

Camden Core Strategy 2010-2025

Local Development Framework



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Section 1

Location and management of Camden's growth

- 1.1 Camden is growing and changing. It is estimated that our population will increase by around 36,000 people (about 18% of total population) between 2006 and 2026, while London will grow by over a million people over the same period (15%). Future growth in Camden will be largely due to there being more births than deaths in the borough, although in-migration will also be a factor. In addition, our population is growing older with increases in the proportion of working age people over 45 and those of pensionable age between 60/65 and 74. (GLA Round 2006 Demographic Projections).
- 1.2 The forecast growth in population will be accompanied by an increase in the number of homes, offices and other land uses. The Mayor of London's London Plan contains a target of 5,950 additional homes in Camden from 2007/8 to 2016/17, which we are expected to exceed (see paragraph 1.7). National planning policy also promotes increasing the supply of homes. The Core Strategy must be consistent with national policies and in general conformity with the London Plan.
- 1.3 *A sustainable Camden that adapts to a growing population* is one of the four themes within the vision of *Camden Together*, Camden's Community Strategy. The Community Strategy says that we will find ways to adapt to Camden's growing population while protecting, promoting and enhancing our environment for us and for future generations. The Core Strategy is one of the main mechanisms for achieving this aim.
- 1.4 This section sets out the Council's overall spatial strategy for the borough. It explains where Camden's future growth and development will be focussed, gives more detail on our approach to growth areas, other highly accessible areas and areas which will experience more limited change. It also sets out our overarching approach, further developed in sections 2 and 3, to managing growth in a way that provides necessary homes, jobs and facilities and protects and improves Camden's environment, heritage and quality of life.



CS1. Distribution of growth

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

CS POLICY

CS1 – Distribution of growth

Overall approach to growth and development:

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

We will promote:

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

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

Making the best use of Camden's limited land

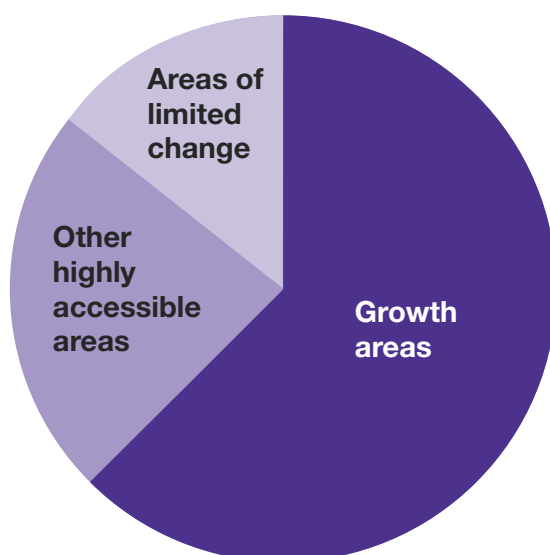
The Council will promote the most efficient use of land and buildings in Camden by:

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

Overall approach to growth and development

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

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



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

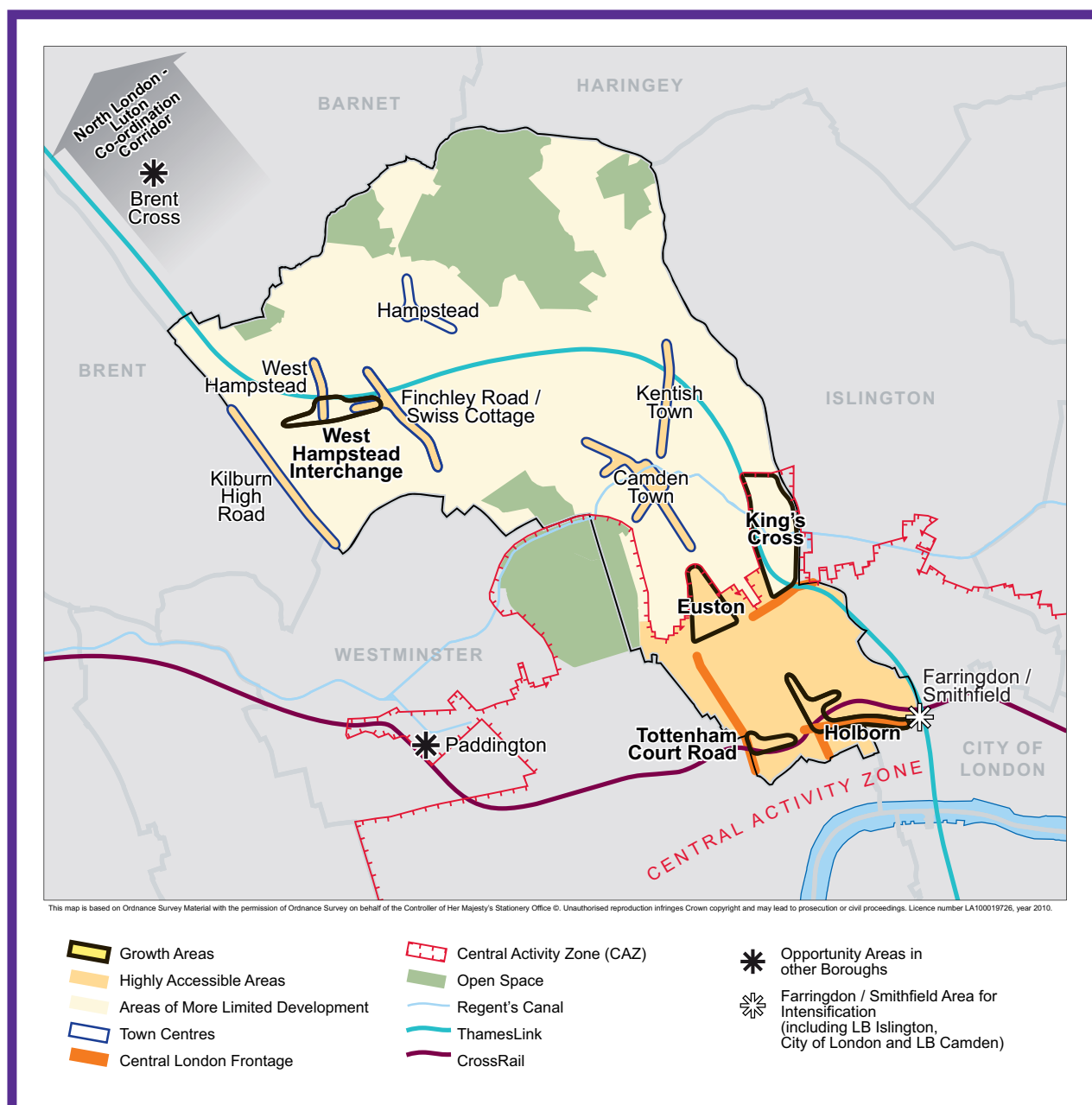


- 1.9 The Council's overall spatial strategy is illustrated on Map 1 – Key Diagram. This shows the broad location of Camden's growth areas, other highly accessible locations / town centres, major transport schemes and the borough's main open spaces.
- 1.10 A key part of our strategy is to ensure that our growing population is supported by necessary infrastructure and services. The Camden Infrastructure Study 2009, commissioned by the Council, identified the borough's infrastructure needs over the fifteen year period covered by this Core Strategy, taking into account expected growth. This forms the basis of Appendix 1 which sets out key infrastructure programmes and projects needed to deliver the Core Strategy. Section 4 sets out more detail on our approach to the provision of infrastructure. Developments will be expected to make appropriate contributions towards the infrastructure needs they generate.

