

# 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

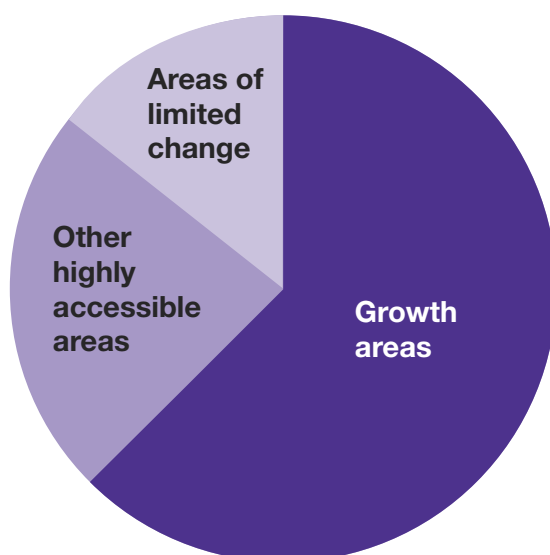
The Council will promote the most efficient use of land and buildings in Camden by:

- 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.

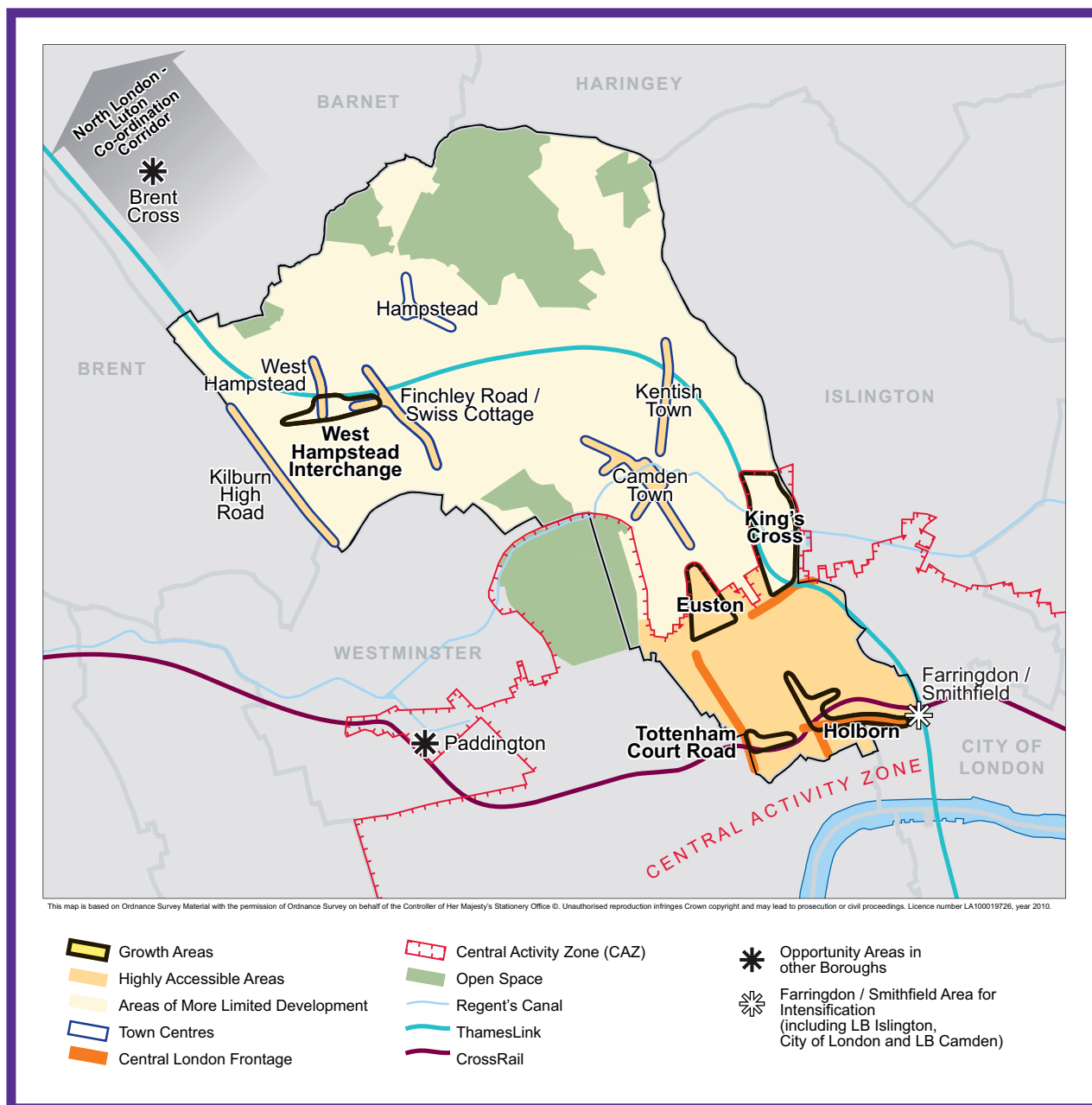


- 1.9 The Council’s overall spatial strategy is illustrated on Map 1 – Key Diagram. This shows the broad location of Camden’s growth areas, other highly accessible locations / town centres, major transport schemes and the borough’s main open spaces.
- 1.10 A key part of our strategy is to ensure that 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



## CS4. Areas of more limited change

- 4.1. Policy CS1 sets out the Council's strategy for the distribution of Camden's future growth, focussing larger development on five growth areas and other highly accessible locations (see Map 1- Key Diagram). This section gives more detail on our approach in the parts of the borough expected to experience more limited change.

### CS POLICY

#### CS4 – Areas of more limited change

Parts of the borough outside of the growth areas and other highly accessible areas set out in policy CS1 will experience more limited development and change, although some development is expected to take place in most parts of Camden over the timescale of the Core Strategy.

The Council will ensure that development in the areas of more limited change respects the character of its surroundings, conserves heritage and other important features and provides environmental improvements and other local benefits where appropriate.

The Council will expect major developments taking place adjacent or near to areas of more limited change to bring benefits to these areas of an appropriate nature and scale. In particular, we will seek:

- a) improvements to walking routes and other links,
- b) contributions towards regeneration and training in deprived areas, and
- c) the provision of open space and other community facilities where there are local deficiencies.

- 4.2 The Council does not envisage that large scale development (in terms of the size of individual schemes) will take place in parts of the borough outside the growth areas (see policy CS2) and other highly accessible locations (see policy CS3), with the possible exception of estate regeneration programmes, which will be subject to consultation with the residents of each estate (see paragraphs 4.11, 4.12 and policy CS6). Development in the borough's areas of more limited change is generally expected to be smaller in scale, varying from household alterations to a small number of larger, more locally significant schemes.
- 4.3 Information on significant development sites within the areas of more limited change (generally those with an area above 1,000 square metres), and the Council's aspirations for them, are set out in the Camden Site Allocations document.
- 4.4 Camden's areas of more limited change can be broadly divided into the following:
- areas adjacent to growth areas, such as Somers Town;
  - Hampstead town centre; and
  - other areas.

#### **Areas adjacent to growth area, such as Somers Town**

- 4.5 Places adjacent to Camden's growth areas will be affected by the changes taking place in those areas, although they are not expected to experience major development themselves. The Council will seek to ensure that major redevelopment schemes bring appropriate benefits to their neighbouring communities and take full account of their surroundings and links to them.

- 4.6 For example, the Somers Town area lies between the borough's main growth areas of King's Cross and Euston. It has a high proportion of Council tenants and significant Bangladeshi and African communities. It also is relatively deprived, with low levels of economic activity, poor health, low life expectancy and community safety issues. The redevelopment of Euston Station provides an opportunity to encourage local employment, which will benefit Somers Town and other local communities, and build on the initiatives developed as part of the King's Cross redevelopment, such as the Construction and Skills Centre, to provide training, job brokerage and apprenticeships related to the scheme's construction. The Council's aspirations for the Euston area also include improvements to walking links and connections through the area and to Somers Town and other neighbouring areas. Other projects, such as investments in local schools as part of the Building School for the Future programme, will bring benefits to their local areas, for example in the provision of facilities for young people and the wider community. Please see policy CS2 for more detail on the Council's aspirations for Camden's growth areas and how they can contribute to neighbouring communities.

### **Hampstead town centre**

- 4.7 Our overall strategy for growth, set out in policy CS1, focuses the majority of development on growth areas and other highly accessible areas. All of Camden's centres are considered to be highly accessible with the exception of Hampstead town centre, where the level of public transport accessibility is not considered to be sufficient for it to be a suitable location for development that significantly increase the demand for travel. Therefore, Hampstead town centre is expected to experience less development than Camden's other centres and their immediate surroundings.
- 4.8 Although the Council does not envisage substantial development in Hampstead town centre, due to the dynamic nature of retailing and changes in the nature of the provision of services and facilities, changes will occur in the centre in the future and to the uses of individual premises within it, some of which will be beyond the controls of the Council. The Council's overall approach to our town centres is set out in policy CS7 – *Protecting our town centres and shops*.
- 4.9 Hampstead town centre lies within the Hampstead conservation area. Any development here must be sensitive to the area's heritage and unique character. Please see policy CS14 and Camden Development Policies (DP24 and DP25) for more detail on our approach to promoting high quality places and conserving our heritage.





### Other areas

- 4.10 Many parts of Camden, particularly in the northern part of the borough, are predominantly residential in character. Significant areas of these are designated as conservation areas, for example Belsize Park and Fitzjohns/Netherhall, where the Council will seek to preserve and enhance their valued character and heritage assets. It is expected that these parts of the borough will experience smaller scale development and more incremental change in future years. Please see policy CS14 and Camden Development Policies (DP24 and DP25) for more detail on our approach to promoting high quality places and conserving our heritage.
- 4.11 Other predominantly residential areas include large amounts of social rented housing, for example, Gospel Oak. Some of these areas are expected to benefit from estate regeneration during the plan period, while others are expected to experience relatively low levels of development (please see paragraph 6.23 for more on estate regeneration).
- 4.12 Gospel Oak is one of the Council's Place Shaping areas, where the Council is seeking to co-ordinate the use of resources to meet identified local needs (see Section 4 – Delivering and monitoring the Core Strategy). The Council is working closely with the local community to improve the provision of youth and community facilities and to tackle such issues as poor health, deprivation and low levels of employment. The Gospel Oak area contains a very high proportion of social rented housing concentrated around Lismore Circus. The Council is consulting with residents on the opportunities for regeneration in the area which could see some existing housing replaced by new homes, improving the tenure mix and the refurbishment of most of the remaining social rented homes in the area. An expression of interest in private finance initiative (PFI) funding is under consideration by the Housing and Communities Agency and, if approved and supported by the community, this would assist in generating very significant investment in housing and major infrastructure projects. Delivery of a regeneration programme in this area could include a local combined heating and power (CHP) system and the remodelling and renewal of the public realm over a 15 hectare area, in addition to substantial investment in housing.
- 4.13 A number of places in Camden are characterised by a mix of homes and other land uses, such as industrial premises, hospitals, shops and offices. These include Central London (which is covered by policies CS3 – *Other highly accessible areas* and CS9 – *Achieving a successful Central London*) and Kentish Town. The Council will seek to retain the diverse character of mixed areas, for example by safeguarding the borough's main Industry Area and protecting other industrial sites and premises (see policy CS8 – *Promoting a successful and inclusive Camden economy*).

