



DESIGN & ACCESS STATEMENT

**In support of a planning
application for
the change of use of the
B1 recording studio to a B1a Office
Suite and 4no apartments
(2no two bedroom flats and
2no one bedroom flats), together with
external alterations**

**At 17, Fleet Road, Camden
London, NW3 2QR**

**For Russells Solicitors
London**

**Chris Watts MRTPI DMS
5th February 2016.**

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1. INTRODUCTION

- 1.1 This Statement should be read in conjunction with a full, detailed application for the change of use of the B1 recording studio within the existing building at 17, Fleet Road, Camden, London, NW3 2QR to a B1a Office suite and 4no apartments (2no two bedroom flats and 2no one bedroom flats), together with external alterations.
- 1.2 The existing building dates from the 19th century and originally contained the St Saviours' Mission, with the adjacent no 19 Fleet Road, known as the Parkhill Chapel.
- 1.3 The religious use of these buildings has long since ceased. 19 Fleet Road, for example, was granted planning permission to be used as an artists' studio in 1961 and has been treated as a studio use with the B1 Use Class by the local planning authority since then.
- 1.4 17 Fleet Road which is the subject of this application was granted planning permission as a B1 music recording studio in 2010 under planning ref 2010/2515/P. That permission was implemented and has since then been used as a recording studio by musicians. The owners now wish to concentrate their recording activities at their other studio in Camden and to develop the full potential of the building as a mixed use development.
- 1.5 They are prepared to enter into a Section 106 Agreement with the local planning authority which would accept that the residential components of the development would be 'car free' and that future residents and occupiers of all four flats would not be entitled to secure a residents' street car parking permit at any time in the future.

2. THE SITE AND ITS SURROUNDINGS

- 2.1 No 17 Fleet Road, is known as The Beehive and is located close to the frontage on the busy Fleet Road, which is one way at this point, and which throughout the day is always heavily trafficked. To one side is an enclosed formal childrens' play area, and adjoining the building on the other side is a prominent 19th century ex Chapel building now used as a film production and editing studio.
- 2.2 To the rear is a wide pedestrian walkway linking Fleet Road to a block of modern flats to the rear with raised patio gardens running from north to south. Opposite the building on the other side of this part of Fleet Road, are three storey flats over commercial and retail units. Car parking is restricted to meter use and by resident permits in this area.
- 2.3 The application submission includes a number of photographs of the exterior of the building in question, and in addition the previous marketing material is also included since it confirms the detailed floor space arrangements for each of the floors within this building.
- 2.4 The owners' Solicitors are acting as applicants for the purposes of this application, and the correct Notice No 1 has been served on the freeholders, a copy of which is included with the planning application. As a result, Certificate B has been completed and signed as part of this application.

3. PROPOSED CHANGE OF USE

- 3.1 The proposal is for the change of use of the building at no 17 Fleet Road from a private B1 music recording studio, to form a B1 Office suite in the basement area, with its own access, and in addition 4no residential apartments, made up of 2no two bedroom flats and 2no one bedroom flats on the other three floors. The application also includes some very minor external alterations which are required to facilitate these internal conversion changes.
- 3.2 There is no car parking provision on the site, and future occupiers would need to use public transport or walk or cycle to and from the site to other destinations, in conjunction with a proposed 'car free' Section 106 Agreement.

