

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





Section 2

Meeting Camden's needs – Providing homes, jobs and facilities

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



CS6. Providing quality homes

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

CS6 – Providing quality homes

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

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

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

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

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

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

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

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

Making full use of Camden’s capacity for housing

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

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



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

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

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



Securing high quality affordable housing

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



- 6.24 On the basis of the annual affordable housing need figure taken from the Camden Housing Needs Survey Update, the annual target for 595 additional homes in the London Plan, and the 50% borough-wide affordable housing target, there is a gap of over 4,000 between the number of new affordable homes needed each year and the target for new supply. The loss of existing affordable housing would serve to widen that gap even further. However, Camden currently has a mismatch between the types and sizes of affordable housing that are most in need and the types of affordable housing that become available from the existing stock. The Council will support proposals that help to adjust the affordable housing stock to fit contemporary and future needs, through redevelopment and conversion (either combining homes to resolve overcrowding, or dividing homes to resolve under-occupation). To balance these factors, the Council will seek to minimise the net loss of affordable housing floorspace, but will not necessarily resist the loss of individual affordable homes. Our Development Policies document gives further guidance on the loss of affordable housing (see policy DP4).
- 6.25 The government defines Decent Homes as homes that are warm, weatherproof and have reasonably modern facilities. It aims to ensure that all social rented housing reaches its Decent Homes standard by 2010. The Council has an ongoing programme of works in place to improve its housing stock, and aims to bring the majority of homes up to the Decent Homes standard by 2012.
- 6.26 To transform all Council housing into Decent Homes, we will need to generate significant funds for investment, including £100 million from an estate regeneration programme. Regeneration is a possibility for estates that have a substantial investment need, have development opportunities that could generate investment capital, and have the potential to create more sustainable communities. In many cases proposals are likely to be based on refurbishment, with redevelopment and infill in some cases. Where estates are identified for possible regeneration initiatives, we will apply 'place-shaping' principles, working with residents and communities to develop a vision for the area. The proposals will aim to address local housing needs directly, achieve high standards of sustainability and energy efficiency, and deliver wider social benefits such as helping people get into work and improving health.
- 6.27 The first group of estates identified are:
- Chester – Balmore;
 - Holly Lodge Estate;
 - Alexandra and Ainsworth/Abbey Area; and
 - Maiden Lane Estate.
- Consultation on the first two of these is relatively advanced, and it is likely that firm proposals will be in place by 2010. The Chester – Balmore regeneration is expected to involve redevelopment and a small increase in the number of homes (there are 25 existing homes). The Holly Lodge Estate regeneration is expected to involve refurbishment, replacing un-modernised bedsit rooms (over 70% vacant) with modern self-contained flats, providing for existing residents and also returning 80 additional homes to use. Consultation with residents on regeneration options for the other two identified estates is continuing.
- 6.28 There are several other residential areas with a large number of social rented homes and housing estates, for example, Gospel Oak. Some of these areas are also expected to benefit from estate regeneration over the period of our Core Strategy, subject to consultation with residents and community support for the initiative.

Tackling social polarisation and creating mixed and inclusive communities

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

Affordability across a range of incomes

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



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



Homes of Different Sizes

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

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

People with mobility difficulties

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



Older people

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

Homeless people and vulnerable people

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

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

Young adults and students in higher education

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



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

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

Flexible implementation

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



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

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

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

Key evidence and references

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

CS10. Supporting community facilities and services

- 10.1 A key part of our strategy for managing Camden’s future growth is making sure that the services, facilities and infrastructure to support the local community and visitors to the borough are provided in suitable locations to meet increasing demand caused by our growing population. The provision of community facilities also plays a key role in meeting the Camden Community Strategy theme *A connected Camden community where people lead active, healthy lives*, which seeks to encourage a greater sense of community. Camden’s community facilities provide people with opportunities to meet, learn, socialise and develop skills and interests and, by doing this, help improve their quality of life. Making provision for these needs locally plays an important part in developing community life in the borough by bringing people together and encouraging them to take responsibility for the local area.
- 10.2 The Council will seek to ensure that a wide range of services and facilities to meet community needs are provided in the borough, including education and childcare, health facilities (also covered in policy CS16), police and emergency service facilities, libraries, sports and leisure facilities, culture and arts, advice centres, community halls/meeting rooms, places of worship, youth facilities and public conveniences. Parks and open spaces are covered in policy CS15.

CS POLICY

CS10 – Supporting community facilities and services

The Council will work with its partners to ensure that community facilities and services are provided for Camden’s communities and people who work in and visit the borough.

This includes:

- a) the provision of a new secondary school at Swiss Cottage, a new primary school in King’s Cross and a range of improvements to 16 schools and educational facilities across the borough by 2014;
- b) supporting the higher education sector in Camden and balancing its requirements with those of other sectors and the local community. In assessing applications for higher education use, the Council will ensure that such developments are sensitive to their surroundings, take into account the cumulative impact on the balance and mix of uses in the area, protect residential uses, the local environment and the amenity of, and services for, the residential community and other users of the area and their future needs;

- c) supporting the Metropolitan Police and their plans to create more neighbourhood facilities and a new custody centre and patrol base;
- d) providing a range of other community facilities to support Camden’s growing population.

The Council will:

- e) require development that increases the demand for community facilities and services to make appropriate contributions towards providing new facilities or improving existing facilities;
- f) support the retention and enhancement of existing community, leisure and cultural facilities; and
- g) facilitate the efficient use of community facilities and the provision of multi-purpose community facilities that can provide a range of services to the community at a single, accessible location.



Providing community facilities

- 10.3 Camden currently has a wide variety of community facilities that are provided by the Council or the voluntary sector. The paragraphs below describe how we will seek to deliver the specific facilities and services. Please also see policy CS15 for our approach to providing open spaces and policy CS16 for our approach to health facilities.

Education and training facilities

- 10.4 The Council aims to provide a high standard of education and training for everyone through the borough's network of schools, youth centres and arts and recreation facilities. We will also work with our partners, such as the higher and further education colleges and universities, neighbouring authorities and the community and voluntary sector, to ensure that suitable services and facilities for education and training are provided.

Schools

- 10.5 The Council has a series of strategies that set out the borough's future requirements for school places and facilities and how they will be addressed.
- The current Building Schools for the Future (BSF) 2007-2014 programme sets out how we will meet the need for secondary education which includes:
 - a new secondary school on Adelaide Road in Swiss Cottage;
 - rebuilding of Maria Fidelis Convent School and conversion to mixed entry;
 - further improvements to six other schools and three pupil referral units; and
 - provision of 530 additional post-16 school places.
 - The Primary Strategy for Change sets out the vision and funding programme for delivering improvements in primary age learning between 2009-2023 and includes the provision of:
 - a new primary school in the King's Cross growth area;
 - the expansion of Emmanuel School in West Hampstead;
 - the relocation of Frank Barnes School;
 - the refurbishment of Carlton Primary School; and
 - improvements to two specialist schools.
 - A number of strategies also cover the provision of care and facilities for nursery and pre-school age children (Childcare Sufficiency Assessment, the Phase 3 Children's Centre Strategy and the Primary Strategy for Change).

The Council will work to ensure the adequate provision of school places beyond the period covered by the above strategies through school place planning analysis and by responding to local concerns, for example, by considering the need for a school south of Euston Road. The table of key infrastructure programmes and projects in Appendix 1 provides more details on planned education schemes (see items 1-12).



Adult learning

- 10.6 The Council offers a range of adult and community learning, provided by libraries, schools, community centres and also by partner organisations, such as the City Lit Institute, the Mary Ward Centre, Westminster Kingsway College, Birkbeck College and the Learning and Skills Council. To expand the range of courses and facilities on offer, we are working with our partners to build on existing out-of-school programmes; increase the number of venues providing adult and community learning, particularly in deprived areas; and encourage the use of local cultural institutions, such as the British Museum and British Library, for educational workshops and lectures.

Higher and further education

- 10.7 Higher and further education facilities are clustered in Camden's Central London Area, particularly in Bloomsbury and Fitzrovia and include: University College London (UCL) and its associated medical institutions, such as the UCL Hospital, the National Hospital for Neurology and Neurosurgery; the Eastman Dental Institute and the University of London, including King's College, the School of Oriental and African Studies, and the School of Pharmacy. The Council recognises the importance of the higher and further education sector in Camden and will seek to support and balance its requirements with those of other sectors and the local community. While generally supporting the expansion of higher education use in the borough, the Council recognises that in areas where such uses already have an extensive presence they can have a harmful impact and will assess applications for such uses against the criteria set out in CS10 b). Please see policy CS5 for more information on how we will balance the needs of the residential communities with other interests in the borough and policy CS9 for information on how we will support residential communities in Central London

Facilities for children and young people

- 10.8 We will aim to make sure that children and young people receive the services and support they need by working with our partners, including schools, the voluntary and community sector, parents and carers, and the children and young people themselves. We will implement our Children and Young People's Plan which aims to improve the experiences of children and young people in Camden and details the areas we are working to improve, in particular:
- keeping children safe;
 - raising school standards; and
 - helping children achieve their full potential.

- 10.9 A number of projects are underway to help achieve these aims. For example, 75% of Camden's schools are now offering extended services which will support children and their families outside of school hours by offering childcare, parenting advice and support, after-school activities and classes, community access to sports, IT and arts facilities. The aim is to eventually have all the Council's schools offering extended services. Schools have also increased the number of vocational subjects they teach from 4-10 to help more young people into jobs and provide a link into the Camden Jobtrain service which provides training and apprenticeships for young people in various sectors, including construction, childcare and motor mechanics. The Council aims to increase the number of apprenticeships available to young people and to widen the variety of occupational areas from 5 to 10.
- 10.10 The lack of childcare facilities often prevents people from taking up employment opportunities or restricts them to part-time jobs that are close to home. The Council will therefore encourage non-residential developments to include provision for child care facilities. Please see policy CS8 – *Promoting a successful and inclusive Camden economy* for more information on how this strategy supports schemes that encourage Camden residents into training and jobs.

Facilities for older people

- 10.11 Older people in Camden make up 12% of the population (Source: GLA 2006 Round of Demographic Projections (RLP High) GLA, 2007) and generate the greatest demand for health care, social care and support services. The Council has a number of strategies that work together to address the challenges faced by the borough's older people, including Camden's Quality of Life Strategy for Older Citizens, the Serving Older People Strategy, Homes for Older People and the Health Improvement Programme for Older People. These strategies envisage an increasing amount of care taking place at home with people staying in their homes longer, although there will still be a requirement for day-centres, long-term care homes, nursing care homes and extra-care sheltered housing. Detail on our approach to providing these facilities is set out in Camden Development Policies (policy DP7). We will also work with our partners to continue to provide more informal services and facilities such as lunch clubs, exercise classes, learning opportunities, networking groups and meeting places.

Faith facilities

- 10.12 Camden has many meeting places, churches, synagogues, temples, community facilities and prayer centres that cater for a range of faiths and beliefs. The Council will seek to support community organisations and religious groups to help them to meet their need for faith facilities. For example, the Council is currently working with the Muslim community, who want a purpose built Islamic cultural centre and mosque in the borough, to form a community led project team which will develop the plans for these.





Sports and leisure facilities

- 10.13 Camden's Open Space, Sport and Recreation Study Update 2008 identifies a shortage of indoor sports facilities in the borough, with the exception of swimming pools. To address this shortfall, the Council will provide new sports facilities on nine school sites. These will be provided through the Council's Building Schools for the Future programme. The timescale for delivery has not yet been confirmed, although construction is expected to begin in 2012 at the first two schools – South Camden Community School and Swiss Cottage. After a long period of closure for refurbishment the Kentish Town Leisure Centre is due to re-open in 2010. The Council also has plans to invest in refurbishment works at the Oasis sports centre near Covent Garden. In addition there will be a new leisure facility in the King's Cross growth area, which will include a swimming pool and indoor sports facilities. The table of key infrastructure programmes and projects in Appendix 1 provides more details on the planned sport and leisure facilities (items 25-32).
- 10.14 The Council and its partners are also developing a Sports and Physical Activity Strategy which will outline our vision for how we can use sports and physical activity to maximise opportunities for those who live, work or go to school in the borough. The Sports Strategy will focus on St Pancras and Somers Town, Gospel Oak and Regents Park, as these are the wards with lowest levels of activity.²⁵ Please see policy CS15 for more information on how we will protect open space and outdoor sports facilities in Camden.

Arts and cultural facilities

- 10.15 Camden is home to a host of arts and cultural facilities, including many of London's and the UK's leading cultural institutions such as the British Museum and the British Library, as well as number of theatres, galleries, dance and music venues, such as the Dominion Theatre, the Roundhouse, the Foundling Museum, Hampstead Theatre, The Place and the Proud Galleries. These leisure facilities serve Camden's residents as well as those who work and visit the borough and are therefore protected and encouraged by policy CS10. The Council works in partnership with a wide range of institutions and various community groups to deliver art and cultural projects, for example, by hosting and supporting community festivals across the borough. We also encourage public art installations, organise workshops and provide space for local artists, for example in Swiss Cottage Library and Kingsgate Community Workshops. Please see Policy DP15 for more information on how we will protect and support leisure facilities.

Public toilets

- 10.16 The Council and other organisations run a number of public toilets within the borough which provide facilities for residents and visitors. Due to the high maintenance costs and the problems with vandalism, especially connected with underground Victorian facilities, many public toilets have closed. The Council will work with developers to provide new public toilets in the growth areas or as part of major redevelopment schemes and will continue to encourage community toilet schemes in our town centres. For example, a successful scheme has been running in Kentish Town since 2007 where local businesses allow the public to access their toilet facilities.

REFERENCES

²⁵ Draft Camden Sport & Physical Activity Needs Assessment 2008

Policing and emergency services

- 10.17 The Metropolitan Police Authority have prepared an *Asset Management Plan* which sets out how they will improve their operational estate which will comprise a move towards more local “front counter” facilities and neighbourhood policing facilities across the borough to provide enhanced accessibility. This will be supported by the centralisation of custody cells, patrol bases and associated operational facilities. We will work with the Police to help deliver their planned improvements once they have been agreed. The London Fire Brigade (LFB) has four stations in Camden – Euston, Belsize Park, Kentish Town and West Hampstead. The LFB is reviewing the current fire service provision and may seek to redevelop stations in the future as necessary. Ambulances are provided by the London Ambulance Service (LAS) NHS Trust from a network of ambulance stations across London. Camden has two ambulance stations which are located in Gospel Oak and Bloomsbury. The London Ambulance Service is working with local primary care providers, such as NHS Camden, to consider the opportunity of locating new primary healthcare and ambulance services together when developing any estate strategy. See Policy CS16 for more information on healthcare services in Camden. The table of key infrastructure programmes and projects in Appendix 1 provides more details on the planned policing and emergency service schemes. (see items 33-38).