#### Key evidence and references

- Camden Employment Land Review 2008
- Camden Retail Study 2008; Roger Tym and Partners

## CS5. Managing the impact of growth and development

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

### CS POLICY

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

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

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

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

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

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

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

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

### **Protecting amenity**

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

### **Promoting successful communities**

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

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

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







## Section 2

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

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



## CS6. Providing quality homes

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

## CS6 – Providing quality homes

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

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

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

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

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

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

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

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

## Making full use of Camden’s capacity for housing

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

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



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

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

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



## Securing high quality affordable housing

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





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

## Tackling social polarisation and creating mixed and inclusive communities

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

### Affordability across a range of incomes

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



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



## Homes of Different Sizes

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

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

## People with mobility difficulties

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



### **Older people**

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

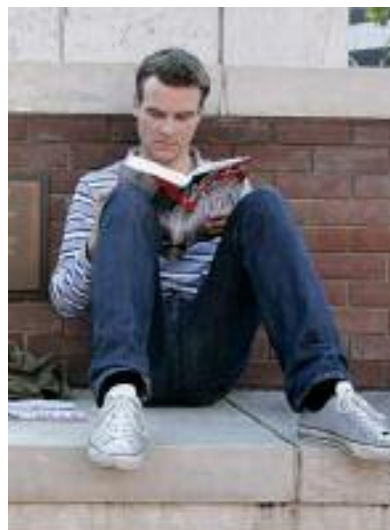
### **Homeless people and vulnerable people**

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

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

### **Young adults and students in higher education**

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



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

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

## Flexible implementation

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



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

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

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

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

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



## CS11. Promoting sustainable and efficient travel

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



## CS11 – Promoting sustainable and efficient travel

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

### Improving strategic transport infrastructure to support growth

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

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

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

### Promoting sustainable travel

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

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

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

### Making private transport more sustainable

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

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

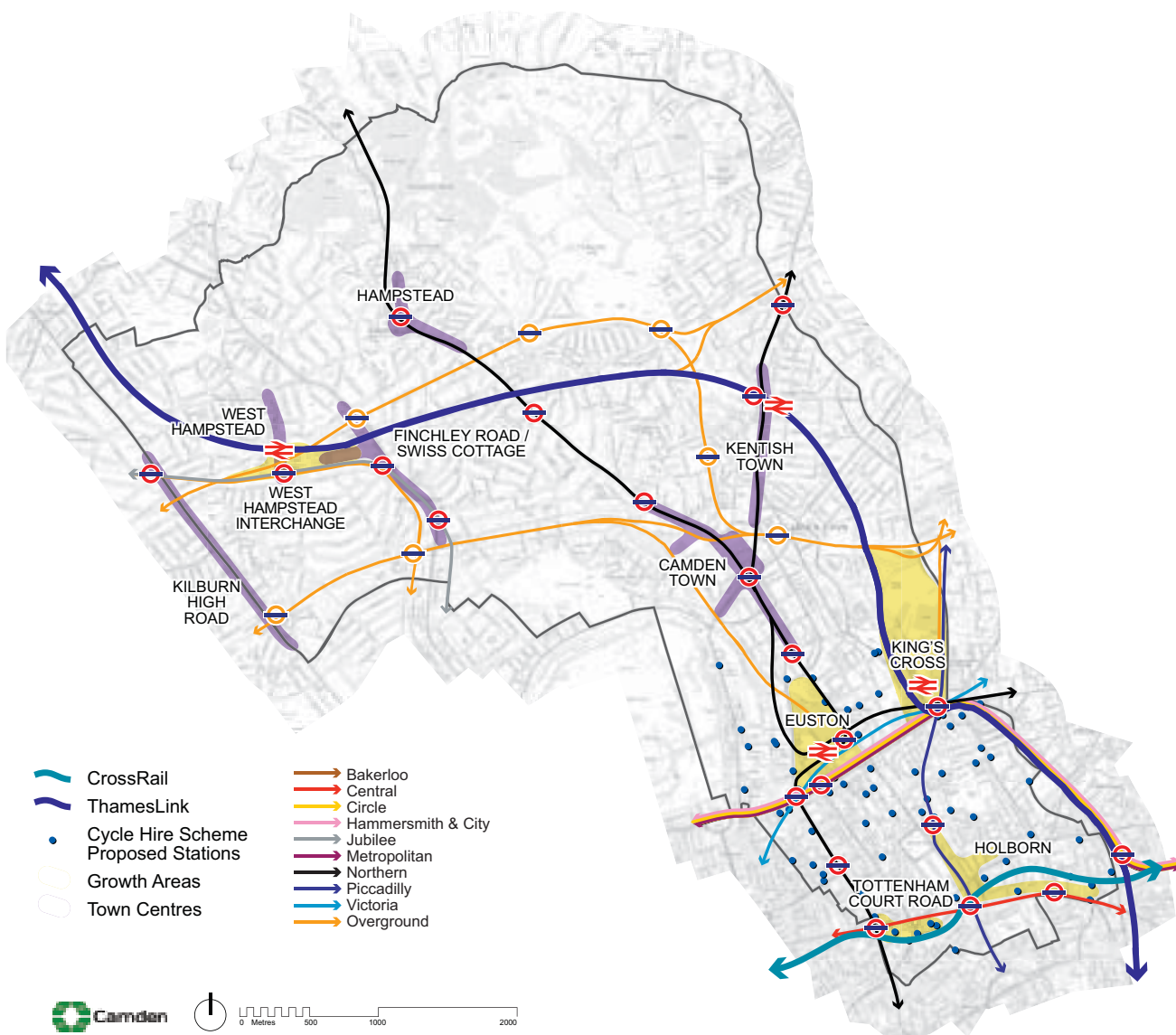
### Promoting the sustainable movement of freight

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

## Improving strategic transport infrastructure to support growth

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

**Map 3: Transport**



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

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

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

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

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

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

## Promoting sustainable travel options

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

### Walking

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

## Cycling

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

## Public transport

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

## Travel Awareness

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

## Making private transport more sustainable

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



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

## Promoting the sustainable movement of goods

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

### Key evidence and references

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



## CS13 – Tackling climate change through promoting higher environmental standards

### Reducing the effects of and adapting to climate change

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

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

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

### Local energy generation

The Council will promote local energy generation and networks by:

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

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

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

and other locations where land ownership would facilitate their implementation.

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

### Water and surface water flooding

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

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

### Camden's carbon reduction measures

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

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

## Reducing the effects of, and adapting to, climate change

### Sustainable patterns of development

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

### Efficient use of land and buildings

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

## Energy hierarchy

### Ensuring developments use less energy

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



### **Making use of energy from efficient sources**

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

### **Generating renewable energy on-site**

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

### **Adapting to climate change**

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

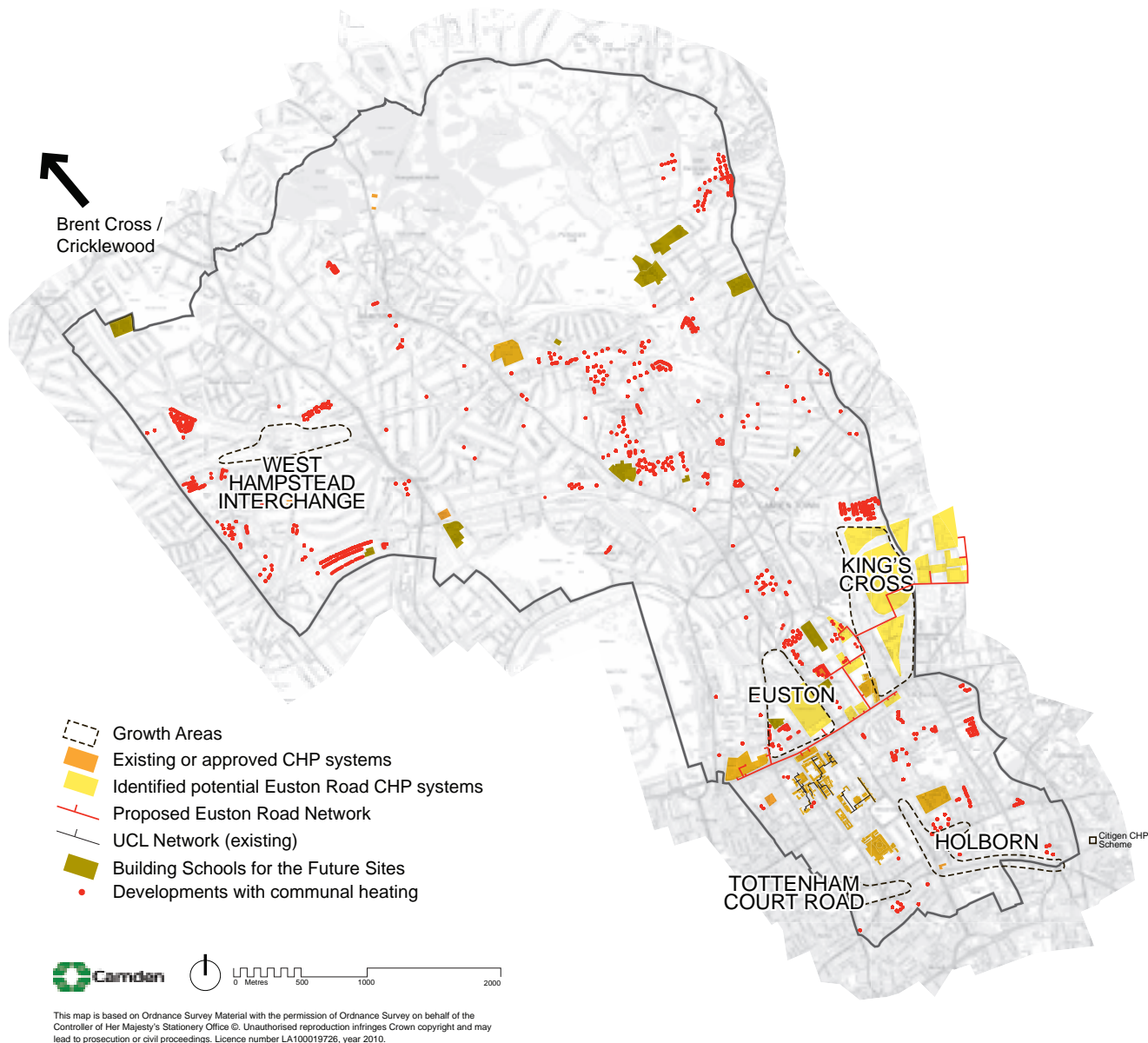
- 13.14 Climatic changes will affect which plant and animal species thrive or decline. The City of London, which is responsible for Hampstead Heath, has identified potential threats to open spaces and biodiversity in its Climate Adaptation Strategy. It will therefore be important for the Council, other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

## Local energy generation and networks

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

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

## Map 4: Combined Heat and Power Network



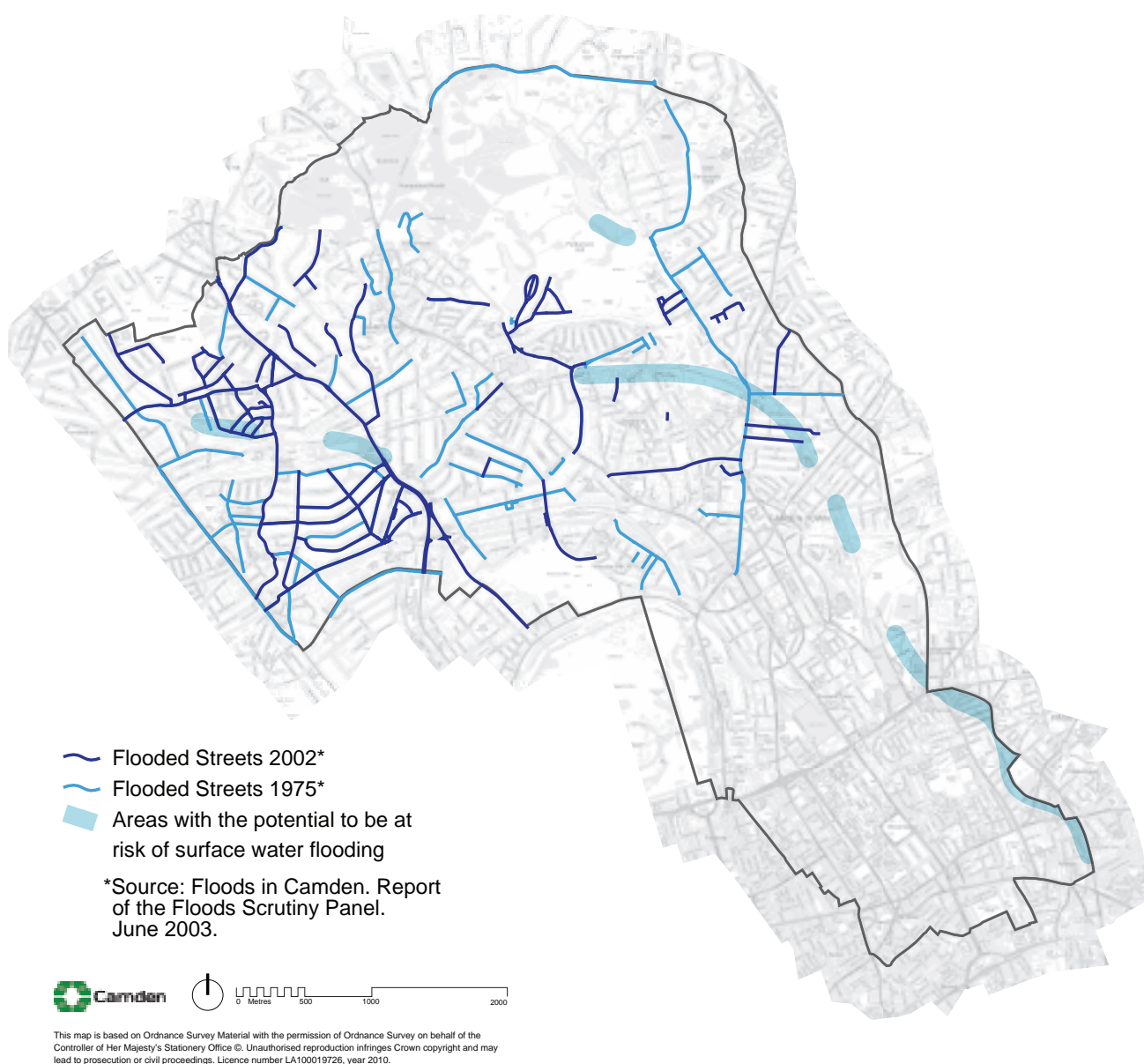
- 13.21 There is growing technical potential to generate heat from waste. The North London Waste Plan will identify future sites for waste facilities in the area (see policy CS18). Given the environmental benefits of using waste for heat, such as less waste going to landfill and turning waste into a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



