiring installation and monitoring of CCTV Legal agreement could be used to provide a contribution to Town Centre Management and community safety Refusal of permission
3. Proximity to local residents	Policy SD6 Policy R2 Policy R3	Refusal of permission Condition controlling opening hours Condition controlling noise / fumes Condition to prevent change within A3, A4, A5 Use Class
4. Proposed opening hours	Policy R3	Condition controlling opening hours
5. Likely impacts caused by fumes, noise and vibration created on the premises (e.g. by ventilation, food storage and other machinery and amplified music)	Policy R2 Policy R3 Policy SD7B Policy SD8A)	Refusal of permission Submission of an acoustic report Condition requiring installation of air handling equipment that limits fumes, noise and vibration Require designs that position machinery and outlets away from residences Condition requiring sound insulation or sound insulation required in design Require designs that minimise escape of noise and fumes from doors / windows, including controls on the provision of opening frontages (such as sliding and folding doors) Condition limiting hours of use of equipment Condition restricting the use of private outdoor forecourts / gardens for outdoor seating.



Issue	Relevant Replacement UDP Policies	Type of control that may be used
6. Noise created elsewhere by operation of the premises (e.g. by customers and staff leaving)	Policy R2 Policy R3	Condition controlling opening hours Require designs which seek to minimise noise disturbance outside premises Condition controlling hours in which deliveries will be made.
7. Refuse and litter dropped outside a premises	Policy R2 Policy R3 Policy SD2	Require designs to include refuse storage and recycling facilities within the curtilage of a premises where possible Legal agreement could be used to provide: <ul style="list-style-type: none"> <li>• litter bins</li> <li>• a contribution to Town Centre Management and street cleaning</li> </ul>
8. The number and distribution of similar activities and their cumulative impact (including valid planning permissions which have not yet been implemented)	Policy R2 Policy R3	Refusal of permission Condition controlling opening hours Condition to prevent change within A3, A4, A5 Use Class
9. The effect of the development on the character, function, vitality and viability of the retail centre	Policy R2 Policy R3 Policy R7 Policy SD2	Refusal of permission Condition requiring installation or retention of a shopfront Legal agreement be used to provide a contribution to Town Centre Management
10. Likely impact of any increase in the size of premises or change in the nature of activities	Policy R2 Policy R3	Condition to limit expansion of use (e.g. to private outdoor forecourts, gardens and/or basements) Condition to limit capacity/number of covers Condition to prevent change within A3, A4, A5 or D2 Use Class