Community facilities and development

- 10.18 Camden’s population is expected to continue growing, which will increase demand for community uses in the future. To ensure that we continue to meet the demand for community facilities, developments will be expected to make commensurate provision for new, or improvements to existing, facilities. This will help to meet the needs of new residents and mitigate impacts on the existing community. Please see policy DP15 in Camden Development Policies for more information on our approach to the provision of community uses and Policy CS19 for more information on planning obligations.
- 10.19 We recognise that increasing the number of community, and some leisure, facilities in Camden will be difficult due to competition from other, higher value land uses and due to the pressure on existing facilities to be redeveloped for more profitable uses. Therefore we will seek to protect existing community facilities where they are necessary to support the local population. Please see policy DP15 in Camden Development Policies for our detailed approach to protecting community and leisure facilities.





- 10.20 Community facilities can provide a range of services in one location, for example a community hall can be used for meetings, performances, exercise classes, exams, rehearsals and other uses. Grouping facilities together allows a greater number of services to be provided in a single place and encourages links between them. The Council and other service providers are increasingly moving towards integrating their services to ensure that residents can access advice and assistance in the most convenient way. For example:
- the '1a Community Centre' in Clerkenwell was redeveloped by the Council to provide a new Children's Centre where local residents can access nursery facilities, health and family support services or hire a room for community meetings/events; and
 - the new Kentish Town Health Centre now provides health services, social services, housing, welfare advice and many other activities.
- 10.21 Grouping community facilities in a single location or in one building makes efficient use of land, which is particularly important in Camden where there are few opportunities for new community facilities. Therefore, the Council will support multi-purpose community facilities that can provide a range of services and facilities to the community at one accessible location. We will also encourage the use of existing community facilities for more than one use, and support the use of other types of premises for community use, for example, making meeting rooms in offices available to the local community.

Key evidence and references

- Camden Together – Camden's Sustainable Community Strategy; 2007-2012
- Camden's Children and Young People's Plan 2009-12
- Draft Camden Pro-Active Sports and Physical Activity Strategy 2008
- Draft Camden Sport & Physical Activity Needs Assessment 2008
- Building Schools for the Future Programme
- NHS Camden Strategic Plan 2008-13

CS11. Promoting sustainable and efficient travel

- 11.1 Camden benefits from excellent transport provision, including a direct link to continental Europe through St Pancras International; national rail services at King's Cross, St Pancras and Euston; 23 tube stations within the borough or on its boundary, 55 bus routes and 27 night bus routes. These provide excellent accessibility within Camden, to the rest of London and beyond. However, the borough also faces considerable challenges in relation to transport. Its road and public transport networks are subject to significant congestion, and air quality is a serious issue.
- 11.2 The Council needs to address these challenges and ensure that transport provision contributes towards our approach to managing the significant growth in the borough, as set out in Section 1. Policy CS11 promotes a range of sustainable transport measures and the delivery of additional infrastructure to support growth and relieve existing pressures on the transport system. It builds on, and helps to deliver, the sustainable transport priorities established in the Council's Green Transport Strategy. This aims to encourage more walking and cycling and reduce traffic in the borough by 15% from 2001 levels.



CS11 – Promoting sustainable and efficient travel

The Council will promote the delivery of transport infrastructure and the availability of sustainable transport choices in order to support Camden's growth, reduce the environmental impact of travel, and relieve pressure on the borough's transport network.

Improving strategic transport infrastructure to support growth

The Council will promote key transport infrastructure proposals to support Camden's growth, in particular:

- a) King's Cross station improvements;
- b) the redevelopment of Euston Station and the provision of an improved public transport interchange;
- c) Crossrail services and associated station improvements at Tottenham Court Road;
- d) improved interchange at West Hampstead;
- e) improvements to facilities at Camden's London Underground and Overground stations, including at Camden Town and Holborn; and
- f) improvements to encourage walking and cycling as part of transport infrastructure works.

The Council will protect existing and proposed transport infrastructure (including routes for walking, cycling and public transport, interchange points, depots and storage facilities) against removal or severance.

Promoting sustainable travel

In order to support Camden's growth and to promote walking, cycling and public transport, the Council will:

- g) improve public spaces and pedestrian links across the borough, including by focusing public realm investment in Camden's town centres and the Central London area, and extending the 'Legible London' scheme;

- h) continue to improve facilities for cyclists, including increasing the availability of cycle parking, helping to deliver the London Cycle Hire Scheme, and enhancing cycle links; and
- i) work with Transport for London to improve the bus network and deliver related infrastructure, and support proposals to improve services and capacity on the tube, London Overground and Thameslink.

Making private transport more sustainable

As part of its approach to minimising congestion and addressing the environmental impacts of travel, the Council will:

- j) expand the availability of car clubs and pool cars as an alternative to the private car;
- k) minimise provision for private parking in new developments, in particular through:
 - car free developments in the borough's most accessible locations and
 - car capped developments;
- l) restrict new public parking and promote the re-use of existing car parks, where appropriate;
- m) promote the use of low emission vehicles, including through the provision of electric charging points; and
- n) ensure that growth and development has regard to Camden's road hierarchy and does not cause harm to the management of the road network.

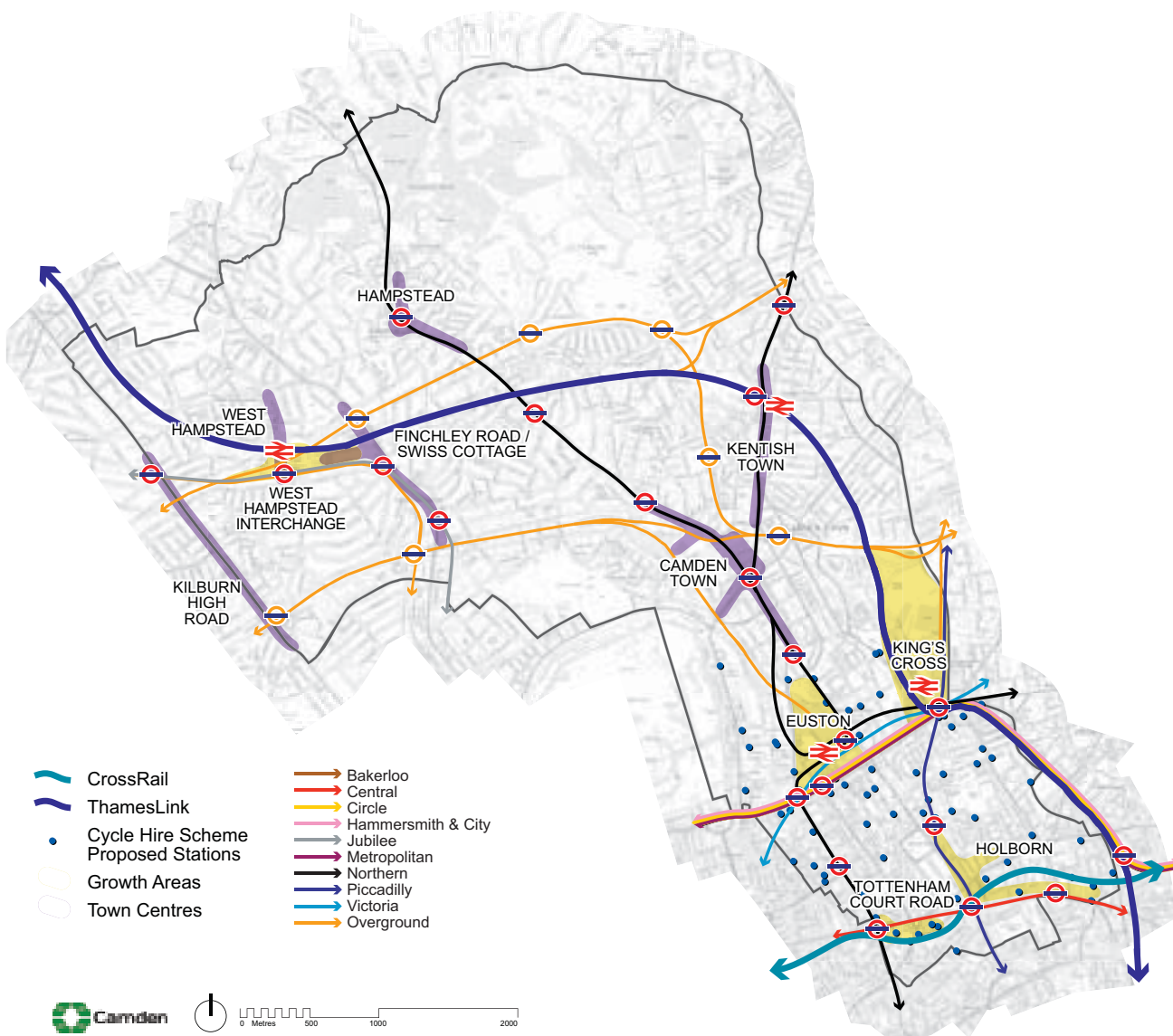
Promoting the sustainable movement of freight

The Council will seek to reduce freight movement by road; encourage the movement of goods by canal, rail and bicycle; and minimise the impact of freight movement on local amenity, traffic and the environment.

Improving strategic transport infrastructure to support growth

11.3 The strategic transport infrastructure projects identified in policy CS11 will play a central role in supporting future growth in the borough, with the development concentrated in locations that are, or will be, subject to significant improvements to transport facilities, services and capacity. The key infrastructure programmes and projects identified in Appendix 1 set out further details regarding these schemes, including delivery timescales and responsibilities, and sources of funding (items 39-50). Map 3 shows Camden's key existing and proposed transport infrastructure.

Map 3: Transport



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11.4 All of Camden’s growth areas (see policies CS1 and CS2) will be subject to significant improvements in strategic transport infrastructure:

- King’s Cross will benefit from improved station facilities, significant tube capacity increases and improved service capacity and frequency on the Thameslink line;
- Euston will also benefit from an improved station and associated facilities and significant tube capacity increases. The Council will seek to deliver enhanced walking and cycling links to surrounding areas from both Euston and King’s Cross;
- Tottenham Court Road Station is due to be served by Crossrail by 2018 and there will be a new Crossrail station linked to Tottenham Court Road underground station. The Underground station will also benefit from substantial improvements and from additional tube capacity through planned Northern Line upgrades. The Council will work with its partners to ensure that walking links are improved around the station in order to accommodate the expected increase in pedestrian activity in the area;
- Holborn will benefit from increased tube capacity through the Piccadilly Line upgrade and, over the longer term, the Council will pursue opportunities to deliver substantial improvements to Holborn Underground station, although funding for such works has not yet been identified. The provision of a Crossrail interchange at Farringdon, located adjacent to the borough boundary in Islington, will provide additional capacity to the south east of the borough. This and measures at Tottenham Court Road may help to alleviate current pressure on Holborn station. Improvements to pedestrian signage through the ‘Legible London’ scheme should also make it easier for pedestrians to find their way around the area; and
- West Hampstead will benefit from improved service capacity at its Jubilee Line and London Overground stations, as well as increased service frequency and capacity at its Thameslink station. In addition, the Council and Transport for London are currently investigating a range of measures to improve pedestrian linkages in the interchange area between West Hampstead’s three stations, including addressing the need to widen pavements, and remodelling station entrances.

11.5 All of Camden’s town centres are served by at least one tube or Overground station, each of which will benefit from planned improvements to service capacity and, in some cases, increased service frequency (see Appendix 1 – items 43 and 44). Planned Northern Line capacity improvements have the potential to help to relieve current peak time congestion at Camden Town station. Neighbouring tube stations at Chalk Farm and Mornington Crescent will also benefit from Northern Line capacity improvements, which should also help to relieve pressure at Camden Town station. Although funding is not currently identified for the planned redevelopment of Camden Town Underground station, the Council has published a planning brief for the site and will pursue opportunities to deliver a better functioning, more accessible station that relieves congestion issues. Camden Road overground station will also benefit from planned capacity and service improvements on the North London Line.

11.6 The Council considers that the scale of transport improvements focussed on Camden’s main growth areas means that, in the event that any individual scheme is postponed or cancelled, sufficient transport infrastructure will be provided and other measures secured to support the levels of growth envisaged. For example, the range of planned tube, London Overground and rail

capacity improvements means that, if any single scheme did not occur, there will still be increased capacity on other lines. Also, walking, cycling and bus links will continue to be improved, and where appropriate, enhanced to meet reductions in planned capacity elsewhere.

- 11.7 Given the constraints on transport capacity in a densely developed area like Camden, almost every part of the existing transport infrastructure is a valuable asset. The Council will therefore seek to protect all existing and proposed facilities and links (including for Crossrail 2, also known as the Chelsea – Hackney Line), and safeguard the potential for improvements to the transport network. The Mayor of London's *Land for Transport Functions* supplementary guidance sets out further information on protecting land for transport.

Promoting sustainable travel options

- 11.8 The Council will complement the provision of strategic transport infrastructure by working to improve local level sustainable transport measures. Camden's Local Implementation Plan (LIP) sets out how we intend to deliver more sustainable transport, and is a key mechanism for the implementation of the transport objectives set out in this Core Strategy, including applying for the necessary project funding from Transport for London.