## Water and surface water flooding

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

## Map 5: Surface Water Flood Risk Potential



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

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



## The Council's carbon reduction measures

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

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

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

### Key evidence and references

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



## CS14. Promoting high quality places and conserving our heritage

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

### CS POLICY

#### CS14 – Promoting high quality places and conserving our heritage

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

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

#### Excellence in design

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

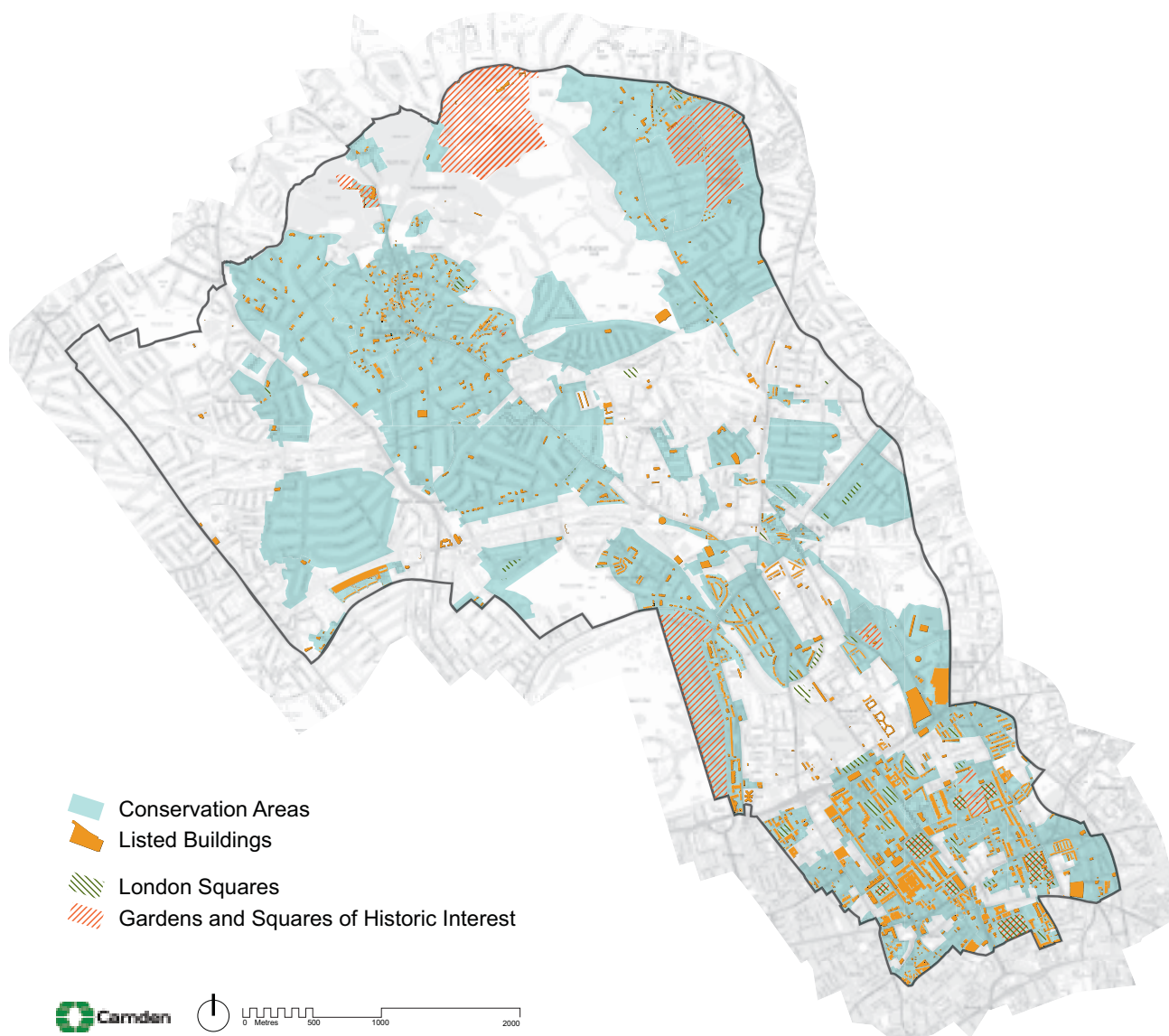


- 14.4 Development schemes should improve the quality of buildings, landscaping and the street environment and, through this, improve the experience of the borough for residents and visitors. The Council will therefore insist on high quality design throughout the borough. In accordance with government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

## Camden's heritage

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

### Map 6: Heritage



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

### **Landscaping and public realm**

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

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

### Access

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

### Views

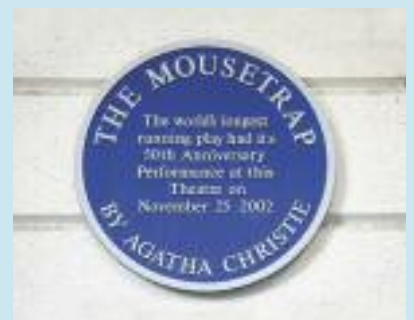
- 14.21 A number of London's most famous and valued views originate in, or extend into, Camden. These are:
- views of St Paul's Cathedral from Kenwood, Parliament Hill and Primrose Hill;
  - views of the Palace of Westminster from Primrose and Parliament Hills; and
  - background views of St Paul's from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

## Camden's character

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

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

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





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

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



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

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



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

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

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



### Key evidence and references

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



## CS17. Making Camden a safer place

- 17.1 Crime and fear of crime is a primary concern for many of Camden’s residents and businesses, and can undermine people’s quality of life and well-being. Tackling this critical issue is one of the key challenges facing the Council and its partners. *A safe Camden that is a vibrant part of our world city* is one of the key themes of the Camden Community Strategy. Our challenge is to make Camden a safer place for local residents and those who work in and visit the borough, while making sure that it maintains the vibrancy that contributes so much to its character and success.
- 17.2 The level and type of crime and anti-social behaviour varies across the borough and areas of higher crime have been identified at Camden Town, King’s Cross, Bloomsbury, Covent Garden and Kilburn. The borough’s central location and thriving night time economy can be linked to a range of problems including alcohol and drug related criminal and anti-social activity. Development in the borough provides the opportunity to implement measures to improve community safety, in particular where development takes place in areas with relatively high levels of crime and anti-social behaviour.

### CS POLICY

#### CS17 – Making Camden a safer place

The Council will aim to make Camden a safer place. We will:

- a) work with our partners to tackle crime, fear of crime and anti-social behaviour;
- b) encourage appropriate security and community safety measures in buildings, spaces and the transport system;
- c) require developments to demonstrate that they have incorporated design principles which contribute to community safety and security, particularly in areas with relatively high levels of crime, in particular Camden Town, King’s Cross, Bloomsbury, Covent Garden and Kilburn;
- d) ensure Camden’s businesses and organisations take responsibility for reducing the opportunities for crime through effective management and design;
- e) promote safer streets and public areas; and
- f) address the impact of food, drink and entertainment uses, particularly in Camden Town, Central London and other centres.

- 17.3 The Camden Community Safety Partnership has been established to reduce crime, disorder and nuisance in the borough. The Partnership is a network of organisations involved in community safety including the Council, various police organisations, the Camden Community & Police Consultative Group and the NHS Camden. The Partnership’s Strategy, *Camden Safe*, sets out its priorities and measures to make sure that everyone living in, working in or visiting Camden will be safer and feel safer, day and night. To help achieve these priorities, operational and working groups have also been set up to focus on priority areas and youth crime.
- 17.4 Consideration of how crime, disorder and fear of crime can be addressed is an important element in good design. This can create safe and attractive places to live and work, reduce the opportunity for crime and allow for better maintenance and management of buildings and spaces. The Council will require all development to include appropriate design, layout and access measures to help reduce opportunities for crime, the fear of crime and to create a more safe and secure environment. These



features should be incorporated into a scheme from the beginning of the design process; however, they should complement other key design considerations. All developments should also seek to design out risks from fire. The Council will expect development proposals to reflect the guidance in the government publication *Safer Places: The Planning System and Crime Prevention*. This will be particularly important in the borough's areas of highest crime and measures should reflect any crime and anti-social behaviour problems specific to the local area. Further information on designing safer environments is set out in the Council's Camden Planning Guidance supplementary document.

- 17.5 The design of streets, public areas, and the spaces between buildings needs to be accessible, safe and uncluttered. Careful consideration needs to be given to the design and location of any street furniture or equipment. The use of a site and the layout can have a major impact on community safety and the Council will seek 'active frontages' which attract people and allow streets to be overlooked. The Council wants to ensure that Camden's spaces and places can be used by all members of the community. People will make more use of high quality, safe streets and places and this increase in use will, in turn, increase perceptions of safety and reduce the opportunities for crime. Development which restricts movement into or through a scheme, such as 'gated' developments will not be permitted.
- 17.6 The provision of appropriate management and maintenance arrangements can play a key role in reducing the opportunity for crime and disorder and making the borough feel safer. The Council will seek the following measures:
- the use of Design and Access Statements, submitted with planning applications, to demonstrate how community safety issues have been addressed within development proposals;
  - contributions from large developments (that is, schemes of 10 homes or more, or sites of 1,000 sqm or more) to appropriate community safety measures;
  - the submission of a Crime Impact Assessment and lighting plan with planning applications, where relevant;
  - the use of local management agreements (secured through section 106 agreements or attached as a condition when the Council grants a license) to encourage owners/occupiers to take responsibility for potential impacts of their premises on their surroundings;
  - the maintenance of some interior lighting overnight, where appropriate, particularly within areas identified as having high levels of crime and other centres; and
  - the use of shopfront security measures that do not require external shutters or grilles of any kind. Further guidance on shop shutters is set out in the Council's Camden Planning Guidance supplementary document.



- 17.7 Camden’s food, drink and licensed entertainment premises contribute to the attractiveness and vibrancy of the borough but, particularly where there is a concentration of late night activity, there can be problems such as noise and disturbance, littering, anti-social behaviour, crime and violence. Alcohol related crime and late night disorder have been identified as significant issues in Camden Town and parts of Central London. The Council will seek to make sure that that food, drink and licensed entertainment uses do not, individually or cumulatively, cause harm to the local area. Please see CS7 – *Promoting Camden’s centres and shops and policy DP12* in Camden Development Policies for further details on our approach to managing planning applications for such uses. The Council has prepared more detailed planning guidance for Central London and the centres of Camden Town, Finchley Road/Swiss Cottage and West Hampstead, with particular focus on food, drink and evening entertainment uses. We will take these into account when assessing relevant planning applications in these areas. The Council will also use management and maintenance agreements with owners and operators to make sure that the areas outside of premises used in the evening economy are appropriately managed.
- 17.8 In addition to its planning functions, the Council also regulates premises that sell alcohol and provide entertainment and late-night refreshment thorough its actions as a licensing authority. The key objectives of Camden’s Statement of Licensing Policy include preventing crime and disorder, addressing issues of community safety and preventing public nuisance. We also seek to balance conflicting interests and recognise the wish of local people to live and work in a safe and healthy environment and the importance to the local economy and community of well-run leisure and entertainment premises.
- 17.9 Camden’s position in the centre of a major international city, its high profile, major transport interchanges and famous buildings and places make security an important issue in the borough. The Council will therefore expect the design of buildings, spaces and transport facilities to include appropriate and proportionate security and community safety measures.

**Key evidence and references**

- Camden Safe 2008 – 2011; Camden’s Community Safety Partnership Strategy;
- Camden Together – Camden’s Sustainable Community Strategy 2007 – 2012
- Camden Statement of Licensing Policy 2008
- Planning Guidance for Central London/Camden Town/Finchley Road/Swiss Cottage/West Hampstead; London Borough of Camden (various dates)
- Safer Places – the Planning System and Crime Prevention; ODPM; 2004
- The London Plan (consolidated with alterations since 2004); Mayor of London; 2008

## CS18. Dealing with our waste and encouraging recycling

- 18.1 The amount of waste we produce is increasing and the traditional ways of dealing with it (for example, exporting it to landfill sites outside London) are becoming increasingly unacceptable, financially and environmentally. Therefore, we need to find better ways of dealing with our waste, taking more responsibility for dealing with it within London. This will include reducing the amount of waste we produce, increasing the re-use and recycling of materials and finding sites for new waste facilities.
- 18.2 We also face specific challenges in dealing with waste in Camden. For example, the borough's ability to be self-sufficient in waste is limited by its built-up character and the lack of sites on which to build waste management facilities. Also, the nature of Camden's housing stock, with a large proportion of flats and a significant number of homes without gardens, means that some homes have limited space for storing recycling containers and reduced opportunities for composting.
- 18.3 The Council recognises that Camden cannot adequately deal with its waste in isolation. Therefore, it is a member of the North London Waste Authority, which is responsible for the disposal of waste collected in the boroughs of Barnet, Camden, Enfield, Haringey, Hackney, Islington and Waltham Forest.