Growth areas

- 1.11 King's Cross, Euston, Tottenham Court Road, Holborn and West Hampstead Interchange will be the locations for the largest amount of Camden's future growth. These areas are identified in the London Plan as suitable for large scale redevelopment or significant increases in jobs and homes, and are based around transport interchanges where increased capacity is planned. The majority of these areas are within Central London and therefore their redevelopment will contribute towards the continued success of Central London and to London's national and international role, as well as providing opportunities to bring benefits to the borough and the local area. Please see policy CS9 – *Achieving a successful Central London* for our overall approach to Central London.
- 1.12 King's Cross will be the focus of the most growth in Camden up to 2025, with large-scale redevelopment transforming the area and creating a new quarter for Camden and London. Redevelopment at Euston and around Tottenham Court Road will also provide substantial numbers of jobs and homes, as well as other uses and facilities. Development at West Hampstead Interchange is expected to be predominantly housing. Policy CS2 – *Growth areas* gives more detail on our approach to Camden's main growth areas. The boundaries of the growth areas are shown on Maps 11-15 in Appendix 6.
- 1.13 King's Cross, Euston and Tottenham Court Road (part in Westminster) are included in the London Plan as Opportunity Areas, that is, places able to accommodate substantial new jobs and homes, in association with public transport improvements. Holborn, West Hampstead Interchange and Farringdon/Smithfield (much of which lies in the City of London and Islington) are designated as Areas for Intensification, places with significant potential for redevelopment for housing, employment and other uses, although at a scale less than that for Opportunity Areas, again in association with public transport improvements.
- 1.14 Known development sites in the growth areas and at other locations throughout the borough, and the Council's expectations for them, are identified in the *Camden Site Allocations* document, which also forms part of our Local Development Framework.

Map 1: Key Diagram



Other highly accessible locations

- 1.15 Beyond the growth areas there are a number of other parts of the borough which are considered suitable locations for significant development as they are highly accessible by a range of means of transport. These highly accessible areas are the Central London area outside of the growth areas, and the town centres of Camden Town, Finchley Road/Swiss Cottage, Kilburn High Road, Kentish Town and West Hampstead. These areas are considered to be particularly suitable locations for uses that are likely to lead to a significant increase in travel demand (for example, retail, offices, leisure and tourism), although the scale of development at these locations is expected to be less than that in the growth areas. Public transport accessibility to Hampstead is not considered to be sufficient for it to be a suitable location for uses that generate significant travel demand.
- 1.16 Policy CS3 gives more detail on our approach to Camden's other highly accessible locations. Policy CS9 sets out our overarching approach to Central London, with its unique character and challenges, where we seek to achieve a balance between its important contribution to London and the UK and local communities and facilities. Policy CS7 sets out our approach to Camden's town centres.

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

Areas of more limited change

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

Managing growth

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

Making the best use of Camden's limited land

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

Density

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

Mixed use developments

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

Key evidence and references

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



CS3. Other highly accessible areas

- 3.1 Policy CS1 sets out the Council's strategy for the distribution of Camden's future growth, focussing the development of homes, jobs and facilities on five growth areas, with other highly accessible locations being considered suitable for significant development. Policy CS3 gives more detail on the Council's approach to these other highly accessible areas.

CS POLICY

CS3 – Other highly accessible areas

The Council will promote appropriate development in the highly accessible areas of:

- a) Central London (outside the growth areas of King's Cross, Euston, Tottenham Court Road and Holborn); and
- b) the town centres of Camden Town, Finchley Road / Swiss Cottage, Kentish Town, Kilburn High Road and West Hampstead, including appropriate edge of centre locations.

These areas are considered to be suitable locations for the provision of homes, shops,

food, drink and entertainment uses, offices, community facilities and are particularly suitable for uses that are likely to significantly increase the demand for travel.

The Council will ensure that development in these locations is of suitable scale and character for the area in which it is situated, contributes to other Council aspirations including providing appropriate community and environmental benefits, and takes into account amenity and community safety.