Walking

- 11.9 Walking is a 'zero carbon' form of travel that relieves pressure on infrastructure, both in terms of public transport infrastructure and Camden's roads. As such, the promotion of walking is an essential element of our approach to managing Camden's growth. It also provides significant wider social benefits in terms of promoting more active, healthy lifestyles (see policy CS16 *Improving Camden's health and well-being*), and helping to create more active vibrant streets and public spaces. Camden's Community Strategy seeks to improve conditions for pedestrians, and Camden's Walking Plan seeks to promote walking in the borough and to improve the street environment.
- 11.10 Policy CS14 – *Promoting high quality places and preserving our heritage* sets out the Council's approach providing attractive streets and spaces. Camden's Local Implementation Plan sets out key planned projects that will enhance our streets and spaces and provides a particular focus on the delivery of improvements in Camden's town centres and Central London. This reflects the higher level of activity in these areas, and the need to relieve current pressure on the public transport system by enhancing links between visitor generators and transport hubs. It also supports Camden's approach to future development by focusing improvements on locations that include the borough's growth areas. The Council will work with British Waterways, Natural England, other land owners/developers and users to improve the Regent's Canal and its towpath, which forms a main east-west pedestrian and cycle route through the borough (see Map 1 and policy CS15).
- 11.11 Improved pedestrian signage to help people find their way is also an important factor in encouraging more people to walk for shorter journeys, rather than using the car, tube or bus. Camden's Local Implementation Plan sets out how the Council will make it easier for people to find their way around through the 'Legible London' scheme, which provides new, simple signage for pedestrians. The Council is currently working with Transport for London and other partners, including neighbouring boroughs, to expand the initiative across the Central London Area. We will seek to extend the scheme throughout the borough – prioritising key destinations and localised centres where there is a concentration of amenities and a high level of pedestrian activity, including our town centres. New signage in these areas will be expected to reflect Legible London standards.
- 11.12 Public realm improvements will primarily be delivered by the Council using funds from Transport for London, to be sought through Camden's Local Implementation Plan. The Council's own funding and, where appropriate, developer contributions and will also be used to finance projects to promote walking. The Council will continue to work with Transport for London and neighbouring London boroughs to deliver improved pedestrian accessibility across borough boundaries. Camden is a member of the cross-borough Clear Zone Partnership, a key mechanism for delivering improvements to walking routes across Central London, linking King's Cross and Euston with Bloomsbury and Holborn, through to the River Thames and the West End (see policy DP32 in Camden Development Policies).

Cycling

- 11.13 As with walking, cycling is a sustainable means of travel that provides the opportunity to relieve congestion as well as promoting healthy, active lifestyles. Camden's Cycling Plan (Fourth Review 2008) seeks to promote increased cycling in the borough by improving cycling facilities and routes. We will:
- ensure that all opportunities are taken to maximise the availability of new cycle parking across the borough both in new developments and more widely in any areas where there is need for increased provision, such as at town and local centres. This will principally be delivered through Camden's Parking Standards for new developments (see policy DP18 in Camden Development Policies) and as part of town centre improvement projects;
 - provide 'cycle stations' in appropriate locations across the borough. These are cycle parking facilities available to the public, usually in a secure area with restricted access. Appropriate locations would include town centres, Central London and major transport interchanges. Such stations have already been secured as part of approved schemes at King's Cross (1,000 bicycle spaces) and Regent's Place/Euston Tower (around 70 spaces).
 - improve cycle links across the borough to encourage more cycling. We will seek to ensure that developments contribute to and, where appropriate, provide appropriate links with strategic cycle routes, including the London Cycle Network (a network of radial and orbital routes for cyclists throughout London); and
 - work with Transport for London and other partners, including neighbouring boroughs, to implement the London Cycle Hire Scheme. The scheme was introduced by the Transport for London Business Plan 2009/10-2017/18, and aims to provide places, firstly in Central London, then across the capital, where people can pick up and drop off bicycles. We will seek to ensure that the scheme is extended to key destinations across the borough, including our town centres.

Public transport

- 11.14 Camden will benefit from planned improvements to London Underground, London Overground and Thameslink service capacity, as well as the delivery of Crossrail. Between 2009 and 2020, Transport for London plans to significantly improve capacity on the Jubilee; Victoria; Northern; Piccadilly; and District, Hammersmith and City lines, as well as the London Overground North London Line, all of which pass through the borough. Also, the Thameslink train line serving St Pancras International is planned to benefit from significantly improved capacity and service frequency by 2015. Crossrail will provide a major new east-west train link through London, and help to support growth in the capital by tackling congestion and the lack of capacity on the existing rail network. The Mayor has introduced a policy in the London Plan and prepared Supplementary Planning Guidance - Use of planning obligations in the funding of Crossrail, to seek financial contributions from new developments towards the delivery of Crossrail, which is due to be completed by 2017. Please see Appendix 1 for further details on planned public transport infrastructure improvements (items 39-44).
- 11.15 In partnership with Transport for London, which manages the bus network across London, the Council will seek to ensure that Camden's growth is matched by improvements in bus services, where required. This will include provision of new bus facilities (for example, bus stops) where appropriate. Policies DP16 and DP17 in our Camden Development Policies Local Development Framework document set out the Council's expectations for new development in relation to transport capacity and public transport contributions.

Travel Awareness

- 11.16 The Council also works to encourage more sustainable travel in schools, businesses and communities through its travel awareness programme. We also work with schools and businesses to produce Travel Plans, which provide a package of measures to encourage safe, healthy and sustainable travel options, including through reducing the need to travel and unnecessary car journeys, and promoting active means of transport such as walking and cycling. Camden is part of the North Central Travel Plan Network, a group of north and central London boroughs (supported by Transport for London) that offers advice to businesses to help them to develop travel plans.

Making private transport more sustainable

- 11.17 The Council will continue to limit the amount of parking available for private cars. This represents a key part of our approach to addressing congestion, promoting sustainable transport choices, and facilitating the delivery of pedestrian and cycle improvements by maximising the amount of public space available to provide new walking and cycling facilities. Our approach to car parking will seek car-free development in the most accessible parts of the borough (Central London, town centres (except Hampstead) and other areas that are well-served by public transport). We will also seek car-capped developments where the provision of additional on-street parking would be harmful to parking conditions. Please see policies DP18 and DP19 in Camden's Development Policies for more on our approach.
- 11.18 For journeys where more sustainable travel options are not practical, car clubs and car pools offer an alternative to privately owned cars. Car clubs are hire schemes that allow households to avoid the costs of car ownership, deter them from using cars for a trip which is convenient without one, and reduce the amount of car parking space needed. For business journeys, car pools have many similar advantages, and can remove the need for business-users to commute by car. The Council will seek to expand the availability of car clubs and car pools by encouraging provision for them as part of proposals involving additional parking (see policy DP18 in Camden Development Policies), as well as working with operators to secure more car club spaces on Camden's roads where demand is identified.
- 11.19 Another part of the Council's strategy to promote more sustainable travel options is to allow the loss of existing public car parks, where appropriate. This helps to promote the use of sustainable transport by limiting the availability of parking spaces, and also promotes more efficient use of land in the borough. For further details, please see policy DP19 in Camden Development Policies.
- 11.20 We will also encourage low emission vehicles by increasing the availability of electric charging points across the borough. Although still contributing to congestion, these vehicles do not have the air quality impacts of ordinary cars. Where provision for the use of private cars in new developments is unavoidable, the Council will therefore seek provisions such as electric charging points (see policy DP18 in Camden Development Policies).
- 11.21 The demand for movement, deliveries and car parking on Camden's roads already exceeds the space available, meaning that effective management of Camden's road network is essential. The Council will seek to ensure that new development does not cause harm to Camden's road hierarchy, or to the ability of Council (and for strategic roads, Transport for London) to manage the road network. Policy DP21 in Camden Development Policies sets out our requirements regarding connections to the road network from developments.



- 11.22 A number of Camden's centres, in particular Camden Town and Swiss Cottage, suffer from a poor pedestrian environment due to gyratory systems that hinder movement and create a poor quality public realm. This has a negative impact on local amenity and the quality of life in these centres. While the Council acknowledges that these roads are important to maintaining smooth traffic flow through London, it will work with Transport for London to investigate long-term opportunities to remove or significantly alter these gyratories for the benefit of these centres and the people that use them.

Promoting the sustainable movement of goods

- 11.23 The movement of goods can have a significant impact on the environment, in terms of noise and disturbance, and air pollution. These impacts are particularly severe in an urban, densely populated borough, such as Camden. The Council will therefore seek to minimise the movement of goods and materials by road by:
- promoting alternative forms of freight movement that have lower environmental impacts, such as the use of Regent's Canal, rail freight and the use of cycle-freight as an extension to cycle courier services; and
 - seeking to deliver more efficient goods movement. We will work with our partners to explore the potential for a freight consolidation facility to serve Camden's Central London Area. These facilities are transfer and distribution centres that consolidate loads from a number of vehicles into single loads for delivery to a specific destination or area.
- 11.24 We will work with our partners, including Transport for London, developers, freight operators and businesses to assess how these aims could be achieved, including for the servicing of new developments both during construction and when in use. Camden is part of the Freight Quality Partnership for Central London, which brings together retailers, freight operators, Central London boroughs, and Transport for London to consider ways to achieve more efficient and sustainable movement of freight.
- 11.25 The Council will also seek to ensure that the impact of construction traffic and the servicing of future developments are kept to a minimum. Policy DP20 in Camden Development Policies sets out how we will seek to minimise the impact of freight movement from development. We are working with Transport for London to investigate opportunities to provide charging points for low emission goods vehicles, which can have a lower impact than normal vehicles in terms of both air pollution and noise.

Key evidence and references

- Camden Local Implementation Plan (LIP) 2005/06-2010/11
- Camden Green Transport Strategy 2008-2012
- Camden Walking Plan Second Edition 2006
- Camden Cycling Plan: fourth annual review 2008
- Camden Interim Parking and Enforcement Plan 2005/11
- Camden Road Network Management Plan (2006)
- Camden Streetscape Design Manual 2005
- Camden Sustainability Task Force Report on Transport
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Transport for London Business Plan 2009/10-2017/18
- Land for Transport Functions Supplementary Planning Guidance; Mayor of London; 2007
- Planning Policy Guidance (PPG) 13: Transport; ODPM; 2001
- Camden Together – Camden's Sustainable Community Strategy 2007-2012

CS13 – Tackling climate change through promoting higher environmental standards

Reducing the effects of and adapting to climate change

The Council will require all development to take measures to minimise the effects of, and adapt to, climate change and encourage all development to meet the highest feasible environmental standards that are financially viable during construction and occupation by:

- a) ensuring patterns of land use that minimise the need to travel by car and help support local energy networks;
- b) promoting the efficient use of land and buildings;
- c) minimising carbon emissions from the redevelopment, construction and occupation of buildings by implementing, in order, all of the elements of the following energy hierarchy:
 1. ensuring developments use less energy,
 2. making use of energy from efficient sources, such as the King's Cross, Gower Street, Bloomsbury and proposed Euston Road decentralised energy networks;
 3. generating renewable energy on-site; and
- d) ensuring buildings and spaces are designed to cope with, and minimise the effects of, climate change.

The Council will have regard to the cost of installing measures to tackle climate change as well as the cumulative future costs of delaying reductions in carbon dioxide emissions

Local energy generation

The Council will promote local energy generation and networks by:

- e) working with our partners and developers to implement local energy networks in the parts of Camden most likely to support them, i.e. in the vicinity of:
 - housing estates with community heating or the potential for community heating and other uses with large heating loads;
 - the growth areas of King's Cross;

Euston; Tottenham Court Road; West Hampstead Interchange and Holborn;

- schools to be redeveloped as part of Building Schools for the Future programme;
- existing or approved combined heat and power/local energy networks (see Map 4);

and other locations where land ownership would facilitate their implementation.

- f) protecting existing local energy networks where possible (e.g. at Gower Street and Bloomsbury) and safeguarding potential network routes (e.g. Euston Road);

Water and surface water flooding

We will make Camden a water efficient borough and minimise the potential for surface water flooding by:

- g) protecting our existing drinking water and foul water infrastructure, including Barrow Hill Reservoir, Hampstead Heath Reservoir, Highgate Reservoir and Kidderpore Reservoir;
- h) making sure development incorporates efficient water and foul water infrastructure;
- i) requiring development to avoid harm to the water environment, water quality or drainage systems and prevents or mitigates local surface water and downstream flooding, especially in areas up-hill from, and in, areas known to be at risk from surface water flooding such as South and West Hampstead, Gospel Oak and King's Cross (see Map 5).

Camden's carbon reduction measures

The Council will take a lead in tackling climate change by:

- j) taking measures to reduce its own carbon emissions;
- k) trialling new energy efficient technologies, where feasible; and
- l) raising awareness on mitigation and adaptation measures.

Reducing the effects of, and adapting to, climate change

Sustainable patterns of development

- 13.6 The location of development and mix of land uses have a significant influence on the amount of energy we use for transport, as well as whether we can generate or supply local energy efficiently. We will make the most efficient use of Camden's limited land and steer growth and uses that will generate a large number of journeys to the most accessible parts of the borough. We will also encourage an appropriate mix of uses to support sustainable modes of travel such as walking and cycling as well as local energy networks. Development will be focussed in Camden's growth areas, with other highly accessible locations, such as central London and most of our town centres, also considered suitable for development that significantly increases travel demand (please see policy CS1 – *Distribution of growth* and the Key Diagram – Map 1).

Efficient use of land and buildings

- 13.7 The efficient use of land and buildings will reduce pressure to develop undeveloped, 'greenfield' sites. Camden's historic and built up nature means most of our greenfield sites are designated open spaces. The Council will encourage higher densities in line with policy CS1 – *Distribution of growth*. To enable buildings to last longer it is important that they are designed and built to a high standard and to accommodate the changing requirements of occupants over time. Buildings can be designed to be adaptable in the future if consideration is given to:
- the design of the structure, to enable expansion;
 - the layout of the internal space;
 - mechanical services, to allow for expansion or changing expectations and technologies; and
 - enabling 'retro-fitting', for example for renewable energy generation.

Energy hierarchy

Ensuring developments use less energy

- 13.8 A building's use, design, choice of materials and other measures can minimise its energy needs during both construction and occupation. The Council will encourage all developments to meet the highest feasible environmental standards taking into account the mix of uses, the possibility of re-using buildings and materials and the size and location of the development. In addition to design and materials, a building's internal heating and cooling design, lighting and source of energy can further reduce energy use. Policy DP22 – *Promoting sustainable design and construction* in Camden Development Policies provides further guidance on what measures can be implemented to achieve an environmentally sustainable building. The Building Research Establishment's Environmental Assessment Method (BREEAM) and the Code for Sustainable Homes provide helpful assessment tools for general sustainability. Further details on these assessment tools can be found in Development Policy DP22 and our Camden Planning Guidance supplementary document.
- 13.9 Camden's existing dense built form with many conservation areas and other heritage assets means that there are often limits to the contribution that orientation, height and footprint can make towards the energy efficiency of a building. This dense character, along with the varying heights of buildings in central London, can also make the installation of various technologies, including renewable energy technologies more difficult. For example, the efficient use of photovoltaics in Central London can be constrained by overshadowing from taller buildings. We will expect high quality and innovative design to help combat these constraints. Energy efficiency measures relating to heritage assets will be welcomed provided that they do not cause harm to the significance of the heritage asset and its setting. The refurbishment of some existing properties in the borough, such as Camden's EcoHouse in Camden Town and a home in Chester Road in Highgate have demonstrated how Victorian properties can be upgraded to meet Level 4 of the Code for Sustainable Homes energy performance standards. Given the large proportion of development in the borough that relates to existing buildings, we will expect proportionate measures to be taken to improve their environmental sustainability, where possible. Further details on this can be found in our Camden Planning Guidance supplementary document.