### CS POLICY

#### CS18 – Dealing with our waste and encouraging recycling

The Council will seek to make Camden a low waste borough. We will:

- |  |  |
|--|--|
| <p>a) aim to reduce the amount of waste produced in the borough and increase recycling and the re-use of materials to meet our targets of 40% of household waste recycled by 2010, 45% by 2015 and 50% by 2020;</p> <p>b) make sure that developments include facilities for the storage and collection of</p> | <p>waste and recycling;</p> <p>c) deal with North London's waste by working with our partner boroughs in the North London Waste Authority to produce a North London Waste Plan, which will ensure that facilities are provided to meet the amount of waste allocated to the area in the London Plan;</p> <p>d) safeguard Camden's existing waste site at Regis Road.</p> |
|--|--|

- 18.4 The Council is committed to reducing the amount of waste produced in the borough, encouraging recycling and managing collected waste in a sustainable way. It fully supports the objectives of sustainable waste management to move the management of waste up the 'waste hierarchy' of reduction, reuse, recycling and composting, to use waste as a source of energy where possible, and to only dispose of it as a last resort.
- 18.5 We believe that communities should take more responsibility for their own waste and will work to meet national and London-wide targets for waste and recycling. The London Plan sets targets for London to become more self sufficient in handling its waste, with facilities sought to manage 75% of London's waste by 2010, rising to 80% by 2015 and 85% by 2020. The London Plan expects Camden to manage 201,000 tonnes of waste in 2010 and 313,000 tonnes in 2020. However, we are pooling our waste with our partner boroughs in North London and working on joint solutions to the area's waste. The North London boroughs are together expected to deal with a total of 1,504,000 tonnes of waste in 2010, rising to 2,342,000 tonnes in 2020.
- 18.6 The North London Waste Authority and the seven boroughs have prepared a Joint Waste Strategy, which plans for managing the waste collected by the boroughs until 2020. This will be used to facilitate the provision of new waste management services, to increase recycling and recovery and divert more waste away from disposal to landfill.

- 18.7 In their role as planning authorities, the boroughs are preparing a joint planning document – the North London Waste Plan – which will sit alongside the North London Joint Waste Strategy to secure the sustainable management of our waste. It will identify appropriate locations, including existing sites, for a range of waste facilities to meet the needs of North London and will aim to ensure that benefits are maximised and the negative aspects minimised. In line with London Plan policy 4A.27, the North London Waste Plan will identify sites to deal with the management of waste collected by local authorities (municipal waste); commercial and industrial waste; construction, demolition and excavation waste; hazardous waste and agricultural waste. It will also contain some detailed policies to ensure that proposals for waste facilities will be dealt with consistently across the North London area.
- 18.8 Camden currently only has one waste site – the recycling and re-use centre at Regis Road – and will continue to safeguard it for waste use. The change of use of this site will only be permitted if a suitable compensatory waste facility is provided that replaces the facilities and services available at Regis Road (see London Plan policy 4A.24).
- 18.9 Camden will seek to increase recycling in the borough to meet the national target of 40% of household waste recycled by 2010, 45% by 2015 and 50% by 2020. Recycling in the borough has been increasing and over 27% of household waste was recycled in 2007/8, up from 16% in 2002/3. We have a number of schemes to encourage more recycling, including mini recycling centres, the reuse and recycling centre at Regis Road, and a weekly door-to-door recycling collection service. *Let's Talk Rubbish*, Camden's Waste Strategy, aims to reduce the amount of waste we produce in coming years and increase the amount we recycle. It contains our overall objectives for managing Camden's waste and sets out what we are doing to encourage recycling and waste reduction and provide recycling facilities and waste collection services.
- 18.10 To make sure that residents and businesses can properly store and sort their waste and to make household recycling as easy as possible, the Council will require developments to provide adequate facilities for recycling and the storage and disposal of waste. Facilities for home composting will be encouraged in appropriate development schemes. We will also seek to secure the re-use of construction waste on development sites to reduce resource use and the need to transport materials. The Council's Camden Planning Guidance supplementary planning document contains further information on the Council's expectations for on-site facilities for waste and recycling and on construction waste.
- 18.11 In 2008, the government made the preparation of Site Waste Management Plans mandatory for all developments worth £300,000 and more. These describe and quantify each waste type expected to be produced in the course of a project and identify the waste management action proposed for each, including re-using, recycling, recovery and disposal. To ensure an integrated approach to waste management and the highest possible re-use and recycling rates, the Council may require, through a planning condition, or as part of a Construction Management Plan, the submission of a site waste management plan prior to construction. Further details on Construction Management Plans can be found in the Camden Planning Guidance supplementary document.

### Key evidence and references

- Let's Talk Rubbish – Camden's Waste Strategy 2007 – 2010 (revision 1, 2008)
- Camden Annual Monitoring Report 2007/8
- Camden Sustainability Task Force Report on Waste & Recycling; 2007
- North London Joint Waste Strategy 2004 – 2020; North London Waste Authority.
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Waste Strategy for England; Defra; 2007
- Rethinking Rubbish in London – The Mayor's Municipal Waste Strategy; 2003
- Planning Policy Statement (PPS) 10 – Planning for Sustainable Waste Management; 2005





## Section 4

# Delivery and monitoring

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

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

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



## CS19 – Delivering and monitoring the Core Strategy

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

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

### Working with our partners

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

### Place shaping

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

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

### Infrastructure

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





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

### **Planning obligations**

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

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### **NOTE**

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

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

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

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

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

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

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



### **Cross-boundary working**

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

### **Central Activities Zone**

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

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

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

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

### **North London – Luton – Bedford co-ordination corridor**

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

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

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

### **Co-ordinating with neighbouring boroughs**

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

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

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

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

#### **Transport projects**

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

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

#### **Farringdon/Smithfield**

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







### Flexible implementation of the Core Strategy

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

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

### Monitoring

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

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

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

#### Key evidence and references

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



# Camden Development Policies 2010-2025

Local Development Framework



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## Section 2

# Meeting Camden's needs

## – Providing homes, jobs and facilities

- 2.1 The section on Meeting Camden's needs in Camden's Core Strategy provides our overall 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. This section of Camden Development Policies sets out our detailed planning policies to help to implement this part of the Core Strategy. It is divided into three parts:
- **Meeting our need for homes** – this provides policies that seek to maximise overall housing supply, provide affordable housing and prevent the loss of housing. It also covers providing homes of different sizes; lifetime and wheelchair homes; sheltered housing and care homes for older people; accommodation for homeless people and vulnerable people; hostels and other housing with shared facilities.
  - **Providing jobs and facilities** – this contains our policies on small and independent shops, markets, managing the impact of town centre uses, employment sites and premises, tourism and visitor accommodation, and community and leisure uses.
  - **Promoting sustainable and efficient transport** – this sets out our detailed policies on transport, in particular on the transport implications of development; walking, cycling and public transport; parking; the movement of goods; and development that connects to the highway network.



# Meeting our need for homes

- 2.2 The Core Strategy seeks to manage growth so that it works positively for Camden. Core Strategy policy CS6 – *Providing quality homes* aims to:
- make full use of Camden’s capacity for housing, to meet or exceed targets for the supply of homes in the borough;
  - secure high quality affordable housing, by seeking an appropriate proportion of, and different types of, affordable homes; regenerating Camden’s housing estates; and bringing existing Council homes up to Decent Homes standard;
  - minimise social polarisation and secure mixed and inclusive communities, by securing a broad range of housing of different sizes and types to meet the needs of different groups and households in different circumstances.
- 2.3 This sub-section of Camden Development Policies sets out in more detail how we will make planning decisions to deliver the aims of policy CS6. However, housing schemes will also need to satisfy other relevant policies, particularly those concerned with the environment, quality of life, sustainability, climate change and transport. These policy concerns correspond well with the Building for Life criteria that form the national standard for well-designed homes and neighbourhoods.
- 2.4 Amenity, in terms of a house’s relationship with neighbouring properties and its internal space standards, is key aspect of housing quality. The Council will protect the amenity of Camden’s residents by making sure that the impact of developments on their occupiers and neighbours is fully considered, in accordance with development policy DP26 and Core Strategy policy CS5. Further information regarding factors that affect residential amenity is included in our Camden Planning Guidance supplementary planning document. In particular, Camden Planning Guidance contains our internal space standards for residential development. To provide high quality housing, proposals will need to address all aspects of residential amenity in accordance with relevant policies and Camden Planning Guidance.
- 2.5 The policies in this sub-section relate to the same forms of housing as Core Strategy policy CS6, namely:
- 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);
  - residential accommodation that is ancillary to another use, such as living areas for managers, caretakers and other staff.

## DP2. Making full use of Camden’s capacity for housing

- 2.6 Core Strategy policy CS6 indicates that the Council seeks to maximise the supply of homes and minimise their loss, with housing regarded as the priority land-use of the Camden Local Development Framework. Key aspects of policy CS6 that inform our approach to maximising housing supply and minimising loss of homes in the case of an individual site include:
- the overall Camden target for supply of additional homes from 2010/11 to 2024/25;
  - the separate elements of the target for self-contained homes, homes that are not self-contained (such as hostels and grouped bedsit rooms) and vacant homes returning to use;
  - the overall expected delivery of additional homes based on Camden’s 15-year housing trajectory, which is significantly above the housing target for 2010/11 to 2024/25, but falls significantly short of the projected household growth rate up to 2026; and
  - the Council’s aim to give priority to households unable to access market housing and to vulnerable people in planning decisions relating to new homes.
- 2.7 Policy DP2 protects housing against development for a non-residential use. It relates to all forms of housing for long-term residents (see paragraph 2.5). The first part of the policy is concerned with making the best use of sites for additional homes, particularly homes for people who are unable to access general needs market housing. This part relates primarily to self-contained houses and flats (Use Class C3). The second part is concerned with the loss of housing floorspace in all forms; proposals to change permanent housing into short-stay accommodation; and with the loss of self-contained homes through proposals to combine them into larger dwellings. More detailed guidance is given in policies DP7, DP8 and DP9 with respect to the loss of sheltered housing and care homes for older people; loss of housing for vulnerable people and homeless people; and loss of student housing, bedsits, and other housing with shared facilities. Through policy DP4, the Council seeks to protect existing affordable housing, whether or not it is self contained.





**DP POLICY**

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

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

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

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

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

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

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





## Maximising the supply of additional homes

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



- 2.11 Where possible, we have identified underused sites that are suitable for additional housing in our Site Allocations Local Development Framework document, and will resist an alternative use of allocated sites. However, a high proportion of the housing developments that come forward in Camden are not identified in advance because they are small sites, or were in use when sites were assessed for allocation. Given the high proportion of potential housing sites in the borough that cannot be identified in the Sites Allocations document, the Council may also resist non-housing development on other sites that:
- have a valid consent for housing; or
  - are suitable for housing in terms accessibility and amenity, and are free of physical and environmental constraints that would prevent residential use.
- 2.12 In seeking to maximise the proportion of a site used for housing and deciding whether to resist a non-housing development, the Council will take into account:
- the need and potential to re-provide on site existing uses protected by other policies, such as industry, warehousing, community uses and shops;
  - other uses that are needed in the area, particularly in Central London, and the extent to which alternative sites or provision is available;
  - policy DP1, and whether a mixed-use development would be appropriate;
  - whether the supply of additional housing falls short of the overall target of 595 additional homes per year and the target of 437 additional self-contained homes per year; and
  - the financial viability of the proposal and the financial viability of housing development.
- 2.13 The Council will generally treat live/work units in the same way as housing for the operation of development policies. Such premises contribute to the range of homes and the range of business premises in the borough, and the Council will not resist the development of live – work premises on sites that are considered suitable for housing, subject to the inclusion of an appropriate mix of dwelling-sizes and types (in accordance with other policies including DP3, DP5 and DP6). Further information on our approach to live-work premises is provided by policy DP13 and accompanying paragraphs.