4. PLANNING HISTORY

- 4.1 As confirmed above, the only planning history at no 17 Fleet Road has been recently in 2010 with the grant of planning permission from D1 and residential use to a B1 recording studio use, which has been implemented.
- 4.2 In addition and of relevance to this latest application for a mixed use development, a significant application was made at no 19 Fleet Road, made in early 2000. This was for the change of use of the (then) photographic studio to a self contained residential unit and further changes to an existing residential unit. The application reference was PEX0000251. That application was refused planning permission, and no appeal was subsequently lodged.
- 4.3 The Council clearly considered at the time that:
- 19, Fleet Road had a studio use within the B1 Use Class which was considered to be very appropriate on this side of Fleet Road;
 - no on – site provision of car parking spaces were required for the original artists' studio, and then the photographic studio use of 19, Fleet Road;
 - alterations to the external elevations and appearance of no 19, which affected the architectural integrity of the building were not acceptable;
 - the alterations to the exterior of the building of the scale involved would have harmed the character and appearance of the adjacent Mansfield Conservation Area.
- 4.4 In addition it should be noted that earlier in 1994, the Council had previously granted planning permission at no 19, for the change of use to a mixed studio (B1) use, with a residential flat involving the insertion of a mezzanine floor. That permission was never implemented however.
- 4.5 Both applications and the history of the adjacent building at no 19 demonstrate that the Council has accepted mixed use developments here which maintain a B1 use, even if the remainder of the conversion changes include residential floor space.

3. PLANNING POLICY FRAMEWORK

- 3.1 The main planning policy framework against which the latest proposed change of use of this building should be assessed is contained within the development plan for Camden. This includes the adopted 2010 Core Strategy and the adopted 2011 Development Policies DPD. Extracts from both documents are attached as part of Appendices One and Two respectively. It should be noted that both documents pre – date the NPPF and so in some respects, may well not be aligned with national planning policy guidance, even though they are used regularly for development management decisions.
- 3.3 The Council is also currently consulting on a new Draft Local Plan, using the consultation version dated March 2015. That replacement Local Plan will when adopted replace the Core Strategy and Development Policies DPD's and will then be fully aligned with national planning policy guidance in the NPPF. However it is still at an early stage in the plan making and adoption process and cannot be given full weight yet in any decision on this application.
- 3.4 The adopted 2015 Alterations to The London Plan is also considered to be part of the Planning framework for Camden, and although the London Plan is a strategic document it is still relevant to this proposal because of the minimum standards it sets out for habitable rooms and for flats of different sizes.
- 3.5 The National Planning Policy Framework (NPPF) was adopted in March 2012 and provides overarching national planning policy guidance which is also relevant to these proposals, especially in the context of encouraging far more market housing to be delivered, requiring the most effective and efficient use of brown field sites and also encouraging more mixed use developments.

4. PLANNING ASSESSMENT OF PROPOSED CHANGE OF USE

- 4.1 It is considered that the proposed change of use would comply with the guidance contained within the NPPF, The London Plan and all the relevant planning policies in the development plan for Camden , and this is expanded on below.

Sustainable development

- 4.2 The Core Strategy requires that all new developments should foster a good quality of life and help develop sustainable communities. It is considered that the proposed change of use to form a mixed use development of B1 offices and 4no residential flats is a very sustainable re -use of this building which will help to maintain its fabric and use for many years to come, in a form which also helps to meet the Council's own planning policies for this area. These are aimed at encouraging more mixed uses, maximising housing supply, and making efficient and effective use of brown field land in particular.

- 4.3 The Council has also determined previously in its decisions on applications at 19, Fleet Road that a mix of B1 and C3 residential is acceptable in relation to a range of appropriate uses within this complex of buildings.
- 4.4 The flats meet the standards set out The London Plan for the proposed flat sizes, and the conversion works well in terms of stacking between floors. The change of use and conversion will only require very modest and small scale external alterations, which will enable the essential character, appearance and integrity of this building to be maintained.

Design Principles and Conservation Area Protection

- 4.5 The application site is situated close to the boundary of the Mansfield Conservation Area. 17, Fleet Road was not however considered worthy enough in design terms to be brought within the new Conservation Area boundary. It is however a fine individual building that makes a very positive contribution to the street scene and wider character of this area.
- 4.6 However the applicants are not proposing to make any substantive external alterations to no 17, only minor changes and additions, and its fine architecture and external finishes will be retained. Indeed it can be argued that by refurbishing this building and bringing it back into beneficial mixed use with a range of B1 office and C3 residential flats the character and appearance of both the host building and the wider Conservation Area would be maintained.