Making use of energy from efficient sources

- 13.10 Once a development has been designed to minimise its energy consumption in line with the approach above, the development should assess its remaining energy needs and the availability of any local energy networks or its potential to generate its own energy from low carbon technology. The Council's full approach to local energy generation and local energy networks is set out below (paragraphs 13.16 – 13.22).

Generating renewable energy on-site

- 13.11 Buildings can also generate energy, for example, by using photovoltaic panels to produce electricity, or solar thermal panels, which produce hot water. Once a building and its services have been designed to make sure energy consumption will be as low as possible and the use of energy efficient sources has been considered, the Council will expect developments to achieve a reduction in carbon dioxide emissions of 20% from on-site renewable energy generation (which can include sources of site-related decentralised renewable energy) unless it can be demonstrated that such provision is not feasible. Details on ways to generate renewable energy can be found in our Camden Planning Guidance supplementary document.

Adapting to climate change

- 13.12 It is predicted that in the future we will experience warmer, wetter winters and hotter, drier summers. In addition, Camden is likely to experience more intense rainfall and local flooding, more days with especially poor air quality, increased demand for its open spaces and outdoor pools and increased summer demand for electricity for cooling. To minimise the future need for summer cooling we will expect the design of developments to consider anticipated changes to the climate. For further details on what measures should be considered see policy DP22 – *Promoting sustainable design and construction* in Camden Development Policies. The Council is in discussions with the National Grid regarding future infrastructure improvements including, potentially, a new electricity grid supply point. To help ensure there is adequate water in the future we will require developments to be water efficient. Our overall approach to water conservation and run-off is detailed below.
- 13.13 Camden is fortunate that it contains Hampstead Heath, Primrose Hill and a part of Regent's Park which help reduce long term heating of the city, known as the urban heat island effect, and provide cool space in hot weather. We will continue to protect our open spaces and other green spaces, where possible, and seek to create additional open spaces. We will also continue to protect the borough's trees and encourage the creation of green and brown roofs and green walls, which help to keep local air temperatures lower. For more detail on how we are protecting and improving our open spaces and other green spaces please see policy CS15 – *Protecting and improving our parks and open spaces and encouraging biodiversity*. Policy DP24 – *Securing high quality design* in Camden Development Policies sets out how we will protect gardens, where possible.

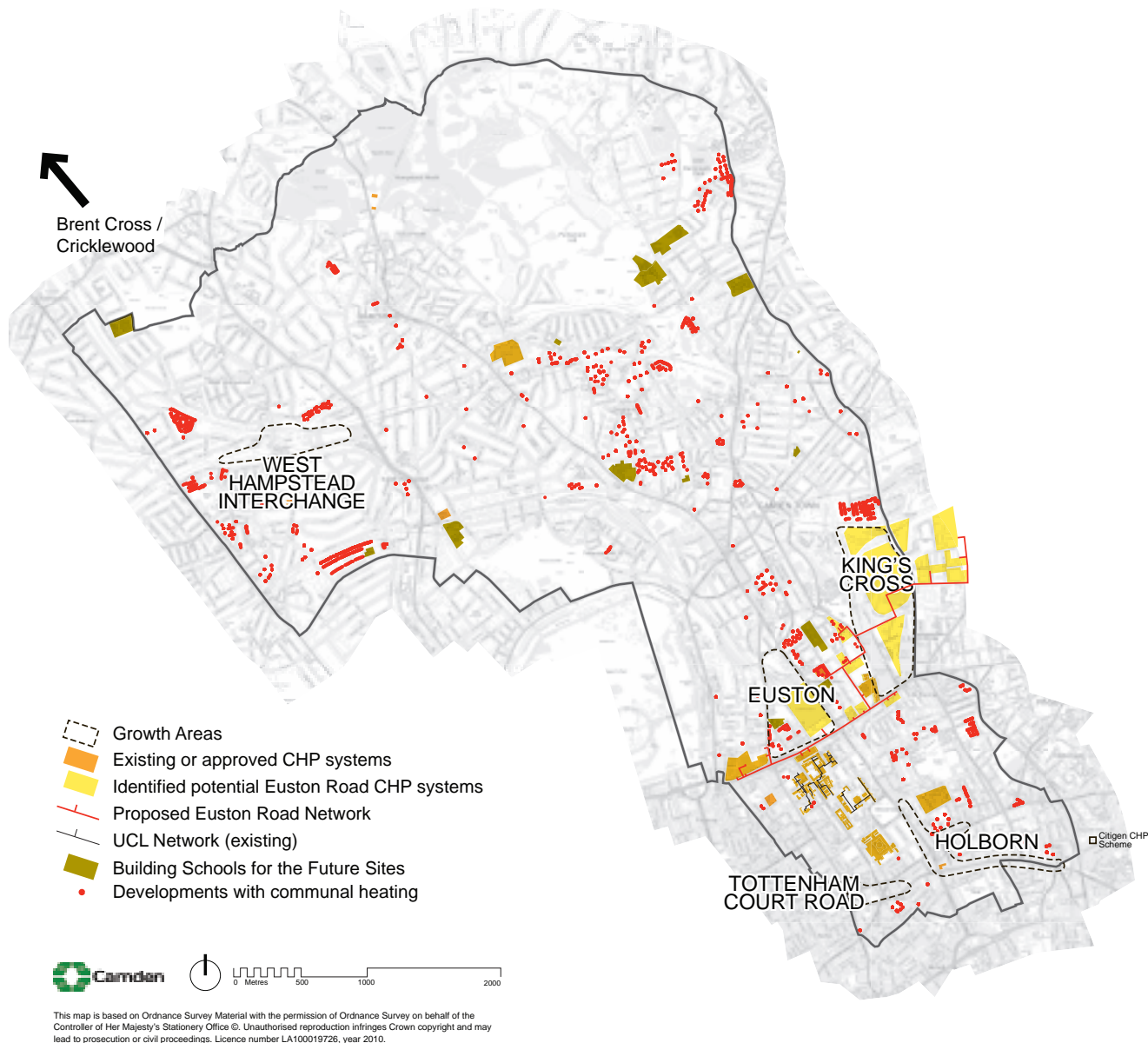
- 13.14 Climatic changes will affect which plant and animal species thrive or decline. The City of London, which is responsible for Hampstead Heath, has identified potential threats to open spaces and biodiversity in its Climate Adaptation Strategy. It will therefore be important for the Council, other owners of open space and developers to consider the adaptation needs of plants and wildlife. The Council is trialling lower maintenance plant species at Waterlow Park and Cumberland Market. For more detail on our approach to biodiversity please see policy CS15.
- 13.15 We will also continue our strong efforts to reduce air pollution through mitigation and reducing traffic. Please see policy CS11 – *Promoting sustainable and efficient travel*. Detail on how we will expect development to take into account climate change is set out in policy DP22 – *Promoting sustainable design and construction* in Camden Development Policies.

Local energy generation and networks

- 13.16 The *Delivering a Low Carbon Camden* report concludes that the most cost-effective way for Camden to meet its carbon reduction targets is through a local energy generation and distribution system served by combined heat and power (CHP). CHP systems typically supply buildings with heat and power (usually electricity) generated on-site or nearby, therefore avoiding the losses which occur in transmitting electricity from plants outside London. CHP is highly efficient and can therefore make a significant contribution to goals to minimise carbon emissions. Cooling can also be incorporated in such systems where there is appropriate demand (known as combined cooling, heating and power or CCHP).
- 13.17 New decentralised energy networks negotiated through the planning system are most likely to begin in, and expand out from, the growth areas of King's Cross, Euston, Tottenham Court Road, West Hampstead Interchange and Holborn due to the expected scale and mix of development. A local energy network fuelled by gas-fired combined heat and power, a fuel cell and renewable sources has been approved as part of the King's Cross redevelopment. There are possibilities to expand this network beyond the border of the site, including into Islington. Camden is also working with the London Development Agency (LDA) and land owners to establish a decentralised energy network along Euston Road and into Islington. Map 4 shows the areas considered most likely to provide development-led decentralised energy networks.
- 13.18 Providing a decentralised energy network in an already built up area is difficult. Although there is currently no extended CHP network in the borough, numerous Council housing estates are already on a community heating system, which can provide a starting point for a wider energy network serviced by CHP. There are also three successful local energy networks in the borough fed by CHP (two serving University College London buildings, one serving two housing developments on Eversholt Street) as well as individual systems at the Swiss Cottage Leisure Centre and the Royal Free Hospital in Gospel Oak and approved schemes at King's Cross, Regent's Place Estate, Southampton Row and Great Ormond Street Hospital. Where decentralised energy networks already exist, development in the area will be required to connect to them, unless it is proven not to be technically feasible or commercially viable.
- 13.19 The Council will require the developers of any large scheme within proximity of a Council housing estate to speak to us about the possibilities of exporting heat to the existing homes. We will also expect developments to export heat to any willing user, where feasible and viable. The largest possible decentralised energy system fed by CHP should be implemented. Where developments in the vicinity of an existing local energy network do not connect to that network or do not include their own CHP system due to feasibility and viability, we will require them to provide the on-site infrastructure for future connection and, where reasonable, a contribution towards laying future connections. The Council is investigating setting up a local energy network fed by CHP for Camden Town Hall, Argyle Street Primary School and two existing housing developments.
- 13.20 We will work with adjoining boroughs to promote connections to new or existing decentralised energy networks and with the Greater London Authority and London Development Agency to provide advice on funding and linking developments and systems. It will be important to provide for future links to decentralised energy networks within developments or across roads and sites where they are likely to be needed, as providing connections later is difficult in built up places like

Camden. See *Community Energy: Urban Planning for a Low Carbon Future* by the Combined Heat and Power Association and the Town and Country Association for more information on community heating, renewable energy and CHP.

Map 4: Combined Heat and Power Network



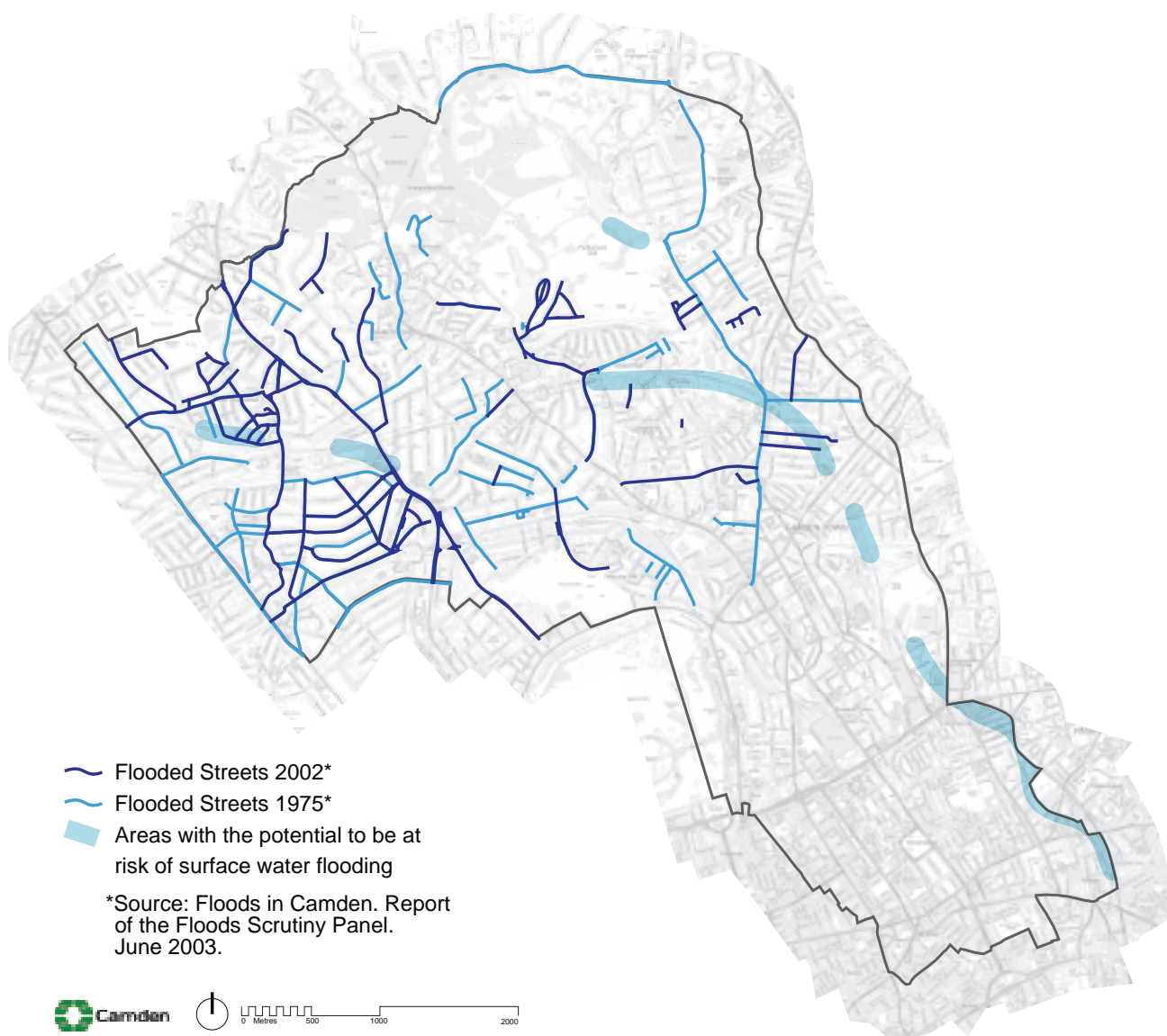
- 13.21 There is growing technical potential to generate heat from waste. The North London Waste Plan will identify future sites for waste facilities in the area (see policy CS18). Given the environmental benefits of using waste for heat, such as less waste going to landfill and turning waste into a resource, the Council will welcome proposals for energy from waste schemes in suitable locations, where they do not cause harm to the amenity of local occupiers.
- 13.22 The Camden Sites Allocations document will identify any areas or sites where we consider zero carbon development can successfully be promoted. These are likely to be areas or sites near one of the likely CHP locations shown on Map 4.