**Sites particularly suitable for affordable housing and housing for vulnerable people**

- 2.14 The capital return and rental income of developments that provides affordable housing, housing for older people or housing for vulnerable people is limited. Therefore there is a danger that other more profitable forms of housing, such as student housing, will take-up potential sites and limit the supply of affordable housing and homes for vulnerable people.
- 2.15 As far as possible, the suitability of housing sites for affordable housing is identified in our Camden Site Allocations Local Development Framework document. However, a high proportion of the affordable housing provided in the borough is on sites that that have not been identified in advance. Where a site has been allocated for affordable housing or a proportion of affordable housing, or has a valid consent for a development including affordable housing, the Council will resist development that fails to include appropriate affordable housing provision. The appropriateness of an affordable

housing contribution will be considered in terms of the criteria set out in policy DP3, including the financial viability of the development. The Council will also resist the loss of any existing affordable housing, as set out in policy DP4.

- 2.16 Most additional housing for older people and vulnerable people is likely to be delivered by independent providers such as registered social landlords or charities. Where a site has been allocated to provide housing for older people or vulnerable people, the Council will resist housing development that fails to include these uses. The Council will also resist the loss of any existing housing for older people or for vulnerable people, as set out in policies DP7 and DP8.

## **Loss of residential floorspace**

- 2.17 As set out in Core Strategy section CS6 and paragraph 2.6 above, the expected delivery of additional homes from 2010/11 to 2024/25 falls significantly short of the projected growth in the number of households up to 2026. Any loss of residential floorspace that could potentially house an individual or household would worsen this shortfall, and will be therefore be resisted by the Council. As noted in paragraph 2.5, housing takes a wide variety of forms capable of providing permanent residential accommodation. Policy DP2 relates to all of these forms, (although more detailed guidance is given in policies DP4, DP7, DP8 and DP9 on loss of affordable housing, sheltered housing and care homes for older people, accommodation for homeless people and vulnerable people, student housing, bedsits and other housing with shared facilities).
- 2.18 In some cases, residential accommodation is ancillary to another use, such as a caretaker's flat at a school, a staff flat above a shop or pub, or a nurses' home at a hospital. Alterations between the proportion of floorspace in the main use and the ancillary use will generally be outside planning control. However, where the development involves changing the main use or separating the housing floorspace from the main use, it will generally be subject to planning control, and we will seek to protect the residential floorspace.
- 2.19 In some circumstances, it may be appropriate for residential floorspace to be re-provided on an alternative site. We will have regard to policy DP1 (mixed-use development) when considering whether housing should be retained on-site or re-provided off-site. For the purposes of policy DP2, the Council will regard losses of residential floorspace as material if they reduce the number of people who can occupy a home or property. For the purposes of applying policy DP2 to hospitals and care homes (within Use Class C2), protection will apply only to the floorspace previously in permanent residential use, including staff housing, dormitories, permanent accommodation for people needing residential care, and any communal or circulation space associated with these. Additional guidance on protection of key-worker affordable housing for healthcare staff is included in Policy DP4.

## **Conversion to short-stay accommodation**

- 2.20 There is a demand for short term and temporary accommodation in the borough, primarily to provide for visitors. This accommodation falls outside the Council's land-use priority for housing, and new demand should be met from appropriate sites in non-residential use, rather than sites used for permanent housing. In London, a switch from permanent housing to properties let for less than 90 days is considered to be a material change of use (under the amended Greater London Council (General Powers) Act 1973). The Council will resist development that changes permanent housing into such accommodation. Proposals to provide short-term accommodation for vulnerable people (such as people at risk from domestic violence) will be assessed in accordance with policy DP8.
- 2.21 Proposals for new short-term and temporary accommodation will be considered taking into account policies that seek to protect existing uses. Where a proposal involves accommodation for short-term visitors to Camden, the Council will take into account policy DP14 relating to tourism development and visitor accommodation.

## **Net loss of two or more homes**

- 2.22 The expected shortfall in the delivery of homes up to 2024/25 is potentially worsened by the loss of dwellings in small schemes for housing conversion and redevelopment. In each of the 5 years

up to 2007/08, planning permission was granted for the loss of more than 80 dwellings in small conversion and redevelopment schemes, which, when implemented, will add to Camden's (net) annual target of 595 additional homes per year. As a result, there is considered to be little scope for the loss of existing homes in the borough, even where this does not involve loss of floorspace. Where development involves the demolition or other loss of homes, the Council will generally expect it to provide a similar or greater number of replacement dwellings, to an equivalent or better standard than the homes removed.

- 2.23 The majority of permissions granted for the loss of homes involved schemes to combine 2 or more homes into a single large dwelling. Within the affordable housing stock, these changes are justified by the severe problems of overcrowding and the high proportion of existing one-bed dwellings. However, there is no comparable mismatch across the borough's market sector, and typical layouts suggest that merger of existing market homes is largely geared to a demand for high value housing rather than the creation of additional bedrooms for large families. Therefore, schemes that would create a loss of more than one residential property will generally be resisted. The Council does not seek to resist schemes combining dwellings that involve the loss of a single home.
- 2.24 The nature of the stock of market housing varies across the borough, and some areas have a much higher proportion of large dwellings than others. A mix of large and small units in an area can help to create more balanced communities (as different size dwellings meet the housing needs of different parts of the community) and increase housing choice. To achieve a more varied mix of housing, the Council will favourably consider proposals that create large homes out of smaller homes in parts of the borough where there is a relatively low proportion of large dwellings (that is, the wards of Bloomsbury, Holborn and Covent Garden, King's Cross, Kilburn, Regent's Park and St Pancras and Somers Town).
- 2.25 Some housing in the borough does not conform to current residential space standards. These are usually homes that were built before the standards were introduced or without the benefit of planning consent. Where existing homes fall substantially below the residential space standards set out in our Camden Planning Guidance supplementary document, the Council may consider proposals involving the loss dwellings in order to meet the standards. We will consider proposals favourably if existing homes are 20% or more below the space standards and the loss of dwellings is no greater than is necessary to meet the standard.
- 2.26 There is a particular shortage of affordable homes for large families in the borough (see Core Strategy section CS6 and policy DP5 below). Opportunities to reduce this shortage and reduce overcrowding could arise by reconfiguring or redeveloping existing housing, especially the stock of Council housing, which contains a disproportionate number of one-bedroom dwellings. The Council will favourably consider proposals that create large affordable housing for families by combining or redeveloping smaller affordable dwellings provided that there is no overall loss of residential floorspace.

### **Small-scale healthcare practices**

- 2.27 Small-scale healthcare practices (such clinics for osteopathy and physiotherapy) may appropriately be provided in residential areas to ensure they are easily accessible to the people that need them, sometimes in association with the homes of the practitioners. The Council may support the loss of residential floorspace to provide these and similar small-scale healthcare facilities provided that the loss will not exceed one dwelling; no alternative non-residential premises are available nearby; and the proposal will meet needs in a local catchment. If there is no longer a need for these healthcare practices, the Council will expect the floorspace to return to residential use.

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

- Camden Housing Needs Study Update 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Statement (PPS) 3 – Housing

## DP9. Student housing, bedsits and other housing with shared facilities

9.1 The Council seeks a diverse range of housing, as set out in Core Strategy policy CS6, and will seek housing types suitable for different groups. Young people and students make up a significant proportion of households in Camden. Many of these live in housing with shared facilities. Policy DP9 provides our detailed approach to housing with shared facilities and student housing.

9.2 Policy DP9 relates to:

- any form of accommodation that has been designated as student housing;
- dwellings that take the form of bedsit rooms sharing communal facilities (such as a communal lounge or kitchen, or a shared bathroom); and
- a limited category of other housing that is not self-contained, including hostels for occupational groups and migrant workers.

Policy DP9 does not relate to any form of accommodation that is:

- designated as housing for older people (see policy DP7), housing for homeless people (see policy DP8) or housing for vulnerable people (see policy DP8),
- affordable or subsidised accommodation for key-workers and other staff, such as nurses (see policy DP4 and paragraphs 4.6 to 4.7); or
- accommodation for short-term visitors, such as backpackers or other tourists (see policy DP14).

9.3 Bedsits and other homes with shared facilities are often known as houses in multiple occupation or HMOs. HMOs are flats or houses permanently occupied by more than one household, where each household does not have exclusive access to all cooking, washing and toilet facilities behind a locked front door. Most HMOs are outside any use class. Policy DP9 applies to such HMOs unless they are expressly excluded by preceding paragraph 9.2. Some HMOs fall within Use Class C4 – these are HMOs occupied by 3 - 6 people, mostly in the private rented sector. Policy DP9 applies to development that creates additional shared homes in Use Class C4 (where the development is subject to planning control). However, permitted development rights enable a flat or house in Use Class C4 to be occupied lawfully as a self-contained dwelling in Use Class C3 without submission of a planning application. Consequently:

- where additional shared homes in Use Class C4 are proposed and this is subject to planning control, in addition to applying policy DP9, we will consider the development in terms of policies relating primarily to self-contained housing (particularly policies DP3, DP5 and DP6);
- in order to secure a long-term supply of housing suitable for young adults with a limited income, where additional shared homes in Use Class C4 are proposed, are subject to planning control, and are supported in terms of the considerations set out in policy DP9, we will consider using planning conditions to remove the permitted development rights that allow a change to self-contained housing in Use Class C3; and
- we will not apply policy DP9 to a change of use from Use Class C4 to Use Class C3 unless we have removed the relevant permitted development rights.

9.4 Policy DP9 is not concerned with shared homes in Use Class C3 (this includes most dwellings where no more than 6 people live as a single household) because they can be occupied as self-contained housing, and we consider them in terms of the development policies relating primarily to self-contained housing (particularly policies DP3, DP5 and DP6).

9.5 Private rented housing, including bedsit rooms, makes up a large part of the housing available to students and other young adults. The growth we anticipate in student numbers could place severe strain on the stock of private rented housing, and so the Council supports the development of student housing in some circumstances. However, as indicated in Core Strategy policy CS6, we will seek to ensure that the development of student housing and other housing with shared facilities does not prevent development to meet Camden's other housing needs.

**DP POLICY**

## DP9 – Student housing, bedsits and other housing with shared facilities

The Council will support development of housing with shared facilities (other than housing designated for older people, homeless people or vulnerable people) and student housing provided that the development:

- a) will not involve the loss of permanent self-contained homes;
- b) will not prejudice the supply of land for self-contained homes, or the Council's ability to meet the annual target of 437 additional self-contained homes per year;
- c) does not involve the loss of sites or parts-of-sites considered particularly suitable for affordable housing or housing for older people or for vulnerable people, particularly sites identified for such provision in our Camden Site Allocations Local Development Framework document;
- d) complies with any relevant standards for houses in multiple occupation (HMOs);
- e) will be accessible to public transport, workplaces, shops, services, and community facilities;
- f) contributes to creating a mixed and inclusive community; and
- g) does not create an over-concentration of such a use in the local area or cause harm to residential amenity or the surrounding area.

Student housing development should:

- h) serve higher education institutions based in Camden or adjoining boroughs;
- i) be located where it is accessible to the institutions it will serve; and
- j) include a range of flat layouts including flats with shared facilities.

The Council will resist development that involves the net loss of student housing unless either:

- k) adequate replacement accommodation is provided in a location accessible to the higher education institutions that it serves; or
- l) the accommodation is no longer required, and it can be demonstrated that there is no local demand for student accommodation to serve another higher education institution based in Camden or adjoining boroughs.

The Council will resist development that involves the net loss or self-containment of bedsit rooms or of other housing with shared facilities unless either:

- m) it can be demonstrated that the accommodation is incapable of meeting the relevant standards for houses in multiple occupation, or otherwise genuinely incapable of use as housing with shared facilities; or
- n) adequate replacement housing with shared facilities will be provided that satisfies criteria d), e), f) and g) above; or
- o) the development provides student housing that satisfies criteria d) to j) above; or
- p) the development provides self-contained social rented homes.

Where the Council is satisfied that a development involving the loss of student housing, bedsit rooms or other housing with shared facilities is justified, we will expect the development to provide an equivalent amount of residential floorspace for permanent housing in Use Class C3, including an appropriate amount of affordable housing, having regard to policy DP3.