Sustainable Transport issues

- 4.7 The main thrust of Core Strategy and Development Policies DPD on sustainable transport is that public transport, walking and use of cycles for journeys are encouraged, and car use discouraged.
- 4.8 Proposals which would generate additional car parking requirements which would then put pressure on existing permit and meter controlled on – street parking because no on – site provision is possible are discouraged.
- 4.9 In this case although there is no on – site car parking provision, the applicant is prepared to enter into a Section 106 Planning Obligation with the Council which would make this development ‘car free’ and require that any future occupiers of the 4no flats would at no time in the future be able to apply for an on - street car parking permit.
- 4.10 If the local planning authority wished to impose a planning condition seeking secure cycle storage to be included within the building then this could be agreed, and would be possible for up to four cycles.

Creative Industries

- 4.11 The Core Strategy places great emphasis on retaining and promoting creative industries in the Borough. These uses make a great contribution to the character and economy of the Borough, and particularly the Camden Town area, where they provide employment diversity and attract visitors. In some instances, creative industry uses have helped to preserve the physical fabric and character of the area, as was the case here.

4.12 The current users have helped to regenerate the building and created their own recording studio here. However they also have access to other recording studios in Camden and not need this one any longer. They consider that its return to a mix of uses which would still include a B1 use would maintain the integrity of the building and enable more employment to take place here through the retained B1 office space. It is not considered that this recording studio is so vital to the local economy that it should be retained. There are a large number of other recording studios available to groups and singers to hire and use.

4.13 It is considered therefore that this proposal would still make a vital contribution to the diverse character of Camden and would help to maintain a fine Victorian building in an appropriate mix of uses, which the NPPF and the Council already encourage through a range of Core Strategy Policies, and Development Policies.

5. CONCLUSIONS

5.1 This planning application is commended to the local planning authority, and if there are any questions arising from it then the Council can contact me in the first instance.

5.2 The proposed change of use to a B1 office suite and 4no C3 residential apartments is considered to be consistent with the guidance contained within the NPPF and Camden's development plan, subject to a satisfactory Section 106 Agreement being signed.

Chris Watts MRTPI DMS
5th February 2016.

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CS1. Distribution of growth

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

CS POLICY

CS1 – Distribution of growth

Overall approach to growth and development:

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

We will promote:

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

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

Making the best use of Camden's limited land

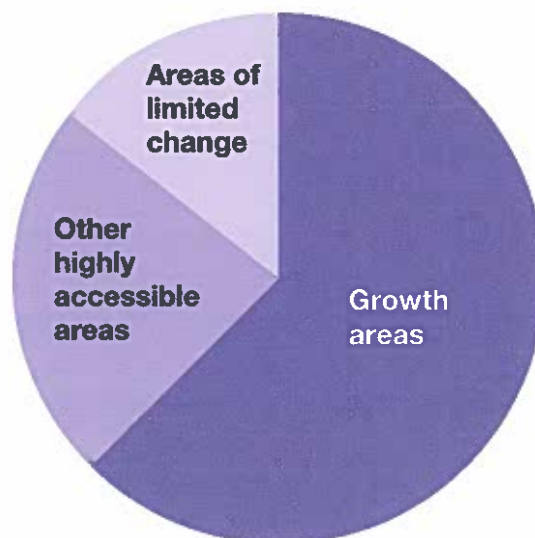
The Council will promote the most efficient use of land and buildings in Camden by:

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

Overall approach to growth and development

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

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



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

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

Areas of more limited change

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

Managing growth

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

Making the best use of Camden's limited land

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

Density

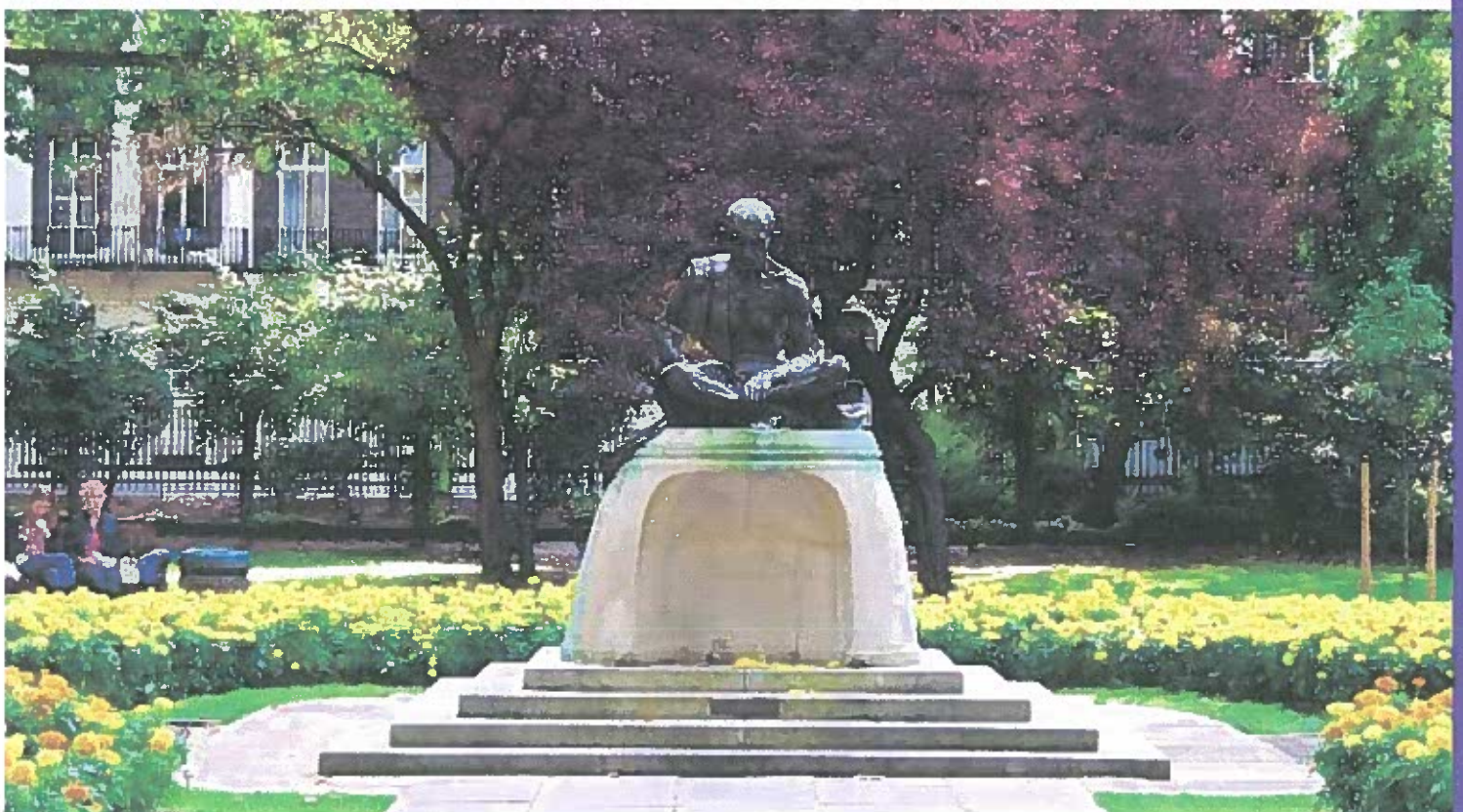
- 1.22 One way of making the most efficient use of our land and buildings is to encourage higher densities (that is, have more buildings or rooms in a given area). The Council wants to encourage developments with high densities in the most accessible parts of the borough (generally, Central London and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