Water and surface water flooding

- 13.23 Water is an important resource which requires energy to clean it to drinking standard and to pump it to every building. Population growth and increased levels of water consumption per person mean that the availability of this resource is under pressure. Our growing population and an increase in hard surfaces also mean there is more foul water and rain water to be dealt with. These issues are predicted to become more important with hotter, drier summers reducing the amount of water available, and wetter winters putting additional pressure on the combined sewer and run-off network. Therefore, the Council will protect the borough's existing water infrastructure to ensure there is adequate water supply, water storage and foul water capability. Camden has five reservoirs, of which four are currently in use for storing drinking water. Thames Water has stated that these sites are likely to require future development and expansion to meet their operational requirements.
- 13.24 Thames Water identified that there will be a shortfall in the water supply for London within the next 30 years if measures are not taken. However, it will seek to ensure an adequate supply through education and metering to reduce consumption, continuing to repair water pipes, the construction of a desalination plant at Beckton and providing a new reservoir, if required (see Appendix 1 – *Key infrastructure programmes and projects* – item 60). To promote responsible consumption, the Council is working with Thames Water to install water meters in homes in Council ownership, as well as requiring all new development to install water efficient devices through the requirements in the Code for Sustainable Homes and BREEAM assessments.
- 13.25 Although Camden has very low risk from flooding from waterways, the North London Strategic Flood Risk Assessment identified several areas in the borough, in particular West Hampstead, that have experienced surface water flooding when existing water infrastructure has not been able to cope with surface and foul water at the same time as the result of heavy rain. The Environment Agency has developed a map showing areas with the potential to flood given the topography and depth of the site. Map 5 shows the parts of the borough that have experienced significant sewer or surface water flooding and the places that are considered to have the potential to be at risk of surface water flooding. The Council will require major developments or development that increases the amount of impervious surfacing to adequately manage the increases in surface water or sewage discharge and take account of known sewer flooding problems by including appropriate mitigation measures to avoid increased drainage problems and flood risk downstream. Our approach to basement/underground development is contained in Camden Development Policies (see policy DP27 – *Basements and lightwells*).

Map 5: Surface Water Flood Risk Potential



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13.26 Thames Water's initial modelling indicates that local infrastructure improvements are likely to be required for Camden's growth areas, specifically King's Cross and Euston. As the combined sewer across the borough is a network, it will be important that all developments release as little foul and grey water (water from sinks, showers and washing machines) into the combined sewer system as possible by minimising the amount of water used on site and maximising re-use of grey water. British Waterways has identified the Regent's Canal as a source of grey water. Larger developments in areas already suffering from surface water flooding can provide the opportunity for improvements to be made to local infrastructure. Thames Water has advised the Council that the existing strategic, 'trunk' infrastructure is likely to be able to accommodate growth levels. In addition, it is building the Thames Tideway Scheme to improve the capacity of London's combined sewer network. Further information on planned sewerage/waste water infrastructure and sustainable urban drainage systems is provided in Appendix 1 – *Key infrastructure programmes and projects* (items 60 and 61).

13.27 The Council's detailed approach to water use and management within developments is set out in Camden Development Policies (policy DP23 – *Water*).



The Council's carbon reduction measures

13.28 The Council is undertaking a range of measures to reduce its own energy use and energy use throughout the borough. These include:

- fuelling 50% of the Council vehicle fleet by liquefied petroleum gas (LPG), electricity or hybrid means;
- installing energy efficiency measures in Council houses;
- using sustainable timber as standard in housing refurbishment;
- investing in cavity wall and roof insulation for Council homes and private sector housing (over 2,000 dwellings have received cavity wall insulation);
- making 'eco-grants' available for various measures, including the installation of solar panels and green roofs;
- our Small steps, Big difference campaign to raise awareness of climate change and encourage changes to behaviour to reduce the borough's environmental impact; and
- supporting the introduction of energy efficient and carbon saving technology. For example, by investing in our own hydrogen fuel cell which is also used as an education tool and by trialling biomethane in our vehicle fleet.

Further Council initiatives are set out in our Climate Change and Environmental Sustainability Delivery Plan 2008-2012.

Key evidence and references

- Delivering a Low Carbon Camden – Carbon Reduction Scenarios to 2050; SEA-Renue; 2007
- Towards a Sustainable Camden. Camden' Environmental Sustainability Delivery Plan 2008-2012
- Camden Sustainability Task Force Report on Energy and Energy Efficiency; 2007
- Camden Together – Camden's Sustainable Community Strategy; 2007 – 2012
- North London Strategic Flood Risk Assessment, Mouchel; 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Action Today to Protect Tomorrow – Mayor's Climate Change Action Plan; 2007
- Planning Policy Statement: Planning and Climate Change – Supplement to Planning Policy Statement 1; CLG; 2007
- Planning Policy Statement (PPS) 22: Renewable energy; ODPM; 2004
- Planning Policy Statement 25: Development and Flood Risk, CLG, 2006
- Community Energy: Urban Planning for a Low Carbon Future; The Combined Heat and Power Association and the Town and Country Association 2008
- Hampstead Heath Management Plan Part 1. Towards a Plan for the Heath 2007-2017; City of London & Land Use consultants; 2007

CS14. Promoting high quality places and conserving our heritage

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

CS POLICY

CS14 – Promoting high quality places and conserving our heritage

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

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

Excellence in design

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

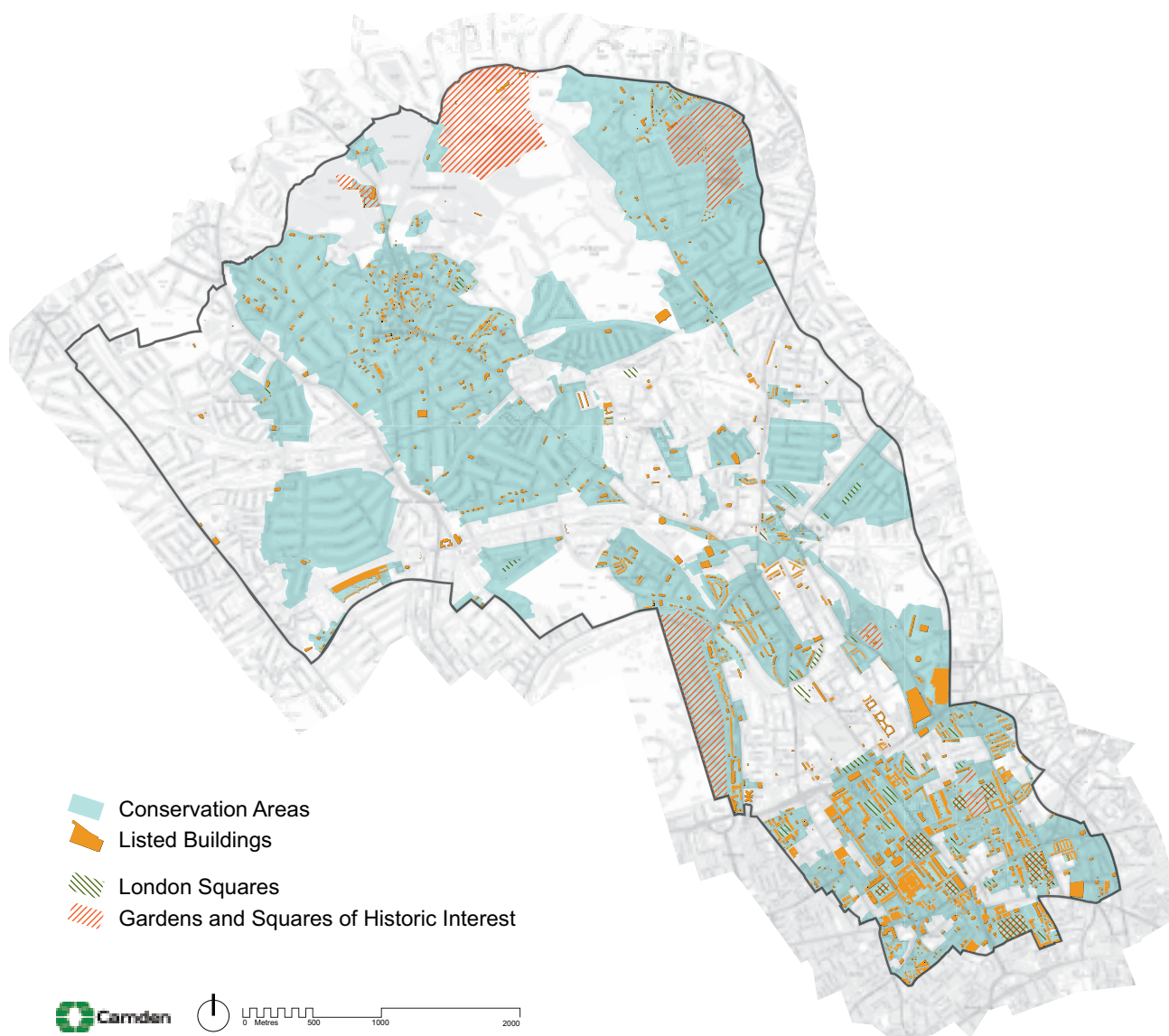


- 14.4 Development schemes should improve the quality of buildings, landscaping and the street environment and, through this, improve the experience of the borough for residents and visitors. The Council will therefore insist on high quality design throughout the borough. In accordance with government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

Camden's heritage

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

Map 6: Heritage



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

Landscaping and public realm

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

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

Access

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

Views

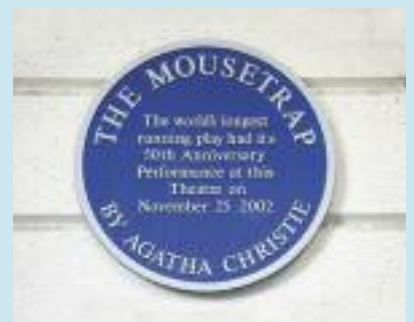
- 14.21 A number of London's most famous and valued views originate in, or extend into, Camden. These are:
- views of St Paul's Cathedral from Kenwood, Parliament Hill and Primrose Hill;
 - views of the Palace of Westminster from Primrose and Parliament Hills; and
 - background views of St Paul's from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

Camden's character

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

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

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





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

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



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

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

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

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

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



Key evidence and references

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



CS15. Protecting and improving our parks and open spaces and encouraging biodiversity

- 15.1 Camden has over 250 designated parks and open spaces and 36 sites of nature conservation importance. In addition many housing estates include green areas that play a role in meeting the open space needs of local people. Hampstead Heath is the largest open space in the borough, providing nearly half of our total area of open space and many of our outdoor sporting facilities. The openness and semi-rural feel of the Heath and its surrounding green areas is preserved through its designation as Metropolitan Open Land (MOL), broadly equivalent to the green belt.
- 15.2 The south of the borough is characterised by dense development with small enclosed spaces, many of which are preserved as London Squares. There are other small spaces scattered throughout the borough that provide various recreational and amenity opportunities. The most prominent open spaces near the centre of the borough are Regent's Park/Primrose Hill and the Regent's Canal. The Canal and railway sidings have an important role in nature conservation and provide habitat corridors (green chains) across Camden. Residents west of Finchley Road and in Central London have the lowest level of access to open space (not including land around housing estates), followed by Kentish Town, Somers Town and Gospel Oak.
- 15.3 Sites of nature conservation in Camden are generally small and undervalued, with pressure from adjoining sites and limited opportunities for expansion. However, green and brown roofs for both amenity and biodiversity value have been an increasing feature of new developments within Camden. Private gardens in Camden also provide a significant resource for biodiversity and amenity space.
- 15.4 Policy CS15 – *Protecting and improving our parks and open spaces and encouraging biodiversity* seeks to ensure that the growth in the number of residents and visitors to Camden, identified in policy CS1 – *Distribution of growth*, will be supported by increases and improvements in open space provision, including outdoor sport and recreation opportunities, and that development protects and makes provision for biodiversity.

CS POLICY

CS15 – Protecting and improving our parks and open spaces and encouraging biodiversity

The Council will protect and improve Camden's parks and open spaces. We will:

- a) protect open spaces designated in the open space schedule as shown on the Proposals Map, including our Metropolitan Open Land, and other suitable land of 400sqm or more on large estates with the potential to be used as open space;
- b) tackle deficiencies and under-provision and meet increased demand for open space by:
 - providing additional open space at King's Cross;
 - securing additional on-site public open space in the growth areas of Euston, West Hampstead Interchange, Holborn and Tottenham Court Road, and other parts of Central London. Where the provision of on-site public open space is not practical on a particular site in these areas, the Council will require a contribution to the provision of additional public open space on identified sites in the vicinity. If it can be demonstrated to the Council's satisfaction that no such suitable sites are available, we will require improvements to other open spaces in the area;
 - securing improvements to publicly accessible open land on the Council's housing estates; and
 - securing other opportunities for additional public open space.

CS15 – Protecting and improving our parks and open spaces and encouraging biodiversity (*continued*)

c) secure from developments that create an additional demand for open space, where opportunities arise, improvements to open spaces, including to:

- the facilities provided, such as play and sports facilities;
- access arrangements; and
- the connections between spaces.

The Council will protect and improve sites of nature conservation and biodiversity, in particular habitats and biodiversity identified in the Camden and London Biodiversity Plans in the borough by:

- d) designating existing nature conservation sites;
- e) protecting other green areas with nature conservation value, including gardens, where possible;
- f) seeking to improve opportunities to experience nature, in particular in South and West Hampstead, Kentish Town and central London, where such opportunities are lacking;
- g) expecting the provision of new or enhanced habitat, where possible, including through biodiverse green or brown roofs and green walls;
- h) identifying habitat corridors and securing biodiversity improvements along gaps in habitat corridors;
- i) working with The Royal Parks, the London Wildlife Trust, friends of parks groups and local nature conservation groups to protect and improve open spaces and nature conservation in Camden;
- j) protecting trees and promoting the provision of new trees and vegetation, including additional street trees.

The Council will preserve and enhance the historic, open space and nature conservation importance of Hampstead Heath and its surrounding area by:

- k) working with the City of London, English Heritage and Natural England to manage and improve the Heath and its surrounding areas;
- l) protecting the Metropolitan Open Land, public and private open space and the nature conservation designations of sites;
- m) seeking to extend the public open space when possible and appropriate;
- n) taking into account the impact on the Heath when considering relevant planning applications;
- o) protecting views from Hampstead Heath and views across the Heath and its surrounding area;
- p) improving the biodiversity of, and habitats in, Hampstead Heath and its surrounding area, where opportunities arise.

