

# Camden Core Strategy 2010-2025

## Local Development Framework



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## CS5. Managing the impact of growth and development

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

### CS POLICY

#### CS5 – Managing the impact of growth and development

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

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

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

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

#### **Making sure development achieves the objectives of the Core Strategy**

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

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

### **Protecting amenity**

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

### **Promoting successful communities**

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

#### **Key evidence and references**

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



## CS7. Promoting Camden's centres and shops

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



## CS7 – Promoting Camden’s centres and shops

### Distribution of retail across Camden

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

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

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

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

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

**Neighbourhood centres:** located across the borough;

We will also support:

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

### Protecting and enhancing Camden’s centres

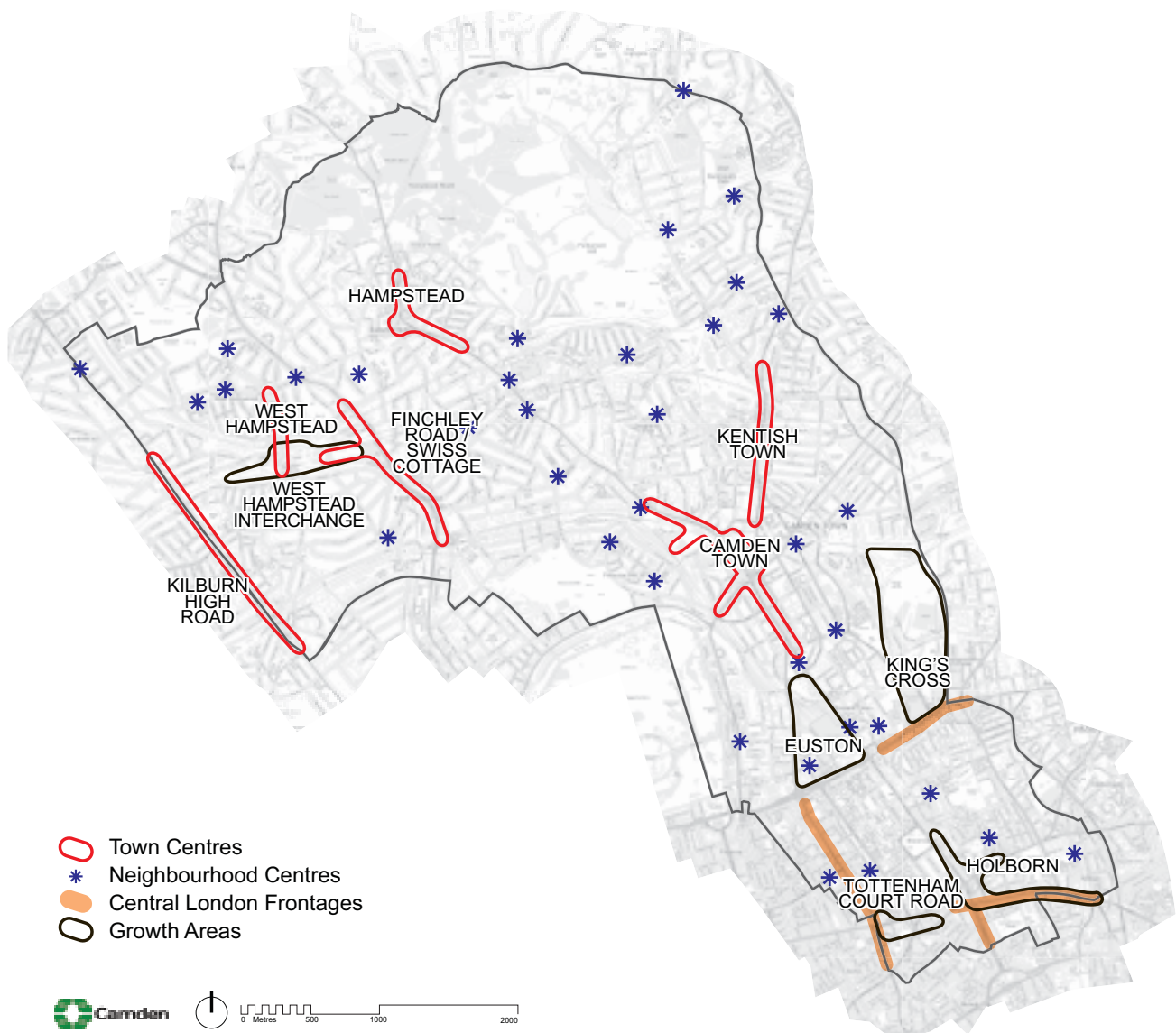
The Council will promote successful and vibrant centres throughout the borough to serve the needs of residents, workers and visitors by:

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

## Distribution of retail growth

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

### Map 2: Town Centres



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

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

## Protecting and enhancing Camden's centres

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

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

### Ensuring a range of shops and other town centre uses

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

### Minimising the impact of food, drink and entertainment uses

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



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

### **Camden's markets and areas of specialist shopping**

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

### **Centre-specific planning objectives**

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

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



## Centre specific planning objectives

### Camden Town

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

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

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

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



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

## Kilburn High Road

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

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

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

The Council will:

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







## Finchley Road/Swiss Cottage

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

The Council will:

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



## West Hampstead

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

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

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

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

## Kentish Town

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

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

The Council will:

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

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



## Hampstead

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

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

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

## Central London Frontages

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

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





## Tottenham Court Road/Charing Cross Road

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

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

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

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

The Council will:

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



## Holborn

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

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

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

## King's Cross/Euston Road

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

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

The Council will:

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





## Neighbourhood Centres

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

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

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

### Key evidence and references

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



# Camden Development Policies 2010-2025

## Local Development Framework



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

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

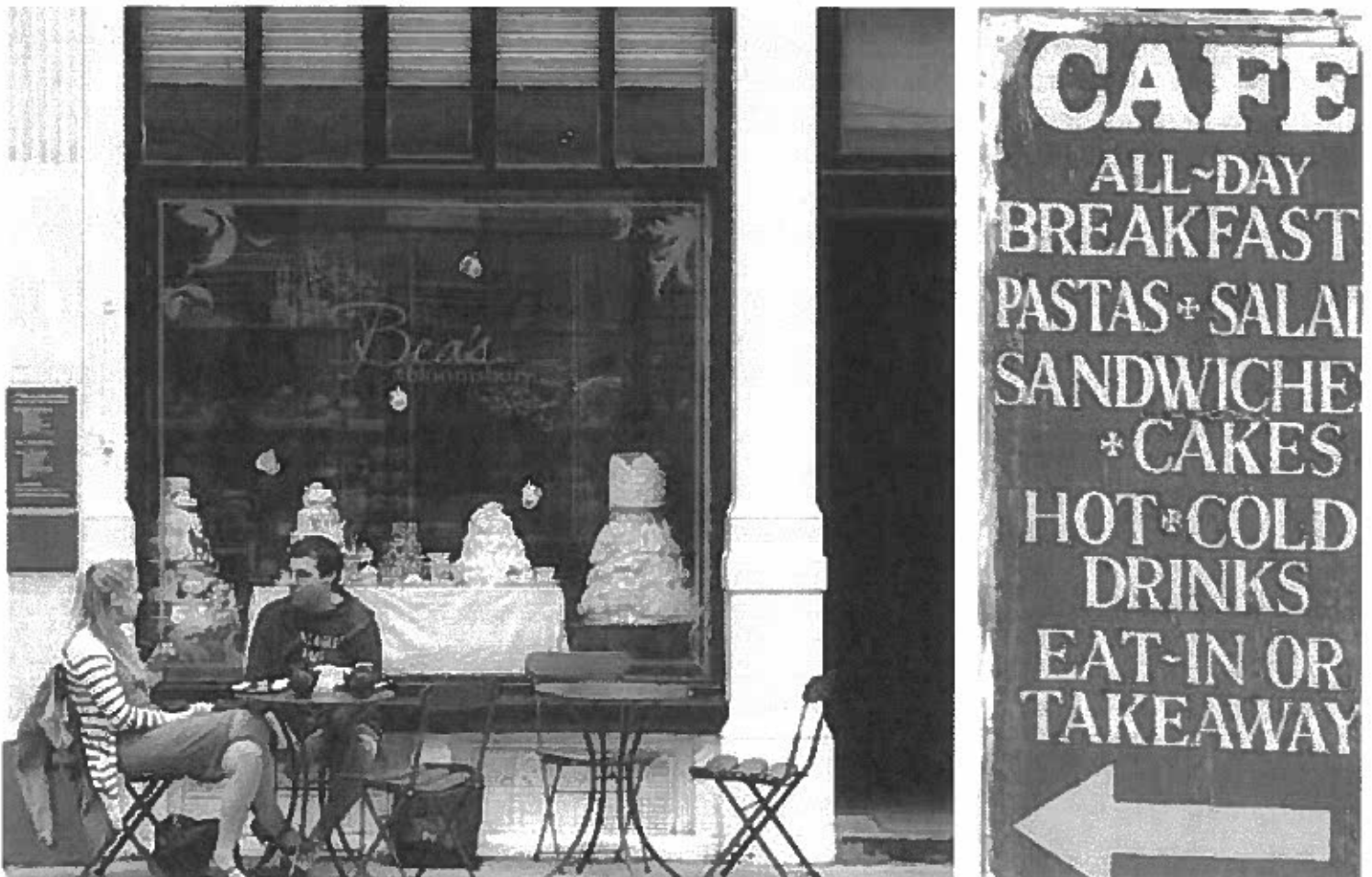
Forward Planning  
London Borough of Camden  
Town Hall Extension  
Argyle Street  
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Published November 2010.