- 3.2 Camden's Central London area and the town centres of Camden Town, Finchley Road/Swiss Cottage, Kentish Town, Kilburn High Road and West Hampstead, and locations on the edge of these centres, are highly accessible by public transport. They are therefore considered to be generally suitable for a range of land uses, including those that will attract a large number of journeys, and for higher density development. These areas are considered to be the most suitable locations in the borough, outside of the growth areas identified in policies CS1 and CS2, for larger scale growth and development, although they are expected to experience development of a smaller scale of that expected in the growth areas.
- 3.3 The boundaries of the borough's town centres are drawn fairly tightly around their main retail areas and, with the exception of Camden Town, there are generally limited development opportunities within the designated centres themselves. Given this, it is possible that much future development at these locations will take place on edge of centre sites. Camden Town is expected to be the location of a significant amount of additional shop floorspace over the lifetime of the Core Strategy. Please see policy CS7 for the Council's strategy for Camden's town centres and shops, including the provision of additional retail floorspace. This describes the specific character and roles of each centre, setting the context for development and change within them.
- 3.4 The attractions of Camden's Central London area mean that development here is expected to take place both in the growth areas identified in policy CS1 and on other Central London sites outside them (see Map 1 – Key Diagram). The Council recognises that Central London experiences specific issues and challenges, in particular in balancing its economic, social and cultural role and the interests of the local community. Policy CS9 – *Achieving a successful Central London* sets out our approach to the specific issues faced in this part of the borough.



- 3.5 The Council will generally expect larger developments in the highly accessible areas to include a mix of uses. However, it is important that all development in these locations is of a size and nature compatible with its site and the character of its surroundings and the wider area. Please see policy CS1 and policy DP1 in Camden Development Policies for more detail on our approach to mixed use development.
- 3.6 Camden's highly accessible areas often include, or are adjacent to, residential communities and conservation areas and other heritage assets. Development in these locations must therefore take into account the full range of relevant Council policies and objectives, in particular those on amenity, design and heritage, sustainability, community safety, open space and transport.
- 3.7 The main development opportunities within the highly accessible areas are identified in the Camden Site Allocations document which also sets out guidance on their future development.

Farringdon/Smithfield

- 3.8 The Farringdon/Smithfield area, which covers parts of Islington, the City of London and the south east of Camden's Central London area at Hatton Garden, is included in the London Plan as an Area for Intensification. The London Plan expects a minimum of 100 homes and 2,000 jobs at this location between 2001 and 2026. Its ability to take additional development capacity will depend on operational rail requirements, the degree of station renewal, the level of transport and interchange capacity increase and other relevant factors.
- 3.9. Camden will continue to work with the City and Islington to co-ordinate the future of Farringdon/Smithfield. As much of the area lies in the City and Islington, and as there are environmental constraints in Hatton Garden due to its unique character and conservation area status, the amount of development taking place in the Camden part of Farringdon / Smithfield is expected to be relatively limited. Therefore, this location has not been included as one of Camden's main growth areas.

Key evidence and references

- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Camden Retail Study 2008; Roger Tym and Partners
- Camden Infrastructure Study 2009

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

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

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

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

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

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.



CS POLICY

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.