Mixed use developments

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

Key evidence and references

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



CS6. Providing quality homes

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

CS6 – Providing quality homes

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

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

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

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

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

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

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

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

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DP1. Mixed use development

- 1.4 Core Strategy policy CS1 – *Distribution of growth* promotes the most efficient use of land and buildings in Camden. This includes encouraging a mix of uses in development and expecting the provision of a mix of uses in schemes in the most accessible parts of the borough. Policy DP1 helps to deliver this by setting out our detailed approach to mixed use development.
- 1.5 The Council assesses mixed-use schemes in terms of the ‘primary’ use, which is the largest land-use by floorspace, and ‘secondary’ uses, which are all uses with smaller floorspaces. Where a contribution to housing is sought, this refers to self-contained housing (Use Class C3), except in the case referred to in paragraph 1.9. For the purposes of comparing the non-residential and housing floorspace, the Council will use the gross external area.
- 1.6 Policy DP1 is a relevant consideration for all new build development and extensions involving a significant floorspace increase. No non-residential uses are excluded from the policy. However, we acknowledge that there are a number of circumstances where a mix of uses may not be sought.

DP POLICY

DP1 – Mixed use development

The Council will require a mix of uses in development where appropriate in all parts of the borough, including a contribution towards the supply of housing. In the Central London Area (except Hatton Garden) and the town centres of Camden Town, Finchley Road/ Swiss Cottage and Kilburn High Road, where more than 200 sq m (gross) additional floorspace is provided, we will require up to 50% of all additional floorspace to be housing.

As an exception to this approach, in the designated Hatton Garden area, where more than 200 sq m (gross) additional floorspace is provided, we will require up to 50% of all additional floorspace in the form of secondary uses, including a contribution to housing and a contribution to affordable premises suitable for the jewellery industry.

The Council will require any secondary uses to be provided on site, particularly where 1,000sqm (gross) of additional floorspace or more is proposed. Where inclusion of a secondary use is appropriate for the area and cannot practically be achieved on the site, the Council may accept a contribution to the mix of uses elsewhere in the area, or exceptionally a payment-in-lieu.

In considering whether a mix of uses should be sought, whether it can practically be achieved on the site, the most appropriate mix of uses, and the scale and nature of any contribution to the supply of housing and other secondary uses, the Council will take into account:

- a) the character of the development, the site and the area;
- b) site size, the extent of the additional floorspace, and constraints on including a mix of uses;
- c) the need for an active street frontage and natural surveillance;
- d) the economics and financial viability of the development including any particular costs associated with it;
- e) whether the sole or primary use proposed is housing;
- g) whether secondary uses would be incompatible with the character of the primary use;
- f) whether an extension to the gross floorspace is needed for an existing user;
- h) whether the development is publicly funded;
- i) any other planning objectives considered to be a priority for the site.

- 1.7 If we are going to adapt successfully to Camden's growing population, we need to make the best use of the borough's limited land. Developing a mix of uses on individual sites and across an area can be beneficial in a number of ways, such as:
- reducing the need to travel between homes, jobs and services;
 - providing a range of activities through the day, and so increasing community safety and security;
 - contributing to the creation of areas that are diverse, distinctive and successful;
 - allowing an efficient use of land, with other uses developed above those uses which need direct ground floor access or a street-level frontage, such as shops;
 - providing more opportunities for the development of housing.

Large parts of the borough have a well-established mixed-use character and the Council seeks to extend this.

- 1.8 Core strategy policy CS6 indicates that the Council will regard housing as the priority land use of the Local Development Framework. Core strategy paragraph 6.18 goes on to acknowledge that the priority given to housing does not override a number of other considerations, but will be considered alongside them, such as the need for jobs, services and facilities, and the importance of Central London as a focus of business, shopping, education, healthcare and research. Taking into account these considerations, the Council will consider whether a proposed development in the borough could appropriately include a mix of uses, and in appropriate cases will seek a contribution to the supply of housing. Other secondary uses that may be sought include shops, community facilities, open space and workshops for light industry. The need for secondary uses and the precise mix and proportion appropriate will vary in different locations and will be a matter for negotiation, taking into account all the criteria set out in policy DP1.
- 1.9 As noted in Core Strategy paragraphs 6.13 and 6.53, the Council is concerned that the provision of student housing and other housing with bedsit rooms and shared facilities could prejudice the supply of self-contained housing. Therefore, when applying policy DP1 to seek a contribution to the supply of housing, the Council will seek permanent self-contained housing (in Use Class C3). However, in the context of development for an educational institution supported by the Higher Education Funding Council for England, as an alternative to self-contained housing, the Council may accept student housing that serves the same institution.