Camden's Local Development Framework. Development Policies.

## DP12. Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses

- 12.1 Camden Core Strategy policy CS7 – *Promoting Camden's centres and shops* sets out the Council's overall strategy for our centres and associated uses. It seeks to promote successful and vibrant centres, for example by:
- designating a hierarchy of town centres, Central London Frontages and neighbourhood centres;
  - promoting new retail development at King's Cross, Euston and Camden Town, with additional retail in the growth areas at Tottenham Court Road, Holborn and West Hampstead and in existing centres;
  - seeking to protect the character and role of each of Camden's centres; and
  - resisting the loss of shops where this would cause harm to the character and function of a centre or shopping provision in the local area.
- 12.2 Core Strategy policy CS7 also seeks to make sure that the impact of food, drink, entertainment and other town centre uses on residents and their local area is minimised. This is particularly important in Camden given the borough's wide range of bars, restaurants and entertainment venues, which are concentrated in our centres and central London, areas with significant residential communities.
- 12.3 Policy DP12 below builds on Core Strategy policy CS7 and the advice contained in national Planning Policy Statement (PPS) 6 – *Planning for town centres* (and any subsequent guidance) by setting out our detailed approach to managing the impact of food, drink and entertainment uses and other uses suitable for centres. It is therefore important to refer to Core Strategy policy CS7 and PPS6 alongside policy DP12.



## DP12 – Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses

The Council will ensure that the development of shopping, services, food, drink, entertainment and other town centre uses does not cause harm to the character, function, vitality and viability of a centre, the local area or the amenity of neighbours. We will consider:

- a) the effect of non-retail development on shopping provision and the character of the centre in which it is located;
- b) the cumulative impact of food, drink and entertainment uses taking into account the number and distribution of existing uses and non-implemented planning permissions, and any record of harm caused by such uses;
- c) the impact of the development on nearby residential uses and amenity, and any prejudice to future residential development;
- d) parking, stopping and servicing and the effect of the development on ease of movement on the footpath;
- e) noise and vibration generated either inside or outside of the site;
- f) fumes likely to be generated and the potential for effective and unobtrusive ventilation;
- g) the potential for crime and anti-social behaviour, including littering;

To manage potential harm to amenity or the local area, the Council will, in appropriate cases, use planning conditions and obligations to address the following issues:

- h) hours of operation;
- i) noise/vibration, fumes and the siting of plant and machinery;
- j) the storage and disposal of refuse and customer litter;
- k) tables and chairs outside of premises;
- l) community safety;
- m) the expansion of the customer area into ancillary areas such as basements;
- n) the ability to change the use of premises from one food and drink use or one entertainment use to another (within Use Classes A3, A4, A5 and D2);
- o) the use of local management agreements to ensure that the vicinity of premises are managed responsibly to minimise impact on the surrounding area.

Contributions to schemes to manage the off-site effects of a development, including for town centre management, will be sought in appropriate cases.