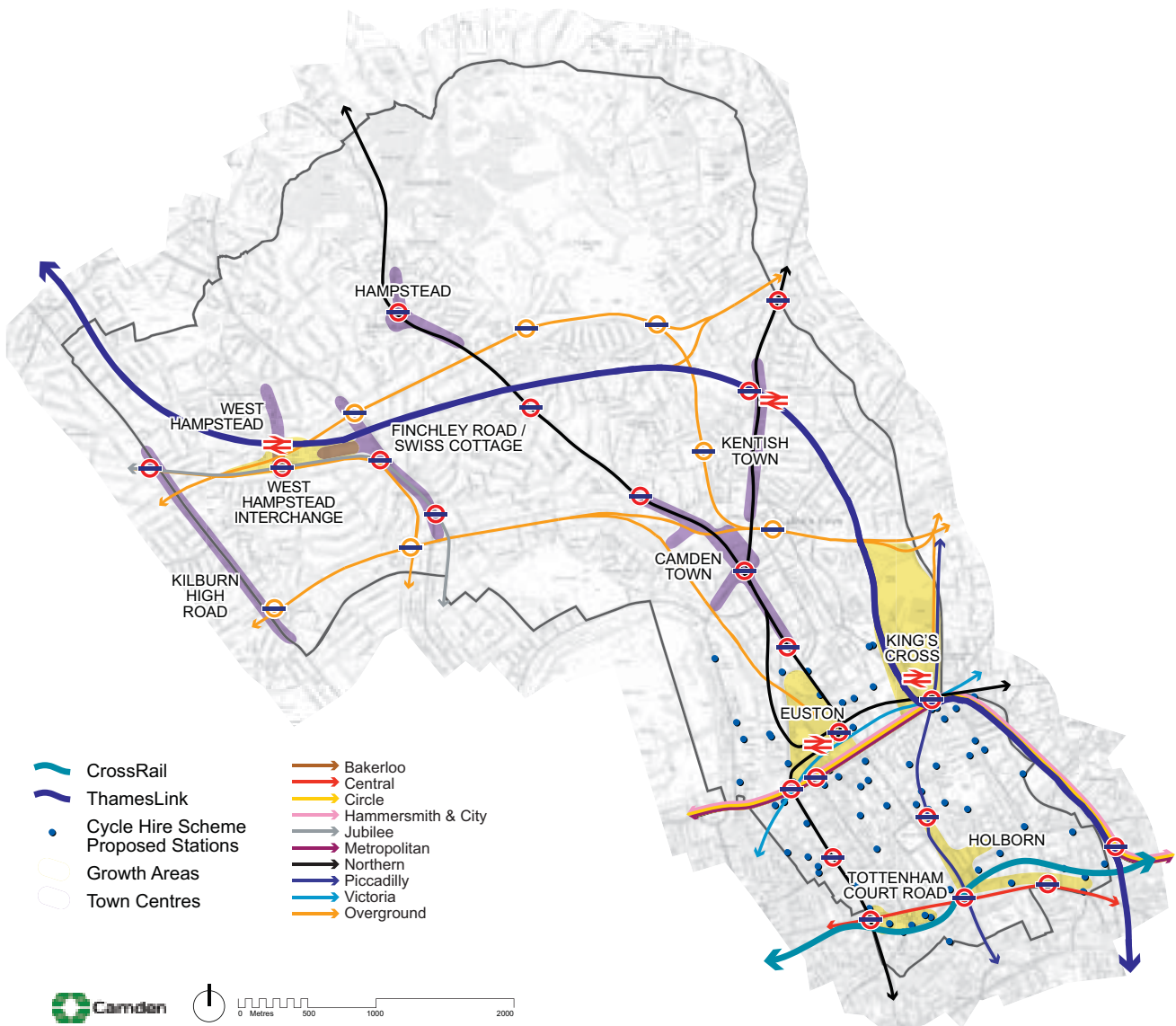
Promoting the sustainable movement of freight

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

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.