DP POLICY

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

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

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

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

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

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

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





Maximising the supply of additional homes

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



2.11 Where possible, we have identified underused sites that are suitable for additional housing in our Site Allocations Local Development Framework document, and will resist an alternative use of allocated sites. However, a high proportion of the housing developments that come forward in Camden are not identified in advance because they are small sites, or were in use when sites were assessed for allocation. Given the high proportion of potential housing sites in the borough that cannot be identified in the Sites Allocations document, the Council may also resist non-housing development on other sites that:

- have a valid consent for housing; or
- are suitable for housing in terms accessibility and amenity, and are free of physical and environmental constraints that would prevent residential use.

2.12 In seeking to maximise the proportion of a site used for housing and deciding whether to resist a non-housing development, the Council will take into account:

- the need and potential to re-provide on site existing uses protected by other policies, such as industry, warehousing, community uses and shops;
- other uses that are needed in the area, particularly in Central London, and the extent to which alternative sites or provision is available;
- policy DP1, and whether a mixed-use development would be appropriate;
- whether the supply of additional housing falls short of the overall target of 595 additional homes per year and the target of 437 additional self-contained homes per year; and
- the financial viability of the proposal and the financial viability of housing development.

2.13 The Council will generally treat live/work units in the same way as housing for the operation of development policies. Such premises contribute to the range of homes and the range of business premises in the borough, and the Council will not resist the development of live – work premises on sites that are considered suitable for housing, subject to the inclusion of an appropriate mix of dwelling-sizes and types (in accordance with other policies including DP3, DP5 and DP6). Further information on our approach to live-work premises is provided by policy DP13 and accompanying paragraphs.

Sites particularly suitable for affordable housing and housing for vulnerable people

2.14 The capital return and rental income of developments that provides affordable housing, housing for older people or housing for vulnerable people is limited. Therefore there is a danger that other more profitable forms of housing, such as student housing, will take-up potential sites and limit the supply of affordable housing and homes for vulnerable people.

2.15 As far as possible, the suitability of housing sites for affordable housing is identified in our Camden Site Allocations Local Development Framework document. However, a high proportion of the affordable housing provided in the borough is on sites that that have not been identified in advance. Where a site has been allocated for affordable housing or a proportion of affordable housing, or has a valid consent for a development including affordable housing, the Council will resist development that fails to include appropriate affordable housing provision. The appropriateness of an affordable

DP13. Employment premises and sites

- 13.1 Having a range of sites and premises across the borough to suit the different needs of businesses for space, location and accessibility is vital to maintaining and developing Camden's economy. An increase in the number and diversity of employment opportunities is fundamental to improving the competitiveness of Camden and of London. The Council wants to encourage the development of a broad economic base in the borough to help meet the varied employment needs, skills and qualifications of Camden's workforce.
- 13.2 Camden Core Strategy Policy CS8 – *Promoting a successful and inclusive Camden economy* sets out our overall strategy for Camden's economy. It aims to make sure that the borough's economy will be stronger and more diverse while helping more residents to have the skills, education and training to take up local job opportunities and bridge Camden's skills gap. It identifies the locations for major office development, protects Camden's main Industry Area and industrial premises, as well as supporting business growth and employment initiatives and encouraging training schemes. Policy DP13 supports the delivery of the Core Strategy by ensuring that sufficient sites are retained to enable a variety of commercial and industrial business to find premises and continue to operate. It is therefore important to refer to Core Strategy policy CS8 alongside this policy.

DP POLICY

DP13 – Employment premises and sites

The Council will retain land and buildings that are suitable for continued business use and will resist a change to non-business unless:

- a) it can be demonstrated to the Council's satisfaction that a site or building is no longer suitable for its existing business use; and
- b) there is evidence that the possibility of retaining, reusing or redeveloping the site or building for similar or alternative business use has been fully explored over an appropriate period of time.