- 9.6 Policy DP9 sets out basic criteria for assessing proposed housing with shared facilities and student housing, including the appropriateness of the location. Many criteria are aimed at protecting the existing and future supply of self-contained homes, affordable housing and housing for vulnerable people. In accordance with Core Strategy policy CS6, we will resist any proposals for housing with shared facilities and student housing that would prevent us meeting the annual target of 437 additional self-contained homes. However, the Council acknowledges that in some cases, a site may be more appropriate for student housing or other housing with shared facilities than it is for self-contained homes, having regard to the character of the site and constraints affecting it.
- 9.7 As indicated in paragraphs 3.2 and 3.3, policy DP3 on affordable housing does not apply to student housing or the other forms of housing considered by policy DP9. However, Policy DP2 and accompanying paragraphs 2.14 to 2.16 indicate that we will resist alternative development of sites or parts of sites considered particularly suitable for affordable housing or housing for older people or vulnerable people. Any proposal for housing with shared facilities or for student housing on such a site would need to make appropriate provision for affordable housing or housing for vulnerable people.
- 9.8 In accordance with the Housing Act 2004, the Council has agreed minimum standards for houses in multiple occupation, which apply to specific types of housing including some housing with shared facilities and student housing that is not provided by an educational institution. These standards set minimum sizes for bedroom, bathroom and kitchen areas, and the minimum facilities that should be provided for occupiers. We will resist proposals for housing with shared facilities and student housing that fail to comply with the relevant minimum standards.
- 9.9 The creation of mixed and inclusive communities can be a particular consideration where housing with shared facilities and student housing is proposed. These types of housing are often associated with a concentration of relatively short-term residents, and can be unwelcome in an established community. Specific concerns can include noise disturbance, over-crowding on public transport, or the loss of shops and services that meet the needs of longer term residents. These concerns can be particularly acute where higher education facilities are clustered such as in Camden's Central London Area. The Council is committed to supporting residential communities in Central London, and to balancing the requirements of the higher education sector with those of the local community (Core Strategy policies CS5, CS9 and CS10). The Council will assess proposals for housing with shared facilities and student housing having regard to any existing concentrations in the area, and the wider housing mix in the community. We will also consider the impact of new occupiers on local services. Where proposals for housing with shared facilities or student housing are likely to disturb the balance of the community because of their scale or because of an existing concentration, the Council may seek mitigating measures such as the provision of self-contained general needs housing on part of the site, including affordable housing. Where appropriate mitigation cannot be secured, the Council will resist proposals that would harm the balance of the community or prevent the local community's requirements from being met.
- 9.10 All housing should be located so it that its occupiers have access to public transport, workplaces and services. Student housing serving an individual institution can have a significant impact on a single public transport route, so we will also expect student housing to be located within walking or cycling distance of the institutions it serves, or to be accessible to them by public transport services that have existing or committed capacity to accommodate the demand generated by the development.
- 9.11 Student housing has the potential to mitigate pressure on the stock of private rented homes in Camden provided that it is genuinely aimed at higher education students in the area. The Council will use design mechanisms, conditions or legal agreements as appropriate to prevent lease or sale of the accommodation as general market housing, and to limit their term-time occupation to students registered at higher education institutions that are based in Camden or the adjoining boroughs and supported by the Higher Education Funding Council for England. We will seek a range of accommodation within each student housing development, subject to the site size, the extent of the floorspace, and constraints on the layout of the housing. To ensure that student housing is attractive to groups who would otherwise share private rented homes, where practical we will expect developments to include clustered study-bedrooms with some shared facilities, as well as self-contained flats.





- 9.12 Given the anticipated growth of full-time students attending higher education institutions in the borough and the potential strain on the private housing stock, we will seek to protect existing student housing provision unless it has been replaced or there is no longer a demand for it. Where the loss of student housing is justified, alternative development should provide an equivalent amount of permanent and self-contained housing in accordance with policy DP2, and include an appropriate contribution to affordable housing in accordance with policy DP3.
- 9.13 Private rented homes, and particularly bedsit rooms that share communal facilities, are considered to be the main sources of housing for young adults with a limited income. A comparison of 1991 and 2001 Census data suggests that there has been a large reduction in the amount of shared accommodation in Camden in recent years. On the basis of the Camden Private Housing Conditions Survey 2004, we estimate that there are 950 shared dwellings divided into bedsit rooms, occupied by just over 3,000 households. Of all dwellings with shared facilities, the 2004 survey found that 77.7% were privately rented. We therefore seek to retain the remaining provision of bedsit rooms as far as possible.
- 9.14 The Council has space standards for self-contained residential accommodation, set out in our Camden Planning Guidance supplementary document. As noted in paragraph 9.8, the Council has also agreed minimum standards for houses in multiple occupation, which apply to specific types of housing including some housing with shared facilities such as bedsit rooms and hostels. Space standards for self-contained residential accommodation are very much higher than space standards for bedsits provided as part of a house in multiple occupation. Existing bedsits are not usually large enough to provide for self-containment without a significant change to the layout of the dwelling, a reduction in the number of bedsits, and an increase in the cost of the accommodation to its occupiers. The Council will therefore resist proposals for self-containment of bedsits in most cases.
- 9.15 Current standards for bedsits and other housing with shared facilities are more demanding than those operating prior to the introduction of the Housing Act 2004. Consequently, some of this accommodation is unlikely to meet current standards, and may require extensive and costly works refurbishment or conversion to meet them. Where it can be demonstrated that accommodation with shared facilities is incapable of meeting the minimum standards, the Council will not resist its development for an alternative form of housing.

- 9.16 Where a property is unused and has a history of vacancy, the Council will consider other factors that may render the property genuinely incapable of use as housing with shared facilities. If a property has been vacant for several years the Council will actively seek its return to use, and may seek to secure its use for the groups and priorities identified in the Core Strategy, such as homeless people and vulnerable people. Where self-containment is accepted, the Council may also seek to secure the availability of some or all of the property at rents substantially below the cost of market housing. In considering the appropriate form of restoration, the Council will consider the prospect of investment coming forward to make the property suitable for occupation as housing with shared facilities, the potential rental return from the property, and the cost of restoring the property to use, having regard to any fixtures and fittings removed from the property by the owner.
- 9.17 Proposals to replace existing bedsit accommodation, or other housing with shared facilities, usually involve relocating it into an existing self-contained dwelling, and converting the shared accommodation into one or more larger self-contained homes. Such swaps can help a developer or owner to meet a demand for self-contained accommodation in a particular location, to provide bedsits in a property that can more easily meet contemporary standards, or to maximise the value of dwellings in their control. The Council will not resist such swaps as long as the replacement bedsits are in an appropriate location, represent equivalent or better accommodation (in terms of the number of bedsits, the floorspace, and the standard of facilities and amenities), and are secured by a legal agreement.
- 9.18 There is a significant overlap between those who occupy privately rented bedsits and the occupiers of student housing. The conversion of bedsits or other shared accommodation into student housing has the potential to fund works to bring accommodation up to contemporary standards. The Council will not resist such a conversion if it meets the relevant criteria for the provision of student housing.
- 9.19 There is a small stock of social rented housing in the borough that takes the form of bedsit rooms with communal facilities. Bedsits in the social rented sector are unpopular with tenants, especially given the absence of any choice over the people that share the communal facilities. Also, small dwellings are over-represented amongst Council housing. Therefore, we will not resist the self-containment of social rented bedsits, subject to the protection of the overall housing floorspace and compliance with the Council’s space standards for self-contained accommodation.
- 9.20 In some cases, properties in Camden have been subdivided into flats that are not self-contained because the layout of entrance halls and staircases made self-containment difficult or costly. Where these flats are not let out as bedsits, do not share facilities other than circulation spaces, and are large enough to meet Camden’s space standards for self-contained residential accommodation, the Council will not resist proposals to convert the properties into wholly self-contained flats. Where such proposals would result in a loss of homes, they will be considered against policy DP2.
- 9.21 Where it can be demonstrated that accommodation with shared facilities is incapable of meeting the minimum standards for houses in multiple occupation, and there are no proposals to replace it or develop it as student housing, we will expect its development for self-contained general needs housing, including an appropriate proportion of affordable housing. We will consider the appropriate proportion of affordable housing having regard to the criteria set out in policy DP3. We will resist proposals for non-residential development in accordance with policy DP2, and will seek to retain any existing affordable housing in accordance with policy DP4.

#### Key evidence and references

- Camden Housing Needs Study Update 2008
- Camden Private Sector House Condition Survey 2004
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Statement (PPS) 3 – Housing

# Promoting sustainable and efficient transport

16.1 Camden faces significant challenges relating to transport and travel, in particular air pollution and the congestion experienced on its road and public transport networks, as well as the need to address the wider issue of carbon dioxide emissions associated with travel. These issues have significant implications on the health and well being of the community. Camden's Core Strategy aims to promote sustainable and efficient travel (see policy CS11) by supporting strategic infrastructure projects in support of growth, promoting sustainable forms of transport, and making private transport more sustainable. This will support social cohesion and help to address health inequalities by providing better access for all to employment, education, facilities and encouraging more physical activity. In order to meet the challenges we face and to deliver Core Strategy aims, Camden Development Policies includes six policies on transport, covering:

- the transport implications of development (DP16);
- walking, cycling and public transport (DP17);
- parking standards and limiting the availability of car parking (DP18);
- managing the impact of parking (DP19);
- the movement of goods (DP20);
- development connecting to the highway network (DP21).

16.2 Almost every development that affects the transport network will have impacts in more than one of these areas. Therefore there is a need to refer to all relevant policies.



## DP16. The transport implications of development

- 16.3 It is essential that new development is supported by adequate transport infrastructure. Camden Core Strategy policy CS11 states that the Council will pursue the delivery of additional transport infrastructure and promote sustainable transport in order to support growth in the borough, and will manage the impact of growth on the road network. Policy DP16 seeks to help deliver the Core Strategy by ensuring that the transport implications of development are managed, and additional transport infrastructure is delivered where needed, in order to ensure that growth in the borough is integrated with existing places and transport networks, and does not generate excessive demands on transport infrastructure. It should be read in conjunction with Core Strategy Policy CS11 as well as policies DP17 to DP21 below.
- 16.4 Transport considerations should be integral to a development. Developments should be planned taking into consideration the movement of people and goods, both within the development site and outside it.

### DP POLICY

#### DP16 – The transport implications of development

The Council will seek to ensure that development is properly integrated with the transport network and is supported by adequate walking, cycling and public transport links. We will resist development that fails to assess and address any need for:

- a) movements to, from and within the site, including links to existing transport networks. We will expect proposals to make appropriate connections to highways and street spaces, in accordance with Camden’s road hierarchy, and to public transport networks;
- b) additional transport capacity off-site (such as improved infrastructure and services) where existing or committed capacity cannot meet the additional need generated by the development. Where appropriate, the Council will expect proposals to provide information to indicate the likely impacts of the development and the steps that will be taken to mitigate those impacts, for example using transport assessments and travel plans;
- c) safe pick-up, drop-off and waiting areas for taxis, private cars and coaches, where this activity is likely to be associated with the development.

#### Movements to, from and within a site

- 16.5 Developments should link in well with their surroundings by allowing for movement to and through development sites, in order to contribute to improved accessibility across the borough. Some developments may need to be designed to accommodate public routes across a site, for example because they straddle an existing road or footpath. Designs for large sites should be permeable so that linkages and public through routes are created and the development is integrated into the wider street pattern. Developments should generally be designed to accommodate movements into and across the site rather than as closed blocks with a single entrance/ exit point. The Council expects design of new developments to be safe and accessible to all (see Core Strategy Policy CS17 – *Making Camden a safer place*), and will resist new development designed as a ‘gated community’ (see also our Camden Planning Guidance supplementary document).

- 16.6 Creating motor vehicle access from the road network is not sufficient to integrate a development with walking, cycling and public transport networks. To ensure integration into wider networks, development is expected to contribute to off-site measures where existing connections are not appropriate to serve a development. The networks that are relevant, including the Camden road hierarchy, and the measures that may be needed are considered further in policy DP21 – *Development connecting to the highway network* and our Camden Planning Guidance document).

## Transport capacity

- 16.7 It is essential that there is sufficient transport capacity available to allow for travel demands generated by new development, including cumulative demand. Where necessary, proposals should include on-site measures as well as off-site contributions to increase capacity, including contributions towards the delivery of strategic transport infrastructure (see Core Strategy Policy CS11) in accordance with the London Plan. The enhancement of off-site capacity will usually only arise from developments that generate significant travel demand, and for these a formal Transport Assessment and Travel Plan will be required to indicate the measures needed in association with development (see paragraphs 16.9 to 16.19 below). In addition, 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 development towards the delivery of Crossrail. Crossrail will help to support growth in London by tackling congestion and the lack of capacity on the existing rail network.
- 16.8 Development proposals will need to be accompanied by an indication of their implications for the transport network unless they involve minimal trip generation. It will often be possible to address basic issues (movement on and around the site and linkages to transport networks) through the Design and Access Statement, which is a nationally required submission with most planning applications.