- 12.4 Town centre uses include shops and markets (Use Class A1), financial and professional services (A2), cafes and restaurants (A3), drinking establishments (A4), hot food takeaways (A5), offices (B1a), hotels (C1), community uses (D1), including neighbourhood police facilities, and leisure uses (D2), and a number of other uses not in any use class (see *Other town centre uses* below). Policy DP12 will be applied to proposals for these uses, whether located inside or outside of a centre.
- 12.5 New shops, services, food, drink and entertainment uses can add to the vitality and vibrancy of Camden's centres and local areas. However, they can also have other impacts such as diverting trade and displacing existing town centre functions. As a result, the Council will seek to guide such uses to locations where their impact can be minimised. When assessing proposals for these uses the Council will seek to protect the character and function of our centres and prevent any reduction in their vitality and viability by requiring sequential assessments and impact assessments where appropriate (in accordance with Planning Policy Statement 4 *Planning for Sustainable Economic Growth*), and through implementing this policy.

- 12.6 The Council will not grant planning permission for development that it considers would cause harm to the character, amenity, function, vitality and viability of a centre or local area. We consider that harm is caused when an impact is at an unacceptable level, in terms of trade/turnover; vitality and viability; the character, quality and attractiveness of a centre; levels of vacancy; crime and anti-social behaviour, the range of services provided; and a centre's character and role in the social and economic life of the local community. We will consider the cumulative impact of additional shopping floorspace (whether in a centre or not) on the viability of other centres, and the cumulative impact of non-shopping uses on the character of the area.
- 12.7 The Council's area planning documents (for Camden Town, Central London, West Hampstead and Finchley Road/Swiss Cottage) and Camden Planning Guidance supplementary planning document give more detailed guidance on how we will treat planning applications for shops, food, drink and entertainment uses in particular centres, taking into account their specific circumstances. They also provide guidance on when we consider that concentrations of food, drink and entertainment uses, and reductions in the proportion of premises in retail use, would be likely to cause harm to the character, function, vitality and viability of a centre. We will take these, and any other relevant supplementary guidance into account when we assess applications in these locations. We will also take into account any history of vacancy in shop units and the prospect of achieving an alternative occupier for vacant premises when considering proposals that involve the loss of retail premises.

## Food drink and entertainment uses

- 12.8 Core Strategy Policy CS7 states that the Council will make sure that food, drink and entertainment uses do not have a harmful impact on residents and the local area, and indicates that such uses are most appropriately located in Camden's Central London Frontages, Town Centres and the King's Cross Opportunity Area. It recognises both the positive and negative impacts of food, drink and entertainment uses. Whilst these uses contribute to the vibrancy and attractiveness of the borough, they can also cause harm to areas in which they are located, including potential impacts on residential amenity. Camden's image as a dynamic and attractive place is in part due to the number and quality of restaurants, bars and entertainment venues in the borough, with Camden Town and Covent Garden having particular concentrations of such premises. These play an important part in the night time economy of Camden and of London, socially, economically and in terms of job provision. However, night-time activity can also lead to problems such as anti-social behaviour, fear of crime, noise, congestion and disturbance. Please see Core Strategy policy CS9 for more on our approach to food, drink, entertainment uses in Central London.
- 12.9 Conflicts can arise as, due to the borough's densely developed, mixed use nature, much night-time activity occurs close to places where people live. In addition, large numbers of such uses can change the character of the area in which they are located and reduce its range of shops or the quality of the shopping environment. Conflicts can be made worse where a particular location becomes a focus for late night activity. The Council's area planning documents (for Camden Town, Central London, West Hampstead and Finchley Road/Swiss Cottage) and our Camden Planning Guidance supplementary document give more detailed guidance on how we will treat planning applications for shops, food, drink and entertainment uses in particular centres, taking into account their specific circumstances. They also provide guidance on when we consider that concentrations of food, drink and entertainment uses, and reductions in the proportion of premises in retail use, would be likely to cause harm to the character, function, vitality and viability of a centre. We will take these, and any other relevant supplementary guidance, into account when we assess applications in these locations..
- 12.10 Within each of Camden's centres, the Council will seek to prevent concentrations of uses that would harm an area's attractiveness to shoppers or its residential amenity. The Council wishes to see a wide range of entertainment uses within its centres, not just those that primarily involve drinking, and will encourage suitable uses that contribute towards this.