The Council will preserve and enhance the Regent's Canal by:

- q) balancing the differing demands on the Canal, its towpath and adjoining land;
- r) implementing opportunities to make the Canal a safer place;
- s) applying the guidance in the Regent's Canal Conservation Area Management Strategy;
- t) implementing opportunities to provide additional nature conservation areas and improve the role of the Canal and its adjoining land as a habitat corridor (green chain);
- u) working with British Waterways, Natural England, other land owners/developers, users and the local community to improve the Canal and towpath.

Camden's open spaces

Protecting our open spaces

- 15.5 Camden's parks and open spaces are important to the borough in terms of health, sport, recreation and play, the economy, culture, biodiversity, providing a pleasant outlook and providing breaks in the built up area. They also help to reduce flood risk by retaining rain water and some are used for growing food. Camden's growth will increase the demand for our open spaces so it is important that we protect our existing parks and open spaces.
- 15.6 The Council will protect the open spaces designated in the open space schedule shown on the Proposals Map, as well as other suitable land with the potential to be used as open space. Camden has many large housing estates with land originally designed for use as open space, but has never been formally designated as such. The Council will continue to retain suitable land, not formally designated as open space for the use as open space on large estates, whilst providing the flexibility for various land uses to be re-configured across the estate, in conjunction with the re-provision of land for open space use. We will not allow development on these open spaces unless it is for limited development ancillary to a use taking place on the land and for which there is a demonstrable need. Extensions and alterations to existing buildings on open space should be proportionate to the size, including the volume, of the original building. We will only allow development on sites adjacent to an open space that respects the size, form and use of that open space and does not cause harm to its wholeness, appearance or setting, or harm public enjoyment of the space. We will take into account the cumulative impact of developments where appropriate. The poor quality of an open space will generally not be accepted as a reason for its partial development to fund improvements as, once built on, open space is lost to the community for ever.

Metropolitan Open Land

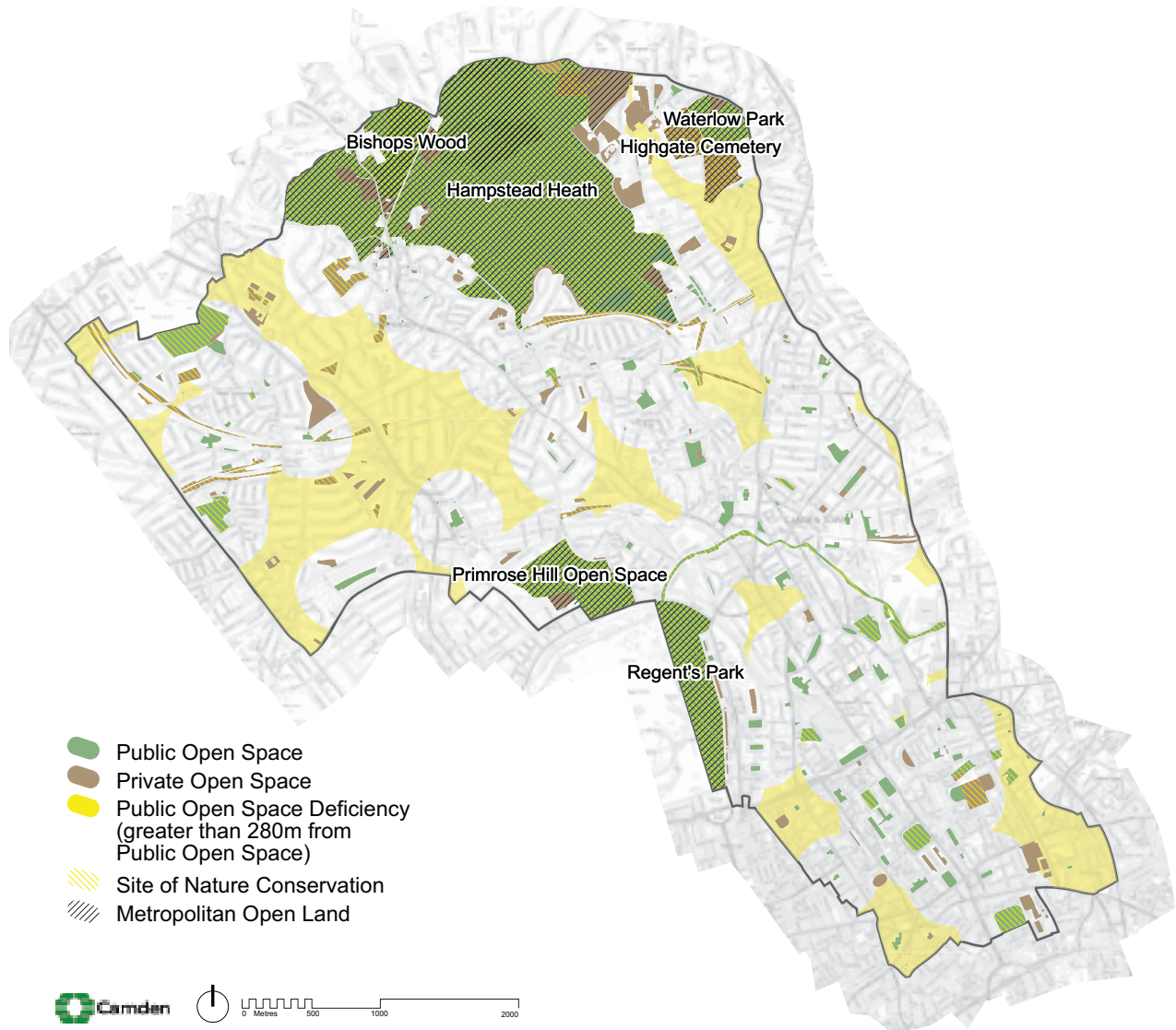
- 15.7 Camden's designated open spaces include Metropolitan Open Land. This is open space of London-wide significance that provides a break in the built up area and receives the same presumption against development as green belt land. There are four main areas of Metropolitan Open Land in Camden, which are of great importance to the borough and its character – Hampstead Heath and adjoining areas; Regent's Park; Primrose Hill/Barrow Hill Reservoir; and Highgate Cemetery/Waterlow Park/Fairseat. These will be protected in accordance with London Plan policy 3D.10. Guidance on Metropolitan Open Land and extensions to existing buildings within it is set out in government Planning Policy Guidance (PPG) 2 – Green Belts.

Tackling open space deficiency and securing additional and improved spaces

- 15.8 Camden's Open Space, Sport and Recreation Study 2004 and the needs assessment in Camden's Open Space Strategy demonstrated that nowhere in Camden had a surplus in open space. The Camden Open Space, Sport and Recreation Study Update 2008 found that there is currently 20sqm of public open space per person in the borough. This would drop to 17sqm by 2026 taking into account projected population increases and assuming no additional public open space is provided. The Study Update 2008 suggests standards for open space and highlights opportunities for improving the quantity and quality of open spaces in the borough, including play facilities and sports provision. These standards form the basis of our detailed policy on open space, sport and recreation in our Camden Development Policies Local Development Framework document (policy DP31 – *Provision of, and improvements to, open space and outdoor sport and recreation facilities*).
- 15.9 Most of Camden's population has reasonable access to a metropolitan or district park (that is Hampstead Heath or Regent's Park and Primrose Hill) but a large proportion of residents do not have reasonable access to local and small parks and open spaces. Camden's Annual Monitoring Report and the Camden Open Space, Sport and Recreation Study Update 2008 show that only a small amount of new public open space has been provided in the borough and therefore in many areas, including South and West Hampstead, Gospel Oak and Kentish Town and parts of central London, there is still poor access to small and local parks and open spaces. These areas are therefore considered to be deficient in public open space (see map 7). Areas deficient in public open space are defined as those without access to a public open space within 280m. The Camden Open Space, Sport and Recreation Study Update 2008 also identified areas where there is 'under-provision' of public open space. Although these areas do have access to open space, this is not adequate to

meet the level of local need due to the number of children, dwelling density, and social disadvantage in the area. These areas are identified in figure 4.4 (Composite Need) in Camden’s Open Space, Sport and Recreation Study Update 2008.

Map 7: Open Space



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15.10 To tackle deficiencies and under-provision of public open space and to ensure adequate new open space is provided in Camden’s growth areas, we will secure additional on-site open space on all appropriately sized and located sites. The Council wants to promote a green network approach to open space, where open spaces are connected by landscaped corridors or habitat corridors. We recognise that the built-up nature of Camden makes it difficult to provide new open space. However, the deficiency areas of West Hampstead, Camden Town and western Central London are near significant development sites that may have the potential to accommodate new public open spaces. The under-provided areas of South Hampstead, Camden Town and Somers Town are also near potential development sites that may be large enough to accommodate new public open space. The growth areas of King’s Cross, Euston, and West Hampstead Interchange contain development sites that have potential to provide on-site open space. For example, two open spaces plus smaller play spaces and sports facilities will be provided as part of the redevelopment of King’s Cross, providing much-needed facilities on the edge of central London and near Somers Town. We will use Camden’s Site Allocations document to promote areas and development sites where the Council will expect new public open space to be incorporated within development proposals.

- 15.11 Where the opportunity arises in Kentish Town or Gospel Oak and other areas that suffer from deficiency or under-provision, the Council will expect the provision of on-site public open space. These areas contain large housing estates which could also provide new public open space as part of any estate regeneration programme. The Council has identified opportunities to improve open land around Alexandra and Ainsworth estate and surrounding sites on Abbey and Belsize Roads, with other open space improvements anticipated at Maiden Lane estate. Further open space improvements on housing sites can be identified as the Council's estate regeneration programme is extended.
- 15.12 The existing built up nature of large potential development sites in the growth areas of Holborn and Tottenham Court Road may make it difficult to secure a significant amount of new public open space at these locations. However, the Council will expect the provision of some public open space on suitable sites to remedy the recognised deficiency.
- 15.13 Where on-site provision of public open space is not possible, the Council will continue to seek other forms of open space provision. These may include the provision of open space off-site, or the payment of a financial contribution towards obtaining land for open space use, improving the quality of existing open spaces or improving access to them. When considering which open space to improve as a result of contributions, the Council will consider nearby deficiencies and under-provision in open space and existing plans for the management of open space. We will also take into account exercise rates and obesity levels in the surrounding area, a priority issue for the Camden Public Health Partnership. Our Camden Development Policies Local Development Framework document (policy DP31 – *Provision of, and improvements to, open space and outdoor sport and recreation facilities*) sets out our detailed approach towards the provision of open space.
- 15.14 The Council will continue to seek to secure public use of open spaces on appropriate sites wherever practical, for example by putting in place suitable public access arrangements or purchasing land. Potential sites include land around housing estates and large private spaces, such as those adjoining Hampstead Heath.

Play facilities

- 15.15 Camden has numerous play facilities within open spaces and on housing estates. We will retain these, where appropriate, and seek to provide additional formal and informal play spaces in areas of deficiency or under provision in open space. The Council is providing and enhancing 28 play facilities as part of its Play Pathfinder project, including a new adventure playground at Kilburn Grange. This will significantly improve access for children and young people, particularly 8-13 year olds. Additional funding is also being provided by the NHS Camden. At least three play facilities for a range of ages will also be provided at King's Cross. Where additional demand for play space is created by development we will expect the provision of play space on the site, broadly in accordance with the Mayor's SPG on Providing for children and young peoples' play and informal recreation. See policy DP31 – *Provision of, and improvements to public open space and outdoor sport and recreation facilities* in Camden Development Policies for further details on the provision of play space expected. The Council's approach to play is set out in its Play Strategy 2007-2012.



Sports facilities

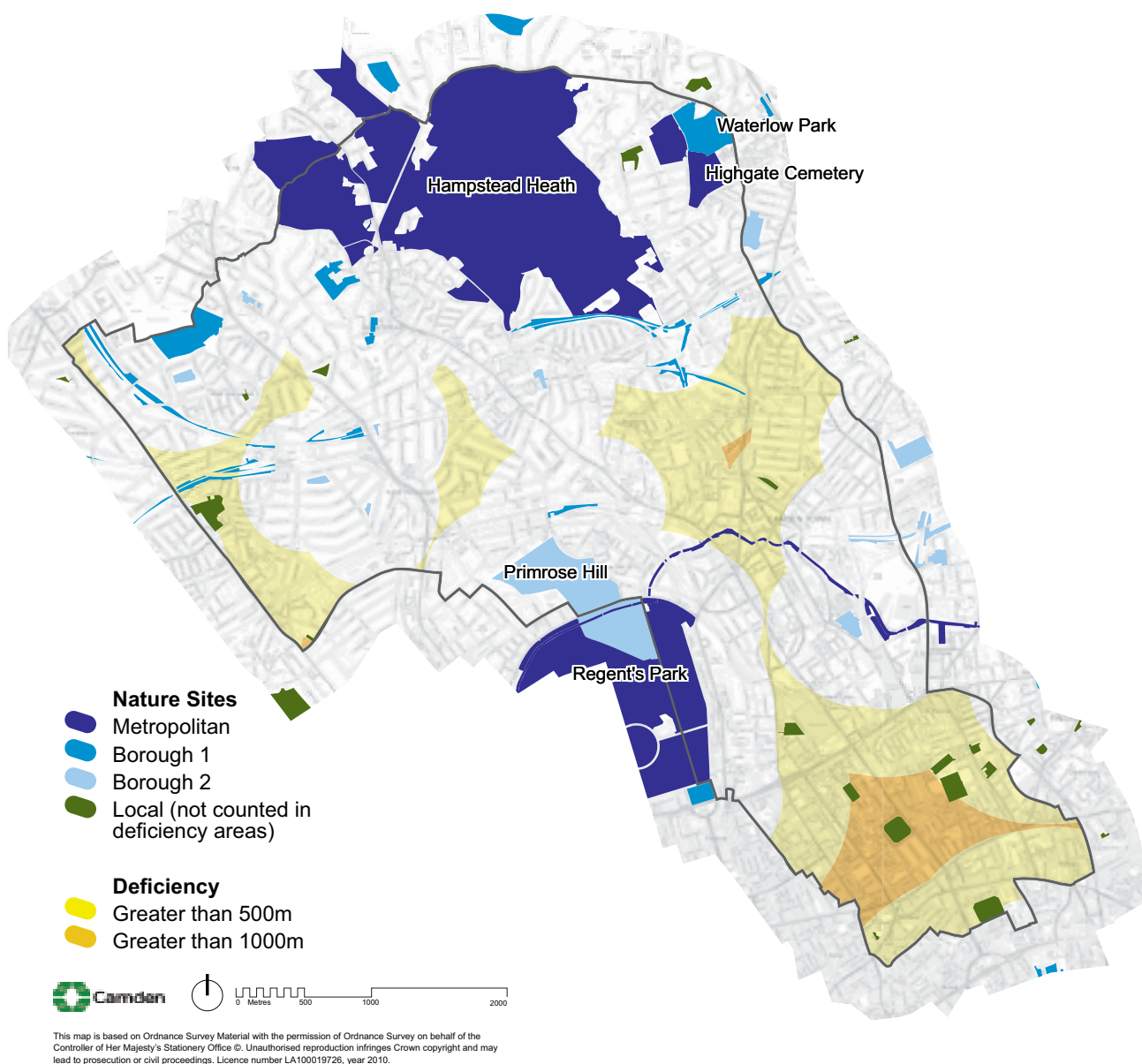
15.16 Camden also contains several full-sized pitches for various sports located on Hampstead Heath and Regent's Park. As the Council does not own these, they are not within our control to retain, maintain or alter to meet the changing needs of the borough. Given the built up nature of Camden, it is unlikely that new full size pitches will be provided. However, we will continue to seek to protect existing outdoor sport facilities by working with the City of London and the Royal Parks, and we will encourage the improvement of existing facilities. We will also seek to retain privately owned playing pitches. The Council owns several tennis courts in Waterlow Park and multi-games areas and smaller pitches on housing estates, in schools and on open spaces, which we will continue to maintain. New facilities have been secured at King's Cross and our Camden Site Allocations document will identify sites where outdoor sports or related facilities may be expected as part of any open space proposals. The Council's approach to sport is set out in its ProActive Sport & Physical Activity Strategy 2008-2012. For details on our approach to indoor sports facilities see CS10 – *Supporting community facilities and services*.