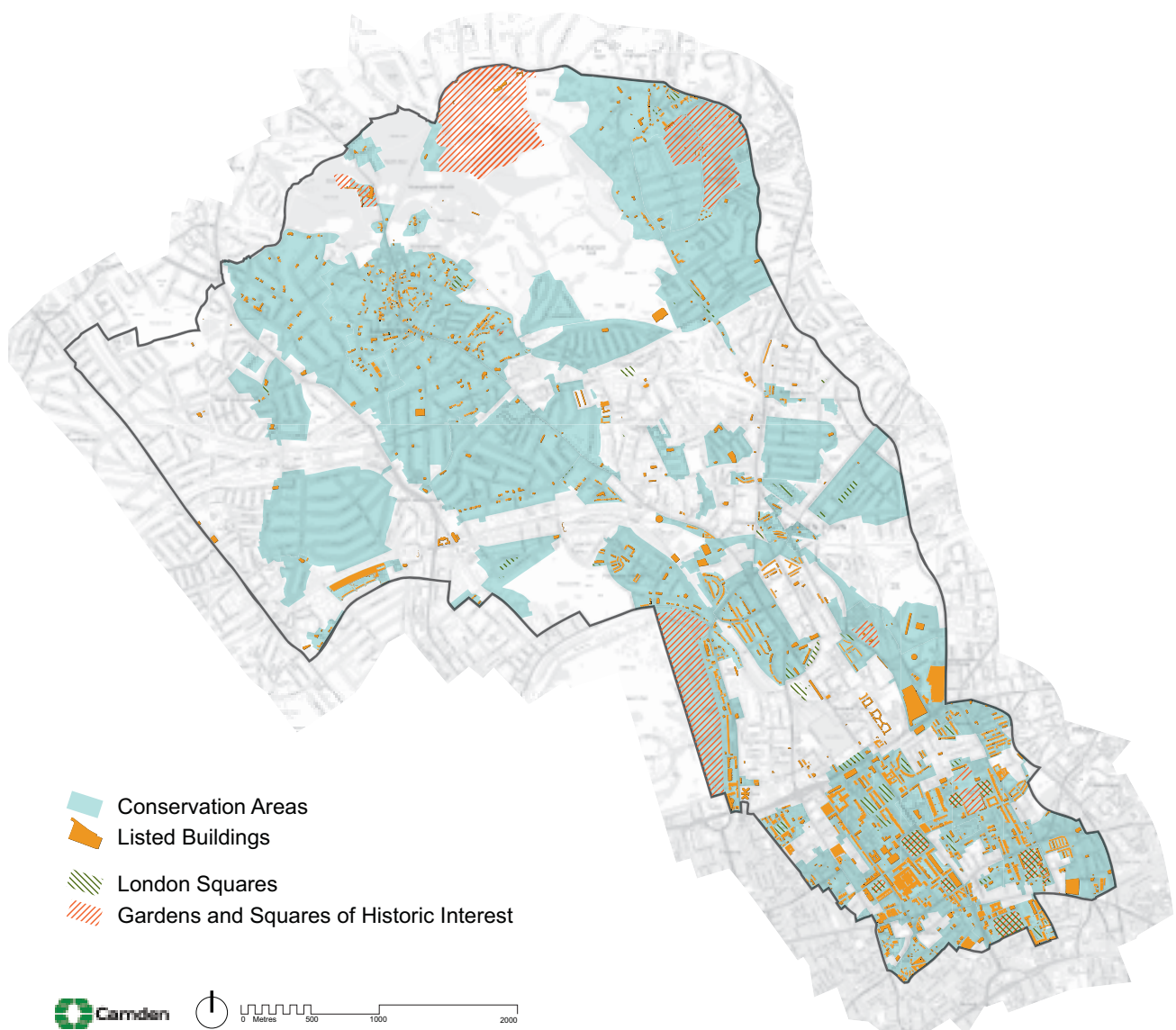


- 14.4 Development schemes should improve the quality of buildings, landscaping and the street environment and, through this, improve the experience of the borough for residents and visitors. The Council will therefore insist on high quality design throughout the borough. In accordance with government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

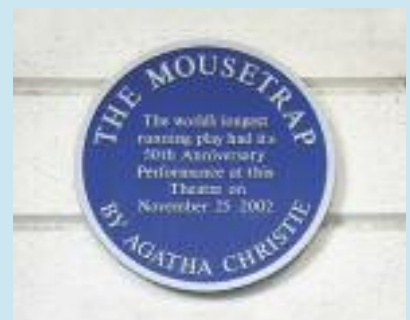
- 14.21 A number of London's most famous and valued views originate in, or extend into, Camden. These are:
- views of St Paul's Cathedral from Kenwood, Parliament Hill and Primrose Hill;
 - views of the Palace of Westminster from Primrose and Parliament Hills; and
 - background views of St Paul's from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

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