Where a change of use has been justified to the Council's satisfaction, we will seek to maintain some business use on site, with a higher priority for retaining flexible space that is suitable for a variety of business uses.

When it can be demonstrated that a site is not suitable for any business use other than B1(a) offices, the Council may allow a change to permanent residential uses or community uses, except in Hatton Garden where we will expect mixed use developments that include light industrial premises suitable for use as jewellery workshops.

Where premises or sites are suitable for continued business use, the Council will consider redevelopment proposals for mixed use schemes provided that:

- c) the level of employment floorspace is maintained or increased;
- d) they include other priority uses, such as housing and affordable housing;
- e) premises suitable for new, small or medium enterprises are provided;
- f) floorspace suitable for either light industrial, industry or warehousing uses is re-provided where the site has been used for these uses or for offices in premises that are suitable for other business uses;
- g) the proposed non-employment uses will not prejudice continued industrial use in the surrounding area.

The Council will support the provision of live/work premises provided they do not:

- h) result in the loss of any permanent residential units; or
- i) result in the loss of sites in business or employment use where there is potential for that use to continue.

- 13.3 When assessing proposals that involve the loss of a business use we will consider whether there is potential for that use to continue, taking into account whether the site:
- is located in or adjacent to the Industry Area, or other locations suitable for large scale general industry and warehousing;
 - is in a location suitable for a mix of uses including light industry and local distribution warehousing;
 - is easily accessible to the Transport for London Road Network and/or London Distributor Roads;
 - is, or will be, accessible by means other than the car and has the potential to be serviced by rail or water;
 - has adequate on-site vehicle space for servicing;
 - is well related to nearby land uses;
 - is in a reasonable condition to allow the use to continue;
 - is near to other industry and warehousing, noise/vibration generating uses, pollution and hazards;
 - provides a range of unit sizes, particularly those suitable for small businesses (under 100sqm).
- 13.4 Where it is proposed to redevelop employment land for another business use, including offices, the Council will seek to retain physical features that will enable the flexible use of the premises for a range of business purposes. This will help to maintain the range of employment premises available and is especially important given the limited supply of non-office premises. The typical design features that enable flexible use are:
- clear and flexible space with few supporting columns;
 - adequate floor to ceiling heights;
 - wide doors/corridors;
 - loading facilities;
 - large amounts of natural light;
 - availability of a range of units sizes; and
 - space for servicing by/parking of commercial vehicles.

More information on the demand for different types and specification of business premises can be found in Camden Planning Guidance.

- 13.5 In addition to the considerations above, where a change of use to a non-business use is proposed, the applicant must demonstrate to the Council's satisfaction that there is no realistic prospect of demand to use the site for an employment use. The applicant must submit evidence of a thorough marketing exercise, sustained over at least two years. The property should be marketed at realistic prices, include a consideration of alternative business uses and layouts and marketing strategies, including management of the space by specialist third party providers. More information on our approach to changes of use involving employment sites and premises can be found in Camden Planning Guidance.
- 13.6 Where premises or sites are suitable for continued business use, the Council will consider redevelopment schemes which maintain the employment floorspace and provide other priority uses, such as housing. The re-provision of employment floorspace should be able to accommodate a range of business types and sizes (e.g. new businesses, small and medium sized enterprises¹ (SMEs) and creative businesses). Applicants must demonstrate to the Council's satisfaction that the commercial element is appropriate to meet the likely needs of the end user. The provision of inappropriate business space (e.g. inappropriate floor to ceiling height or poor access arrangements) will not be acceptable as this often fails to attract an occupier, which can lead to vacancy. Clear separation of the residential element and effective management of the business space will also be important. This is in line with the approach to flexible and affordable workspace that is taken in the Core Strategy policy CS8 – *Promoting a successful and inclusive Camden economy*. Further information on new workspace can be found in Camden Planning Guidance.

REFERENCES

¹ SMEs are business employing less than 50 people (small) and or less than 250 (medium) (ref: European Commission Recommendation 2003/361/EC: SME Definition)