## Transport assessments

- 16.9 Where the transport implications of proposals are significant, the Council will require a Transport Assessment to examine the impact on transport movements arising from the development. An indicative threshold for developments that will require a Transport Assessment is set out in Appendix 1.
- 16.10 The purposes of an assessment are to ensure that a proposal will not cause harm to the transport network or to highway safety, to show that the development will be properly integrated into the network, and indicate the extent to which there is additional capacity available to accommodate new travel patterns.
- 16.11 Transport assessments should:
- consider all types of movement associated with a proposal, both during construction and after completion, including an analysis of existing and proposed trips generated by the existing site and the proposed development for all transport modes and the impact these trips will have on the transport network;
  - identify specific routes over which existing and proposed trips are taking place;
  - address the movement of goods and materials, including the removal of spoil and demolition waste, delivery of construction equipment and materials, and servicing the completed development with refuse and goods vehicles;
  - consider the cumulative impact of the proposal with any others that will affect the same infrastructure, and whether the existing or committed capacity will be able to accommodate all of them; and
  - indicate the steps that a developer will need to take to ensure that a proposal will be connected to existing transport infrastructure and will not have a negative impact on the capacity of existing infrastructure. These steps should include the provision of both on- and off-site measures, as necessary. The enhancements involved are considered further in connection with policy DP17 – *Walking, cycling and public transport*.

- 16.12 An assessment should only take account of planned transport provision where this has fully secured funding and has a firm start date (see policy CS11 and Appendix 1 in the Camden Core Strategy for further information regarding key planned transport infrastructure projects in the borough). Where existing and proposed public transport provision will not have sufficient capacity to serve the development, the Council will expect to secure funding towards the enhancement of public transport capacity.
- 16.13 The depth of analysis for a transport assessment will reflect the scale and kind of a development and the nature and capacity of the transport network in the area. Further information about transport assessments is given in our Camden Planning Guidance supplementary document. Transport for London's *Transport Assessment Best Practice Guidance* (May 2006) also provides guidance on the submission of transport assessments: all applications that are referred to the Mayor should comply with this guidance.
- 16.14 Applicants for developments that are close to London Underground assets should also contact Transport for London's London Underground Infrastructure Protection team at an early stage before the commencement of design work to ensure that any constraints are addressed.
- 16.15 The concentration of schools in some parts of Camden, including the Hampstead and Belsize Park areas, has led to traffic congestion, road safety and parking problems related to the 'school run'. As part of transport assessments, applications for new schools and for the expansion of existing schools will be expected to provide details of the projected growth in student numbers, how students are likely to travel, their impact on the transport system and any measures to offset transport problems. In areas with an existing problem with the school run, it is unlikely that the Council will grant planning permission for educational facilities that are likely to exacerbate the problem.
- 16.16 For larger developments that would have implications for transport, but fall below the threshold for transport assessments, the following information will be required from applicants:
- an indication of the scale, mode, type and frequency of all trips associated with the development on a daily basis;
  - a description of how this transport demand can be accommodated by walking, cycling, public transport, and any other sustainable alternative modes of travel, as set out in policy DP17 below;
  - an overview of how potential highway impacts associated with the construction of the proposed development will be remedied or mitigated, and how local amenity will be preserved during the construction period; and
  - an overview of the servicing requirements of the development after occupation and of the servicing provision made to accommodate this.



- 16.17 The indicative scale of development schemes where this information will be required is set out in Appendix 1.

## Travel Plans

- 16.18 Wherever a Transport Assessment is needed, submission of a travel plan is also expected as one way of mitigating the transport impact of the development. However, travel plans may also be sought from smaller developments if the impacts on transport are considered significant.
- 16.19 The Transport for London *Guidance for Workplace Travel Planning for Development* (2008) states that a simplified travel plan (an Enterprise Scale Travel Plan) should be provided for businesses and establishments below the Travel Plan thresholds where 20 or more staff will be employed. Transport for London also provides guidance on the production and use of travel plans for residential development in its *Guidance for Residential Travel Planning in London* (2008). Further information is also provided within our Camden Planning Guidance supplementary document, and in *Making residential travel plans work: guidelines for new development* (Department of Transport, 2005).

## Other management plans

- 16.20 Where appropriate, Delivery and Servicing Management Plans, Visitor Management Plans and Construction Management Plans may be required to be submitted alongside planning applications. If these are not required in assessing a planning application but are still considered necessary to mitigate associated impacts, their submission will be secured through legal agreements. Please see policy DP20 for further details regarding the Council's approach to the movement of goods and materials, including the use of Delivery and Servicing Management Plans and Construction Management Plans.

## Safe pick-up, drop-off and waiting areas

- 16.21 Developers will be expected to assess fully the impact of vehicle movements associated with pick-up, drop-off and waiting. Development that is likely to attract significant numbers of taxis, minicabs and coaches should be designed with appropriate passenger pick-up and drop-off points, each providing appropriate spaces and management arrangements to prevent harm to highway safety, pedestrian movements or amenity. Facilities should allow people with disabilities to get safely in and out of taxis and minicabs. Where possible, developments should include the pick-up and drop-off facilities they need on-site, but off-site arrangements will sometimes be necessary. Where it is not possible to provide for a suitable set down point for coaches, the Council may negotiate planning obligations with developers to prevent coach access to these sites.
- 16.22 Visitor attractions and accommodation can generate significant vehicle movements, particularly by taxi and coach. Further information on the Council's approach to proposals for tourism development and visitor accommodation is set out in policy DP14.

### Key evidence and references

- Camden Local Implementation Plan (LIP) 2005/06 – 2010/11
- Draft Camden Green Transport Strategy 2008 – 2012
- Camden Walking Plan Second Edition 2006
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Guidance (PPG) 13: Transport; ODPM; 2001
- Transport Assessment Best Practice Guidance; Transport for London; May 2006
- Guidance for Workplace Travel Planning for Development; Transport for London; March 2008
- Guidance for Residential Travel Planning in London; Transport for London; March 2008
- Making residential travel plans work: guidelines for new development; Department of Transport; 2005.

## DP17. Walking, cycling and public transport

- 17.1 The provision of sustainable travel options is essential in order to reduce the environmental impact of travel, to support future growth, to relieve pressure on Camden’s existing transport network, and to provide alternatives to the private car. Core Strategy policy CS11 sets out at a strategic level how the Council will promote sustainable transport modes. Policy DP17 sets out in more detail the Council’s requirements for new development in terms of provision for walking, cycling and public transport, in conjunction with CS11 and policies DP16 and DP18 – DP21.

### DP POLICY

#### DP17 – Walking, cycling and public transport

The Council will promote walking, cycling and public transport use. Development should make suitable provision for pedestrians, cyclists and public transport and, where appropriate, will also be required to provide for interchanging between different modes of transport. Provision may include:

- a) convenient, safe and well-signalled routes including footways and cycleways designed to appropriate widths;
- b) other features associated with pedestrian and cycling access to the development, where needed, for example seating for pedestrians, signage, high quality cycle parking, workplace showers and lockers;
- c) safe road crossings where needed;
- d) bus stops, shelters, passenger seating and waiting areas, signage and timetable information.

The Council will resist development that would be dependent on travel by private motor vehicles.

The Council will seek to secure travel interchange facilities in locations that maximise travel benefits and minimise environmental harm. Passenger transport interchanges should provide for the co-ordination of arrival and departure timetabling on different services as far as possible. Interchanges catering for longer distance journeys should include toilets, baby changing facilities and facilities to provide refreshment for travellers.

- 17.2 Accessibility in Camden is generally good, with the majority of the borough already served by frequent public transport services through London Underground, London Overground, rail and bus links. There are few areas in the borough where development would have relatively limited accessibility to public transport (for example at the fringes of Hampstead Heath). In such areas, private cars may be the only practical option for some journeys. However, it is possible throughout Camden to provide for some journeys to be made in more sustainable ways. Developments will be dependent on travel by private motor vehicles if they are designed without a safe means of access to footways, nearby bus-stops, and a road or other route appropriate for cyclists. These will therefore be minimum requirements for all development.
- 17.3 The design of a development and the way it relates to transport networks will be major factors influencing the transport choices of future occupiers and visitors. To encourage people to make sustainable transport choices, the options available will need to form a continuous network of convenient and pleasant routes that make people feel safe, link to all parts of the borough, are easy to use by people with mobility difficulties, and be integrated by facilities to make it easy to change between one form of transport and another.

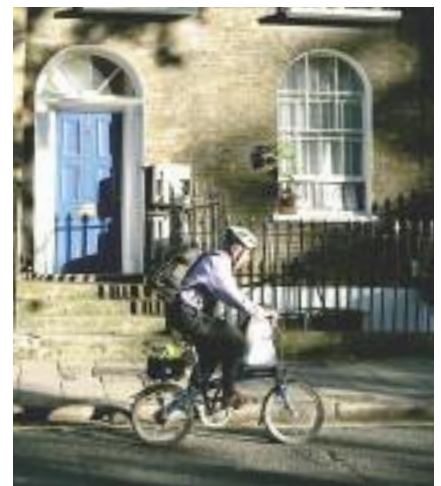


## Footpaths and cycle routes

- 17.4 The Council will expect new developments to provide appropriate, safe pedestrian and cycle links as part of schemes in order to promote sustainable travel and enhance accessibility, including for vulnerable users. The provision of pedestrian and cycle links also helps to promote more active, healthy lifestyles. In order to maintain pedestrian and cyclist safety, links should be designed to prevent conflict between motor vehicles, cyclists and pedestrians. Footpaths need to be wide enough for the number of people who will use them so they do not spill onto roads. They should also include features to assist vulnerable road users, including the provision of dropped kerbs and textured paving where appropriate.
- 17.5 Safe facilities for cyclists, either fully segregated or on the road, offer the best prospect for reducing the level of cycling on pavements. Measures for walking and cycling will often need to extend beyond the site if development will increase flows nearby, for example, footway widening, new pedestrian crossing facilities, and improved sightlines for cyclists. Our Camden Planning Guidance supplementary document and Streetscape Design Manual include guidance on designing spaces for pedestrians and cyclists. Where appropriate, developments will be expected to contribute towards the walking and cycling initiatives set out in Core Strategy policy CS11.
- 17.6 We will seek shared surfaces in appropriate circumstances, and where it will be safe for all users, for example at locations with high levels of pedestrian activity and where traffic speeds and volumes are low. Shared surfaces are unlikely to be appropriate on through-routes for cyclists.
- 17.7 Transport for London's *Walking Plan (2004)* and *Improving Walkability (2005)* good practice guidance documents set out strategic guidance and objectives to improve the pedestrian environment and encourage walking in the capital.

## Other features for pedestrians and cyclists

- 17.8 The availability of routes alone is not sufficient to provide access to a development for pedestrians and cyclists, and many developments will need to make other provisions.
- 17.9 The nature and quality of features for pedestrians and cyclists is also highly important in order to create pleasant public spaces that are accessible to all, including people with mobility difficulties. Developments should provide features for pedestrians and cyclists that contribute towards the Council's objectives for promoting walking and cycling (see Core Strategy policy CS11 – *Promoting sustainable and efficient travel*), and to the creation of high quality public spaces, as required in Core Strategy policy CS14 – *Promoting high quality places and conserving our heritage* (see also policy DP21 – *Development connecting to the highway network* below).
- 17.10 At origins and destinations, cyclists will need storage for bicycles, equipment and protective clothing, and will often need to shower. High quality cycle parking is required in accordance with policy DP18 – *Parking standards and limiting the availability of car parking* and guidance in our Camden Planning Guidance supplementary document.
- 17.11 Contributions towards wider cycle initiatives may also be sought from new developments. See Core Strategy Policy CS11 for further information on cycle hire and cycle stations, which are integral elements of the Council's approach to promoting cycling.





## Buses

- 17.12 In most developments, measures to enable use of buses will focus on provision of information within the development, improving the route to a stop, and enhancing bus-stop facilities: possible measures include signing the route, seating and shelters. There may be occasions when there is no spare capacity on existing bus services, and to enable a development to benefit from public transport services, a financial contribution to increase capacity would be necessary (for example, additional bus lane provision, or priority for buses at traffic lights). It may sometimes be necessary to pool contributions, particularly where there are cumulative impacts from nearby developments and an increase in capacity is needed.

## Provision for interchange between transport modes

- 17.13 Most journeys involve changing between one form of travel and another and developments will sometimes need to cater for this. The creation of convenient and pleasant interchanges will encourage people to use alternatives to the car. A number of existing interchange points in the borough are likely to be developed in conjunction with the borough's growth areas (see Camden Core Strategy policy CS2) and with programmed transport investment. Interchanges around which additional development is expected to come forward include Euston Station, Tottenham Court Road Station, West Hampstead and Camden Town Underground Station.
- 17.14 Where development is proposed at an interchange between public transport services, the Council will expect the inclusion of facilities to make interchange easy and convenient for all users, and maintain passenger comfort. In line with Camden Core Strategy policies CS14 – *Promoting high quality places and conserving our heritage* and CS17 – *Making Camden a safer place*, works affecting interchanges should seek to provide high quality spaces that are safe for all users, and encourage people to use public transport and walk and cycle to destinations.

