

Camden Core Strategy 2010-2025

Local Development Framework



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Camden's Local Development Framework. Core Strategy 2010.

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



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.

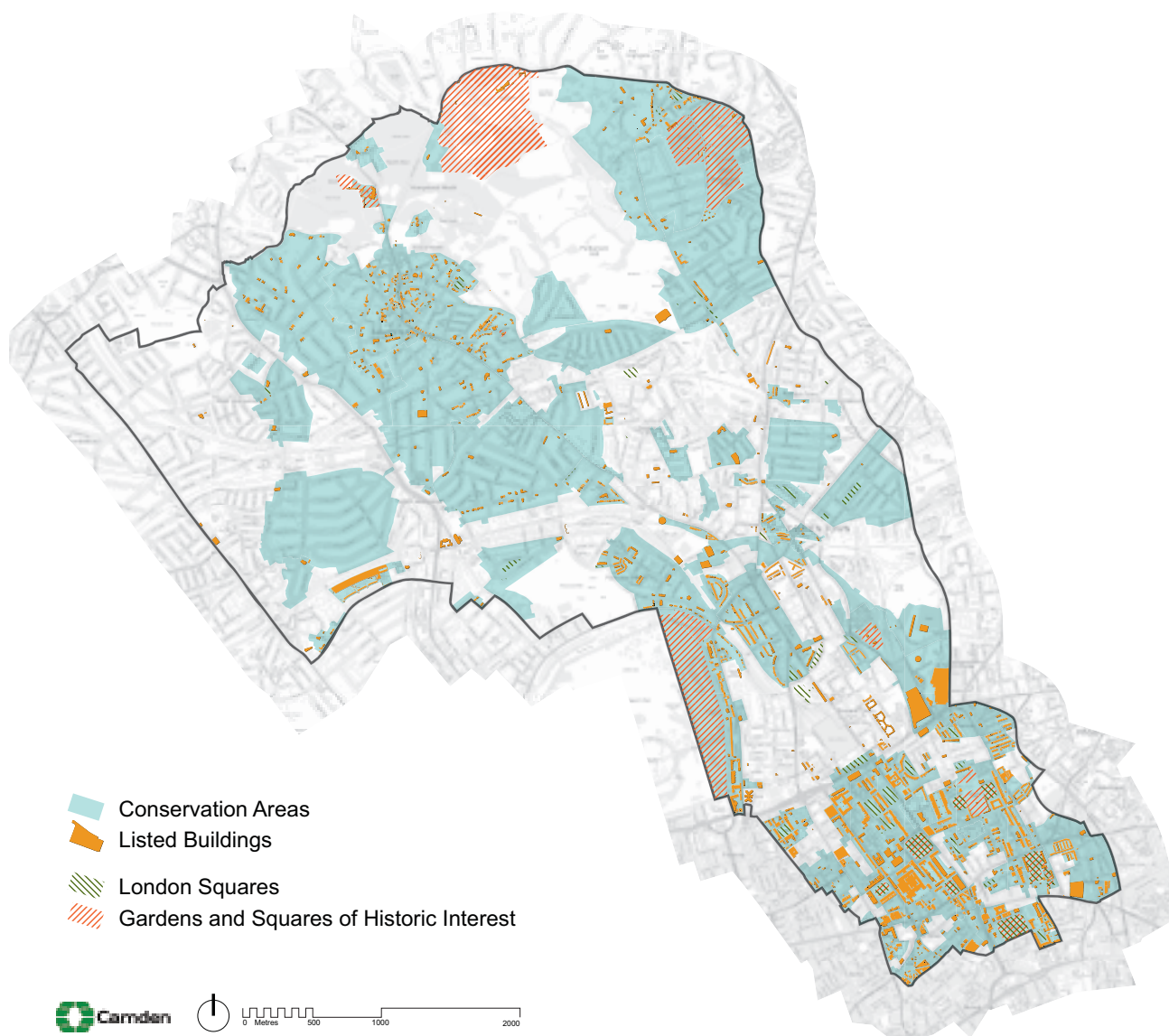


- 14.4 Development schemes should improve the quality of buildings, landscaping and the street environment and, through this, improve the experience of the borough for residents and visitors. The Council will therefore insist on high quality design throughout the borough. In accordance with government 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

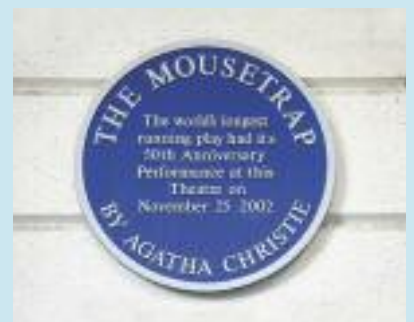
- 14.21 A number of London's most famous and valued views originate in, or extend into, Camden. These are:
- views of St Paul's Cathedral from Kenwood, Parliament Hill and Primrose Hill;
 - views of the Palace of Westminster from Primrose and Parliament Hills; and
 - background views of St Paul's from 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/Froggnal 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



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