- 12.11 Where food, drink and entertainment uses are permitted, they will need to be managed to protect the amenity of residents and the potential for additional housing in the area. To ensure such uses do not harm amenity or the character of an area, either individually or cumulatively, we will consider applying controls on:
- hours of operation;
  - refuse and litter;
  - noise/vibration;
  - fumes;
  - customer area;
  - local management issues; and
  - changes of use.
- 12.12 Where appropriate, we will use planning conditions or obligations to ensure that any remaining impact is controlled. Policy DP26 *Managing the impact of development on occupiers and neighbours* sets out further measures to manage the impact of development on amenity.
- 12.13 The Council will seek to ensure that community safety issues associated with proposals are fully addressed. As well as appropriate design measures, the Council will seek financial contributions towards management arrangements, including street wardens, CCTV, town centre management and other community safety schemes through the use of planning conditions and obligations, where appropriate. Camden's Statement of Licensing Policy sets out the Council's approach to licensing and the expectations that the Council and the Metropolitan Police have for those involved in licensed activities.
- 12.14 The Council's Camden Planning Guidance supplementary document gives further borough-wide advice on the impact of food, drink and entertainment uses. Detailed guidance on how we will consider applications for such uses in particular centres is set out in our area planning documents (for Camden Town, Central London, West Hampstead and Finchley Road/Swiss Cottage).

### **Other town centre uses**

- 12.15 A number of uses commonly found in centres (and smaller shopping parades) are not included in the A1, A2, A3, A4, A5, B1a, D1 or D2 Use Classes. These include amusement arcades, launderettes, saunas and massage parlours, car showrooms and minicab offices. While centres are generally the most appropriate location for these uses, the Council will carefully consider their potential impact when assessing planning applications to make sure that they do not harm the centre or the amenity of neighbours.

12.16 Particular issues that may arise include emissions and noise (e.g. from launderettes), highway and traffic problems (e.g. from minicab offices and car showrooms) and community safety and the fear of crime (e.g. from amusement arcades, betting shops, massage parlours and saunas, particularly where there are concentrations of such uses). Amusement arcades, massage parlours and saunas are unlikely to be considered acceptable in the busiest parts of centres or near to housing, schools, places of worship, hospitals or hotels.

#### Key evidence and references

- Camden Retail Study 2008; Roger Tym and Partners
- Planning Guidance for Central London/Camden Town/Finchley Road/Swiss Cottage/West Hampstead; London Borough of Camden (various dates)
- Camden Statement of Licensing Policy 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Statement (PPS) 4 - Planning for Sustainable Economic Growth; CLG; 2009







# Improving and protecting our environment and quality of life

## DP24. Securing high quality design

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

### DP POLICY

#### DP24 – Securing high quality design

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

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>a) character, setting, context and the form and scale of neighbouring buildings;</li> <li>b) the character and proportions of the existing building, where alterations and extensions are proposed;</li> <li>c) the quality of materials to be used;</li> <li>d) the provision of visually interesting frontages at street level;</li> </ul> | <ul style="list-style-type: none"> <li>e) the appropriate location for building services equipment;</li> <li>f) existing natural features, such as topography and trees;</li> <li>g) the provision of appropriate hard and soft landscaping including boundary treatments;</li> <li>h) the provision of appropriate amenity space; and</li> <li>i) accessibility.</li> </ul> |
|---|--|



## Promoting good design

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



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

## Respecting local character

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

## Detailing and materials

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

## Contributing to the street frontage

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

## Incorporating building services equipment

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

## Responding to natural features

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





## Incorporating Landscaping

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

## Providing amenity space

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

## Accessibility

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

### Key evidence and references

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

## DP26. Managing the impact of development on occupiers and neighbours

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

### DP POLICY

#### DP26 – Managing the impact of development on occupiers and neighbours

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

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

We will also require developments to provide:

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

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

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

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

## Artificial lighting levels

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

## Noise and vibration

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

## Odours, fumes and dust

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





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

## Microclimate

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

## Attenuation measures and Construction Management Plans

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



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

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

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

## Standards of accommodation

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

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

### Key evidence and references

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