Nature conservation

15.17 Green spaces play a vital role in nature conservation and provision for biodiversity. Camden is fortunate to have Camley Street Nature Park, Kentish Town City Farm and several local nature reserves, which provide educational tools and health benefits for residents. The Council will continue to protect all sites in the borough formally identified as being of nature conservation value (see Map 8). Where possible we will also protect an amount of green space or garden space on a site that reflects the local built form and landscape character. The Council and statutory undertakers, who own some of the designated sites, have a duty to have regard to conserving biodiversity. However, most Sites of Nature Conservation Importance in Camden are not in the Council's control and therefore it is difficult to protect species, habitats and foraging areas other than those formally protected by international and national legislation. To protect our existing sites, we will resist the development of designated sites where the nature conservation value has been diminished or lost, especially where this loss is due to neglect or damage, and we will seek the reinstatement, or an equivalent level, of biodiversity on the site. The Council will be particularly keen to protect habitats and species identified in Camden's Biodiversity Action Plan.



Map 8: Locations Deficient in Access to Nature Conservation Areas



- 15.18 Residents and visitors further than 1km away from a metropolitan or borough Site of Nature Conservation Importance are considered to have poor access to the natural environment. These areas are shown on Map 8. Where opportunities exist in these areas we will explore ways to support biodiversity and nature conservation. We will use the Camden Site Allocations document to identify sites where enhanced or new measures to support biodiversity and nature conservation may be expected as part of any new proposals and new open spaces. Even where no additional open space is being created we will seek other forms of biodiversity such as biodiverse landscaping, habitat creation, green or brown roofs and, where appropriate, green walls. Camden's Biodiversity Action Plan identifies habitats and species that are particularly important in Camden. Our Camden Planning Guidance supplementary document will provide further information on the Council's expectations for improvements in nature conservation.
- 15.19 Developers and landowners should also give consideration to the need for species to move between different types of habitats which will help these species to cope with the effects of climate change. We will continue to retain habitat corridors in the borough, identify 'missing links' in these corridors and seek to secure habitat corridors as part of developments and through street improvements. Habitat corridors and missing links are identified on the Proposals Map. Areas that could provide habitat corridors or contribute to nature conservation include land adjacent to railway lines, where existing vegetation can be enhanced or new vegetation provided, and sites adjoining

existing open spaces. Opportunities for further links include around West Hampstead railway lands and from Kentish Town to Hampstead Heath (as shown on the Proposals Map).

- 15.20 There are limited opportunities to provide new ground-level habitats in the borough due to lack of space. Whilst the provision of habitat at ground level is important, there are opportunities on new and existing buildings to provide habitats in the form of green or brown roofs and green walls. We will expect developments to provide opportunities for biodiversity within the fabric and curtilage of buildings. Where redevelopment occurs on sites adjacent to existing wildlife sites we will expect developers to provide additional habitat of an appropriate scale. We will favour the provision of habitat for species identified in the Camden and London Biodiversity Action Plans. Where we secure additional land for nature conservation we will work with local nature conservation groups and social and corporate volunteers that help protect and enhance these new spaces in addition to the Council's existing Local Nature Reserves. Please see the Council's Camden Planning Guidance supplementary document for information on ways to improve biodiversity and on our areas of nature conservation deficiency.

Trees

- 15.21 Trees are important for their aesthetic value, as habitat, in shading, cooling and filtering the air and in removing carbon dioxide and providing oxygen. They will play an increasingly important role in providing shade and refuge in the hotter summers predicted due to climate change. More guidance on trees and groups of trees can be found in Camden Development Policies and our Camden Planning Guidance supplementary document. There is often pressure for the removal of trees and groups of trees in the borough due to subsidence fears, perceived dangers, locations close to existing underground infrastructure and to facilitate development.
- 15.22 The Council has a Tree Strategy which deals with tree management on its land. This aims to retain trees and provide new trees on Council land. We have a tree planting programme which is increasing the number of trees in the borough, in streets, parks housing estates and schools. We will resist the loss of trees and groups of trees wherever possible and, where this is not possible, require their replacement on development sites or nearby streets and open spaces. The choice of species should consider historic context, availability of space, soil conditions, potential improvements to air and soil quality and reducing the effects of and adapting to climate change. Further information on protected trees and groups of trees, the procedures for seeking their removal and their replacement is set out in the Council's Camden Planning Guidance supplementary document.





Hampstead Heath

- 15.23 Hampstead Heath has been a valuable recreational resource for Londoners since the mid-17th century and is Camden's largest open space. The City of London, who own and manage the Heath, has developed a management plan in consultation with the local interest groups and the wider community. We will work with the City, English Heritage and Natural England on preparing and implementing plans for the Heath.
- 15.24 The Heath and some of its surrounding areas are designated Metropolitan Open Land (see para 15.7 above). It is also important for its ecology being a Metropolitan Site of Nature Conservation, a Site of Special Scientific Interest and containing two areas of Ancient Woodland. There are also numerous large private gardens adjacent to the Heath that are designated open space.
- 15.25 We will continue to use the guidance in the conservation area statements, appraisals and management strategies for Dartmouth Park and Mansfield, Hampstead, Highgate Village, Redington and Frognal and South Hill Park to preserve and enhance the built environment around the Heath and preserve outlooks and views from it. Many views to and from the Heath are protected, for example the views from Kenwood House and Parliament Hill to St Paul's and from Parliament Hill to the Palace of Westminster (see policy CS14).

The Regent's Canal

- 15.26 The Regent's Canal, Camden's only significant open watercourse, winds through the borough from Regents Park through Camden Town and King's Cross, and is undergoing significant regeneration. It serves several purposes, from its open space, leisure and recreational functions and biodiversity importance to its historic significance and commercial and transport role. The Canal forms part of London's Blue Ribbon Network, which has its own set of policies within the London Plan. The Canal is an important historical feature and it is important that development near the Canal reflects its unique character. The Council will therefore take into account the Regent's Canal Conservation Area Appraisal and Management Strategy when assessing applications for sites along and adjacent to the Canal.
- 15.27 The Council has been working with the Metropolitan Police and British Waterways to improve security along the Canal. Its separation from streets and buildings is an important element of the Canal's character but this also makes it susceptible to crime and anti-social behaviour. Any development along the Canal needs to address these challenges.
- 15.28 The Canal is a main east-west pedestrian and cycle route through the borough linking Regents Park, Camden Town and King's Cross. Its role as a connecting route will increase as more activities locate in King's Cross. The Council will seek to improve conditions for users where possible and, where developments are proposed, will investigate opportunities to provide additional access to the Canal.
- 15.29 The Canal is also an important ecological corridor and is designated as a site of metropolitan importance for nature conservation. Camley Street Nature Reserve is located along the Canal and the section at Albert Road near London Zoo is especially important, particularly for foraging bats as an unlit green space at night. The Council will therefore prevent the loss and degradation of habitat including from overshadowing and lighting in especially sensitive areas. We will also work



with British Waterways to improve biodiversity within and along the Canal and with developers to improve biodiversity through planting, provision of green or brown roofs and green walls. The redevelopment of Hawley Wharf provides an opportunity to improve the nature conservation and open space functions of the Canal.

15.30 The part of the Canal that runs through Camden is mainly used for leisure boating rather than transportation of goods and waste. A flexible approach to canal-side development that provides for the delivery and removal of material from both the road and canalside will be encouraged to enable future use of the Canal for transportation of goods and materials. The use of the Canal for any energy saving or generation measures and as a water store will be welcomed subject to schemes not harming the Canal’s special qualities.

Key evidence and references

- Camden Open Space, Sport and Recreation Study; KKP; 2004
- Camden Open Space, Sport and Recreation Study Review; Atkins; 2008
- Open Space Strategy for Camden 2006-2011
- Draft Camden Biodiversity Action Plan 2009
- Strategy for managing, maintaining and replacing Council owned trees 2007-2011
- Camden Sustainability Task Force Report on Food, Water, Biodiversity and Open Space; 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Connecting with London’s nature: The Mayor’s Biodiversity Strategy; 2002
- Planning Policy Statement (PPS) 9: Biodiversity and Geologic Conservation; 2005
- Planning Policy Guidance (PPG) 17: Planning for open space, sport and recreation; 2004
- Bringing your rivers back to life. A strategy for restoring rivers in North London; Environment Agency; 2006
- Hampstead Heath Management Plan Part 1. Towards a Plan for the Heath 2007-2017; City of London & Land Use consultants; 2007
- The Regent’s Canal Conservation Area Appraisal and Management Strategy
- Inland Waterways. Unlocking the Potential and Securing the Future of Inland Waterways through the Planning System; TCPA; 2009
- Under Lock and Quay. Reducing criminal opportunity by design; British Waterways and the Metropolitan Police; 2000

Section 4

Delivery and monitoring

- 19.1 This section provides an overview of the ways the Council will deliver the Core Strategy's vision and objectives, focussing on how we will:
- work with our partners;
 - ensure necessary infrastructure is provided;
 - make use of planning obligations; and
 - monitor how effective we are in delivering the Core Strategy.

The supporting text to each of the policies in this Core Strategy includes material on how that policy will be implemented and on the provision of infrastructure relevant to the delivery of that policy.

- 19.2 A key mechanism for delivering the Core Strategy will be the Council's decisions on planning applications. The policies in the Core Strategy, our Development Policies document and, for relevant locations, the designations in our Site Allocations document will provide the framework for these decisions. We will also take account of the Council's supplementary planning documents (including Camden Planning Guidance, planning briefs and frameworks and conservation area statements, appraisals and management strategies) when determining planning applications.



CS19 – Delivering and monitoring the Core Strategy

The Council will work with Camden’s Local Strategic Partnership and its other partners to deliver the vision, objectives and policies of this Core Strategy. We will:

- a) work with relevant providers to ensure that necessary infrastructure is secured to support Camden’s growth and provide the facilities needed for the borough’s communities. Information on the key infrastructure programmes and projects in the borough to 2025 are set in Appendix 1;
- b) use planning obligations, and other suitable mechanisms, where appropriate, to:
 - support sustainable development,
 - secure any necessary and related infrastructure, facilities and services to meet needs generated by development, and
 - mitigate the impact of development;
- c) work with neighbouring boroughs to co-ordinate delivery across boundaries; and
- d) monitor the implementation of the Core Strategy against the indicators set out in Appendix 4 and publish the results in our Annual Monitoring Report.

Working with our partners

- 19.3 Central to the delivery of the Core Strategy will be working with our partners. During the preparation of this Core Strategy the Council has secured the involvement and commitment of Camden’s Local Strategic Partnership. We have also worked with other key delivery partners, such as Transport for London, to reflect their plans and spending programmes.
- 19.4 The Local Strategic Partnership recognises that it has an important role to play in relation to the delivery of this Core Strategy, in particular in bringing forward the key infrastructure programmes and projects identified in Appendix 1. The Council and the LSP are currently considering ways to achieve this, such as a Local Delivery Vehicle or Infrastructure Board to take forward the delivery of infrastructure and ensure that opportunities for partnership working and the joint delivery of services are optimised to achieve the Core Strategy’s objectives.
- 19.5 The Council, its partners and central government have agreed Camden’s Local Area Agreement (LAA), which contains a range of goals and targets to improve our services. The Core Strategy will contribute to delivering a number of these outcomes. The indicators we will use to monitor the success of the Core Strategy have been aligned with those in the Local Area Agreement where possible. The preparation of the Core Strategy also involved local community groups and residents, for example through stakeholder workshops, meetings and other consultation and engagement events and processes (see the Core Strategy Proposed Submission Consultation Statement for more details). The Council’s Statement of Community Involvement sets out how we intend to involve the local community and other stakeholders in the preparation and implementation of our planning policy documents and in the consideration of planning applications.

Place shaping

- 19.6 The Council, acting as a service provider and property owner and manager, has a key role to play in the delivery of the Core Strategy. We have set up a ‘Place Shaping Board’ which brings together key Council service providers to consider how best to maximise assets and resources in particular areas of focus within Camden including King’s Cross, Euston, Camden Town, Swiss Cottage, West Hampstead, Kentish Town, Kilburn and Gospel Oak. These are places where significant public and private investment and development is expected and, with the exception of Gospel Oak, all are growth areas or other highly accessible areas identified in this Core Strategy (see policy CS1). Gospel Oak has been selected due to the considerable investment being made in the area through Camden’s housing estate regeneration programme and the provision of youth and play facilities.

- 19.7 Within the identified areas of focus, the Place Shaping Board makes strategic recommendations on the use of resources and how best to meet the identified needs of the priority areas, based on shared evidence with the Local Development Framework. It will seek to ensure the most efficient implementation of the Council's strategies, including this Core Strategy, which is a key document in guiding the work of the Board. The Board will identify ways to help deliver the Core Strategy in the priority areas through guiding Council decisions on:
- the use of resources;
 - bids for funding; and
 - opportunities to maximise benefits through co-ordinating assets, capital programmes and service provision.

Infrastructure

- 19.8 It is vital that the transport facilities and services, utilities and social infrastructure needed to make development work and support local communities is provided, particularly in the parts of the borough that will experience most growth in future years. Therefore, the Council has engaged with infrastructure providers, delivery partners and other relevant organisations to ensure that necessary infrastructure is planned and will continue to do so to ensure that the infrastructure to support growth is delivered.
- 19.9 To help to ensure that infrastructure is provided to support Camden's growth, the Council commissioned The Camden Infrastructure Study 2009 to provide information on infrastructure needs and provision in the borough. This had four main components:
- identifying the infrastructure needs of Camden over the lifespan of the Core Strategy (to 2025/6);
 - establishing the relative importance and priorities of infrastructure needs;
 - producing a strategic infrastructure plan, which sets out how infrastructure should be provided, by whom and with indicative costs; and
 - developing a robust methodology on how a viable Community Infrastructure Levy (CIL) might be established, should the Council may choose to implement one.
- 19.10 The Study's findings have helped to identify the transport, social and utility infrastructure required to enable delivery of the Core Strategy, which is set out in Appendix 1 – *Key Infrastructure Programmes and Projects*. Although comprehensive, this is not an exhaustive list of all infrastructure likely to be needed in Camden in the period covered by this Core Strategy and other items will be required, as appropriate, in response to new development in the borough. Where relevant, the individual sections in the Core Strategy also contain details of required infrastructure and mechanisms for its delivery.





- 19.11 Appendix 1 also sets out the anticipated timing and phasing of infrastructure provision. Timing and phasing will depend on a variety of factors, including when the development envisaged by this Core Strategy takes place, the availability of funding and the timing of major investment. In many cases the confirmation of funding for infrastructure is limited to the short term. Nevertheless, it is important to identify medium to long term infrastructure priorities even where funding has not yet been confirmed as the Core Strategy will guide future decision making of the Council and its partners in relation to infrastructure provision. The Council has worked with key partners to inform The Camden Infrastructure Study 2009 and the resulting key infrastructure programmes and projects which are identified in Appendix 1 to ensure that the expectations which are set out are realistic and deliverable.
- 19.12 The Camden Sites Allocations document will contain further information about the infrastructure requirements of the sites and areas in the borough that area expected to experience significant development
- 19.13 Where a development generates the need for new or upgraded infrastructure, on- or off- site, either to support the development or mitigate its effects, the Council will expect contributions towards provision to meet this need. Necessary infrastructure may include facilities for walking, cycling and public transport, and community facilities, such as schools and other educational establishments, health facilities, places of worship and open spaces.

Planning obligations

- 19.14 The Council will use planning obligations,²⁹ in appropriate circumstances and in accordance with Circular 05/05 – Planning Obligations, to influence the nature of a development or mitigate or compensate for its potential effects. Where existing and planned provision of infrastructure, facilities and services are not adequate to meet the needs generated by a proposal, the Council will negotiate planning obligations to secure measures to meet those needs.
- 19.15 Planning obligations (sometimes known as legal agreements or section 106 agreements) can help to contribute to the success of a development and achieving the Council’s aims for a site, its local area and the borough as a whole. They can enhance the quality of a development and enable proposals to go ahead that might otherwise be refused. Planning obligations will only be sought where it is not possible to deal with the matter through the imposition of a condition on a planning permission.

NOTE

²⁹ The term planning obligations is used here to refer to all legal agreements necessary to make a development acceptable in planning terms, including those for the transfer of land and work to highways.

19.16 The measures sought through a planning obligation will vary depending on the nature and scale of a development scheme, its location and impacts. The main matters that the Council considers are likely to be addressed through such agreements are:

- affordable housing;
- tackling climate change and environmental impacts;
- transport and other infrastructure;
- works to streets and public spaces;
- community facilities and services, including education, health and open space;
- training, skills and regeneration;
- community safety.

This list is not exhaustive and development schemes can individually or cumulatively introduce a range of issues, requirements and impacts that may justify the use of planning obligations.

19.17 Obligations can take different forms and can involve financial contributions (including revenue and maintenance support) or the provision of certain requirements ‘in kind’. In considering planning obligations, the Council will take into account economic viability, the full range of benefits provided by a development and the extent to which it contributes towards delivering the objectives of this Core Strategy and other planning policies. The Council will expect developers to provide information on viability through an “open-book” approach. The extent to which a development is publicly funded will also be taken into account and policy may be applied flexibly in such cases. Planning obligations that reduce some negative impacts of a development or otherwise contribute to the Core Strategy’s objectives will not in themselves justify accepting development that conflicts with planning policy. Pooled contributions will be used when the combined impact of a number of schemes creates the need for related infrastructure or works. Additional detail on the Council’s approach to planning obligations is set out in our Camden Planning Guidance supplementary planning document.

19.18 The government has published details of its intention to enable local authorities to set a Community Infrastructure Levy (CIL). This is a standard charge to be decided upon by authorities which will contribute to the costs of infrastructure arising from new development. The government intends to produce further regulations and information on how the CIL will operate but has signalled that it intends the definition of infrastructure to be covered by CIL to be as wide as possible to encompass social and environmental infrastructure such as schools and parks. Initial guidance suggests that CIL should apply to most forms of development including residential and commercial development. Negotiated planning obligations will still be possible for site specific issues and to allow for affordable housing to be delivered.

19.19 Providing the government takes these proposals forward, the Council will investigate the appropriateness of developing a Camden CIL and whether this represents the most appropriate way of delivering the aims of this Core Strategy. Such an approach would build upon the Council’s current approach of using standard formulae to calculate contributions towards a range of issues such as providing school places. The Camden Infrastructure Study 2009 has developed a robust methodology on how to set a viable CIL should the Council chose to introduce one. If the Council chooses not to implement a CIL, the evidence can still inform the use of other mechanisms for securing contributions and support ongoing section 106 negotiations.



Cross-boundary working

19.20 The Council is working with neighbouring boroughs, the wider North London sub-region and other Central London local authorities to ensure that Camden's Core Strategy takes account of their plans and programmes as well as the spending and delivery plans of regional bodies such as Transport for London.

Central Activities Zone

19.21 London's Central Activities Zone (CAZ), with its unique range and concentration of uses/activities, falls within a number of boroughs, including the southern part of Camden (see Map 1 – Key Diagram). The Council will continue to work with these boroughs and Central London Forward to consider matters such as planning policy, the quality of public areas and pedestrian environment, traffic management/congestion and the infrastructure requirements of the Central London.

19.22 Camden has worked in partnership with Central London Forward and the other Central London boroughs to assess infrastructure needs of the sub-region over the next 15-20 years. The Central London Infrastructure Study 2009 considered:

- basic utilities infrastructure, including water and sewerage, flood defences, power and telecommunications, waste management facilities;
- large scale transport infrastructure, such as proposals for mainline rail termini; and
- social infrastructure, including that which is provided on a London-wide or sub-regional level such as facilities for adult learning, further education, higher education, primary and secondary health care, and emergency services.

19.23 The results of this assessment, including funding sources and the expected timing of infrastructure provision have been included in the key infrastructure programmes and projects identified in Appendix 1.

North London – Luton – Bedford co-ordination corridor

19.24 The Council will also continue to work with the North London Strategic Alliance (NLSA), Transport for London, Brent, Barnet and Harrow councils to develop a strategic approach to the management of locations with major growth potential along the London section of the London-Luton-Bedford co-ordination corridor. This focuses on the co-ordination of infrastructure (including transport) to support and co-ordinate the growth potential of areas such as Brent Cross, Cricklewood, West Hampstead, Mill Hill and Colindale (see Map 1 – Key Diagram).

19.25 It is projected that by 2026 over 133,000 additional residents will live in the four boroughs. NLSA in conjunction with the four boroughs have prepared a prospectus for the corridor which shows that this growth is supported by considerable planned increases in infrastructure capacity, such as the £5.5 billion investment in Thameslink services. The prospectus therefore identifies the main challenges and opportunities for the corridor to provide the basis for discussions with key funding partners and the private sector to deliver the investment that will be needed to provide the services required to support local communities.

19.26 NLSA along with the four councils are working on developing the corridor concept further, starting with more detailed work on transport infrastructure and through engaging key partners to the north of London, such as Luton and Watford councils and the East of England Development Agency. This work will help build the case for investment in transport and social infrastructure to support growth (including that set out in this Core Strategy) by providing a basis for discussions with national providers as well as Transport for London.

Co-ordinating with neighbouring boroughs

19.27 The Council also works closely with neighbouring boroughs to ensure that a consistent approach is taken in relation to growth areas and town centres which straddle borough boundaries. To this end, discussions with Westminster, in relation to the Tottenham Court Road area, and with Brent, in relation to Kilburn High Road town centre, have informed and shaped the direction taken on these locations in the Core Strategy.

19.28 We have prepared some of our key evidence studies for this Core Strategy in conjunction with our neighbouring authorities:

- an Affordable Housing Viability Study has been produced jointly with the City of Westminster, reflecting shared issues in relation to affordable housing provision including high alternative use values and prevalence of mixed used schemes in Central London; and
- the Central London Infrastructure Study (see above).

19.29 We are also preparing a joint Waste Plan with the six other boroughs in the North London Waste Authority (Barnet, Enfield, Hackney, Haringey, Islington and Waltham Forest). Please see policy CS18 – *Dealing with our waste and encouraging recycling* for further details.

Transport projects

19.30 Camden is the lead authority in the Clear Zones Partnership with the City of London and City of Westminster. This aims to reduce congestion, air and noise pollution and improve the urban realm through partnership working, sustainable transport measures and the use of innovative technologies. Cross border working occurs on a number of public consultations and measures, in particular in the Covent Garden and Holborn areas.

19.31 We are also working with Westminster to pilot a Legible London scheme in Covent Garden and Bloomsbury to encourage people to walk more through better public information and signage. In addition, the Council is one of eight boroughs working in partnership to implement the London Cycle Hire Scheme and also works in partnership with all other London boroughs to promote innovative technologies, for example through the London Electric Vehicle Working Group and the London Hydrogen Partnership.

Farringdon/Smithfield

19.32 The Council is working with Islington, City of London, Transport for London and Urban Design London to devise a joint strategy which will help to guide how the boroughs manage change and growth in the Farringdon/Smithfield area and respond to the impact of a new Crossrail station and improvements to Thameslink services. The strategy will consider how the scale and massing of development can accommodate London Plan homes and jobs targets for the area and ensure that key public realm objectives can be met, having regard to heritage and conservation, key views, local character, social history and archaeology.





Flexible implementation of the Core Strategy

- 19.33 Our Local Development Framework documents need to be flexible enough to ensure that the Council's vision and objectives for Camden can be delivered in future years despite changing circumstances. This is particularly important for the Core Strategy, which sets out our overall approach to managing Camden's growth and meeting the borough's needs for homes, jobs, services and infrastructure.
- 19.34 The current economic situation creates a particular need for sensitive and flexible implementation. However, while our plans must be suitably flexible, it is vital that the level of flexibility does not create uncertainty or harm the overall delivery of the Core Strategy. This Core Strategy has therefore been prepared to be flexible enough to cope with a changing world, while ensuring our vision and objectives for the borough are delivered.
- 19.35 A fundamental element of the Core Strategy is to maximise housing within the borough. Our 15-year housing trajectory (see the Camden Annual Monitoring Report) suggests that the supply of housing in the borough over this period will comfortably exceed our current annual housing target unless completion rates drop significantly below expectations. This means that we can meet our housing targets even if some identified sites do not come forward for development as envisaged. Future housing provision in the borough does not depend on a small number of sites, rather a large number of sites of a variety of sizes will contribute. The redevelopment of King's Cross, which will provide the largest number of homes, as well as the largest concentration of additional office and retail floorspace, is underway.
- 19.36 In recognition of its importance and current uncertainties in the housing market, CS6 – Providing quality homes includes a section setting out how the Council will incorporate flexibility into our approach to providing housing which will allow us to react to specific circumstances with a view to maximising delivery.
- 19.37 A comprehensive package of transport measures is included in the Core Strategy to support growth in jobs and homes. Physical transport infrastructure is complemented by a range of initiatives to increase walking and cycling and other public transport initiatives, such as substantial Underground line capacity improvements (see CS11 – *Promoting sustainable and efficient travel* and Appendix 1 – *Key infrastructure programmes and projects* items 39-56). These, coupled with existing high levels of public transport accessibility, mean that no one element of transport infrastructure is critical to the delivery of the overall strategy, and that even if any individual scheme does not come forward, sufficient provision will be made to support growth.
- 19.38 In addition, individual policies in this Core Strategy, and in Camden Development Policies, include an element of flexibility where appropriate, in particular in relation to the consideration of the viability of development schemes, the feasibility of particular measures, and site specific issues.
- 19.39 Regular monitoring will be a key tool in providing flexibility. This will measure progress in delivering the Core Strategy, and identify any aspects that are not being achieved as planned and any changing circumstances that may affect implementation. This will allow us to adjust the application of policies where appropriate and, if necessary, bring forward alternative approaches or policies. (See below for more on monitoring.)

19.40 We will also work closely with our partners in the delivery of the Core Strategy (see the section *Working with our partners* above). This will help us to identify, as early as possible, matters and situations that may effect delivery. This, in turn, will allow us to explore appropriate alternative or amended approaches to deal with emerging issues and changing circumstances to ensure the Core Strategy's successful implementation. This will include working with the Local Strategic Partnership to work towards delivering the key infrastructure programmes and projects identified in Appendix 1 and, through our Annual Monitoring Report, reviewing what is required to deal with changing circumstances, such changes to service provision.

Monitoring

19.41 The Council will monitor the effectiveness of the Core Strategy in delivering its objectives by regularly assessing its performance against a series of indicators. These are set out in Camden's Core Strategy Monitoring Indicators document, and include core indicators, set by the government, and local, Camden-specific indicators.

19.42 Each year we will publish an Annual Monitoring Report, which will:

- assess the performance of the Core Strategy and other Local Development Framework documents by considering progress against the indicators in Camden's *Core Strategy Monitoring Indicators* document;
- set out the Council's updated housing trajectory (see policy CS6);
- identify the need to reassess or review any policies or approaches;
- make sure the context and assumptions behind our strategy and policies are still relevant; and
- identify trends in the wider social, economic and environmental issues facing Camden.

Key evidence and references

- Camden Infrastructure Study 2009
- Central London Infrastructure Study 2009
- Camden/Westminster Affordable Housing Viability Study 2009
- Camden Annual Monitoring Report 2007/08
- Camden Core Strategy Monitoring Indicators
- Camden Statement of Community Involvement 2009