### Key evidence and references

- Draft Camden Green Transport Strategy 2008 – 2012
- Camden Walking Plan Second Edition 2006
- Camden Cycling Plan: fourth annual review (2008)
- Camden Local Implementation Plan (LIP) 2005/06 – 2010/11
- Camden Interim Parking and Enforcement Plan 2005/11
- Camden Road Network Management Plan
- Camden Streetscape Design Manual 2005
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Guidance (PPG) 13: Transport; ODPM; 2001

## DP18. Parking standards and limiting the availability of car parking

- 18.1 Limiting the supply of car-parking is a key factor for addressing congestion in the borough and encouraging people to use more sustainable ways to travel (see Core Strategy policy CS11 – *Sustainable and efficient travel* for our overall approach to this). Policy DP18 sets out the Council's approach to parking in new development. It seeks to minimise the level of car parking provision in new developments, as well as promoting cycle parking, and the provision of spaces for car clubs and electric charging points. This policy should be read in conjunction with policy DP19, which sets out how the Council will address the potential negative impacts of parking associated with new development, and Core Strategy policy CS11.

### DP POLICY

#### DP18 – Parking standards and limiting the availability of car parking

The Council will seek to ensure that developments provide the minimum necessary car parking provision. The Council will expect development to be car free in the Central London Area, the town centres of Camden Town, Finchley Road/Swiss Cottage, Kentish Town, Kilburn High Road and West Hampstead, and other areas within Controlled Parking Zones that are easily accessible by public transport.

Development should comply with the Council's parking standards, as set out in Appendix 2 to this document. Where the Council accepts the need for car parking provision, development should not exceed the maximum standard for the area in which it is located (excluding spaces designated for disabled people). Developments in areas of on-street parking stress should be 'car capped'.

For car free and car capped developments, the Council will:

- a) limit on-site car parking to:
  - spaces designated for disabled people,
  - any operational or servicing needs, and
  - spaces designated for the occupiers of development specified as car capped;
- b) not issue on-street parking permits; and
- c) use a legal agreement to ensure that future occupants are aware they are not entitled to on-street parking permits.

Developments will also be expected to meet the Council's minimum standards for cycle parking set out in Appendix 2.

The Council will:

- d) strongly encourage contributions to car clubs and pool car schemes in place of private parking in new developments across the borough; and
- e) seek the provision of electric charging points as part of any car parking provision.

## Car-free development

- 18.2 The Council generally expect development in Low Parking Provision Areas (i.e. the Central London area, our town centres and other areas with high public transport accessibility) to be car-free. Camden has been successfully securing car-free housing since 1997 as a way of encouraging car-free lifestyles, promoting sustainable ways of travelling, and helping to reduce the impact of traffic. Policy DP18 extends the car-free concept to non-residential development, which has the potential to reduce commuting by car and promote car-free work-related journeys. Car-free development can facilitate sustainability and wider objectives, including:
- freeing space on a site from car-parking, to allow additional housing, community facilities, play areas, amenity spaces and cycle parking;
  - enabling additional development where parking provision would not be acceptable due to congestion problems and on-street parking stress;
  - helping to promote alternative, more sustainable forms of transport.
- 18.3 Car-free development has no car parking within the site and occupiers are not issued with on-street parking permits. (People with disabilities who are Blue Badge holders may park in on-street spaces without a parking permit.) Car-free development should meet the Council's cycle parking standards and may, where required, include on-site space for people with disabilities, servicing, coach and taxi activity. The Central London Area and our town centres, other than Hampstead, are well-equipped to support car-free households and businesses as they have high levels of public transport accessibility, and provide opportunities to access a range of goods, services, workplaces and homes. Camden will expect development in these areas to be car-free, and will resist the inclusion of general car parking unless supported by a Transport Assessment or other compelling justification. See also paragraphs 18.8 and 18.9 below, which set out the Council's approach to removing rights to on-street parking.
- 18.4 Much of the rest of the borough has public transport accessibility levels that are moderate to excellent. Provided that parking controls are in force, the Council will expect car-free development where public transport accessibility is equivalent to levels in our town centres, and will strongly encourage it elsewhere.

## Parking standards

- 18.5 Developments throughout the borough will be expected to comply with the parking standards set out in Appendix 2. The standards include:
- maximum parking standards for general car parking provision, to encourage people to consider all alternatives to private car travel;
  - minimum cycle parking standards, to encourage people to meet their travel needs by cycling;
  - minimum parking standards for people with disabilities to meet their needs; and
  - minimum standards for servicing, taxi and coach activity, to provide an alternative to on-street provision.





- 18.6 The maximum car parking standards include separate figures for Low Parking Provision Areas and for the rest of the borough. As we generally seek car free development in the Low Parking Provision Areas, we will only apply the car parking standards for these areas where a developer can demonstrate to the Council's satisfaction that such parking should be provided on a site.
- 18.7 The maximum car parking standards for employment generating uses are intended to limit the potential for commuting by private car (other than by disabled people). A workplace's operational needs are only considered to include journeys to work if travel is at times when public transport services are severely limited or if employees need continuous access to a car for work purposes whether or not they are at the workplace.
- 18.8 The Council will expect new developments in areas of high on-street parking stress to be car-capped. Car-capped development has a limited amount of on-site car parking, but no access to on-street parking permits in order to avoid any impact on on-street parking. The level of on-site provision must meet the car and cycle parking standards in Appendix 2 for the area in which a development is located, and may, where required, include on-site space for people with disabilities, servicing, coach and taxi activity. Policy DP19 below addresses in more detail the impact of parking associated with new development, including on on-street parking conditions.
- 18.9 To implement car-free and car-capped development, the Council needs to remove entitlements for parking permits from future occupiers. This will be achieved through seeking a legal agreement with the developer, as it is the only way of ensuring that all incoming occupiers are aware that they are not eligible for a permit to park on the street.
- 18.10 The Council's Parking Standards apply to all development, whether involving new construction or a change in the use of an existing building. The Council accepts the need for a flexible approach to some aspects of the minimum parking standards, for example where the nature of the street frontages preclude access to on-site car parking, and may consider the potential for designating disabled parking bays on-street. The Council will also consider the parking requirements from premises that are used by the emergency services.
- 18.11 Details of parking arrangements should be submitted with planning applications, showing how car, servicing and cycle parking requirements will be met. Guidance on the space requirements for car and cycle parking are included in Camden's Planning Guidance and Streetscape Design Manual.

## Cycle parking

- 18.12 All developments will be expected to meet the Council’s cycle parking standards, as set out in Appendix 2 to this document, as a minimum. The provision of cycle parking in new developments encourages a healthy and more sustainable alternative to the use of the private car.
- 18.13 Cycle parking provision should be provided with convenient access to street level and must be secure and easy for everyone to use. Cycle parking for residents and employees cannot usually be met off-site due to the security and shelter necessary for long stays. Where applicants demonstrate that cycling provision according to these standards is not feasible on a development site, the Council may seek a contribution to off-site provision in lieu of provision within the site. Please also see policy DP17 for further guidance relating to the provision of facilities for cyclists in new developments. Further guidance on cycle parking and storage is contained in the Camden Planning Guidance supplementary document.

## Car clubs and pool cars

- 18.14 Camden Core Strategy policy CS11 states that the Council will expand the availability of car clubs and business pool cars as an alternative to the private car. Car clubs and pool cars offer the benefit of removing the need for car ownership for many households and discourage the use of the car for journeys, including commuting and business trips that could be made by more sustainable modes, thus reducing the use of cars and the need for car parking spaces.
- 18.15 The Council will strongly encourage developers to provide or contribute towards car club or pool car spaces in as an alternative private parking. Provision of new spaces within developments will be encouraged in locations where they can be made available to car-club members.

## Low emission vehicles

- 18.16 Camden Core Strategy policy CS11 promotes the use of low emission vehicles, including through expanding the availability of electric charging points. The Council will encourage the provision of electric vehicle charging spaces in new developments, including for electric pool cars or electric car-club cars. For general car parking, such spaces should be provided within the maximum standards set out in Appendix 2 – *Parking Standards*. The emerging draft replacement London Plan also supports the provision of electric charging points in new developments, and the Mayor’s Electric Vehicle Delivery Plan for London sets out a range of measures to encourage the use of electric vehicles and increase the number of charging points across the capital, including through provision as part of new developments.
- 18.17 The Council will encourage the provision of electric vehicle charging spaces in new developments, including for electric pool cars or electric car-club cars. For general car parking, such spaces should be provided within the maximum standards set out in Appendix 2 – *Parking Standards*.

### Key evidence and references

- Camden Green Transport Strategy 2008 – 2012
- Camden Local Implementation Plan (LIP) 2005/06 – 2010/The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Let’s talk rubbish! Camden’s waste strategy 2007-2010 (revision 1, 2008)
- Planning Policy Guidance (PPG) 13: Transport; ODPM; 2001

## DP19. Managing the impact of parking

- 19.1 Policy DP18 above sets out our approach to parking standards. Developments that add to the supply of car parking, or relocate car parking, can have an impact on parking conditions in the borough. They can also affect the environment, for example through loss of landscape features and increased surface run-off through additional hard surfacing.
- 19.2 Policy DP19 builds on the approach set out in Policy DP18 above by addressing the potential impacts of parking associated with development in terms of on-street parking conditions and wider environmental considerations. It should be read in conjunction with Core Strategy Policy CS11 and policies DP16 – DP18 and DP20 – DP21 in this document.

### DP POLICY

#### DP19 – Managing the impact of parking

The Council will seek to ensure that the creation of additional car parking spaces will not have negative impacts on parking, highways or the environment, and will encourage the removal of surplus car parking spaces. We will resist development that would:

- a) harm highway safety or hinder pedestrian movement;
- b) provide inadequate sightlines for vehicles leaving the site;
- c) add to on-street parking demand where on-street parking spaces cannot meet existing demand, or otherwise harm existing on-street parking conditions;
- d) require detrimental amendment to existing or proposed Controlled Parking Zones;
- e) create a shortfall of parking provision in terms of the Council's Parking Standards for bicycles, people with disabilities, service vehicles, coaches and taxis;
- f) create a shortfall of public car parking, operational business parking or residents' parking;
- g) create, or add to, an area of car parking that has a harmful visual impact.

The Council will require off-street parking to:

- h) preserve a building's setting and the character of the surrounding area;
- i) preserve any means of enclosure, trees or other features of a forecourt or garden that make a significant contribution to the visual appearance of the area; and
- j) provide adequate soft landscaping, permeable surfaces, boundary treatment and other treatments to offset adverse visual impacts and increases in surface run-off.

The Council will only permit public off-street parking where it is supported by a transport assessment and is shown to meet a need that cannot be met by public transport. The Council will expect new public off-street parking to be subject to a legal agreement to control the layout of the parking spaces, the nature of the users and the pricing structure. We will also seek a legal agreement to secure removal of parking spaces in response to any improvement to public transport capacity in the area.

Where parking is created or reallocated, Camden will encourage the allocation of spaces for low emission vehicles, car clubs, pool cars, cycle hire and parking, and electric vehicle charging equipment.



## On-street car parking

- 19.3 On-street car parking spaces are a limited resource, and demand exceeds supply in much of the borough. They cater for residents who do not have off-street spaces at home as well as for people visiting businesses and services. The Council manages on-street parking on the basis of designated Controlled Parking Zones, in which regulations control how parking may be used on different sections of the street and at different times. There is a particularly high demand for on-street parking by residents in areas with a low availability of drives or garages.
- 19.4 Development that will reduce the amount of on-street parking or add to on-street parking demand will be resisted where it would cause unacceptable parking pressure, particularly in areas of identified parking stress. Policy DP18 states that, where the need for parking is accepted, developments in areas of high on-street parking stress should be 'car capped'. Our Camden Planning Guidance supplementary document gives details of areas where there is parking stress in the borough.
- 19.5 The following paragraphs set out the Council's approach to development where the creation of off-street private parking would reduce the number of on-street parking spaces.

## Creating private off-street car parking

- 19.6 On-street spaces can be used by many different people with different trip purposes throughout the day. On the other hand, private spaces will generally only be used for one purpose, often by a specific vehicle, and will remain unused at other times. For example, a resident's private parking space will often be unused for most of the daytime if the car is used for the journey to work.
- 19.7 Creating private off-street parking frequently involves the loss of on-street spaces, for example where kerbside parking is removed to enable vehicles to cross over the pavement to a garden or forecourt. This can cause or worsen problems where there is already significant on-street parking demand. Providing off-street parking necessarily involves creating a link to the highway network or intensifying the use of an existing link, which can have implications for highway safety, ease of pedestrian movement and the adequacy of sightlines.
- 19.8 Off-street parking can cause environmental damage in a number of ways. Trees, hedgerows, boundary walls and fences are often the traditional form of enclosure in Camden's streets, especially in its conservation areas. This form can be broken by the removal of garden features and the imposition of extensive areas of paving and parked cars to the front of buildings, damaging the setting of individual buildings and the character of the wider area. Large areas of paving can also increase the volume and speed of water run-off (especially when formerly porous surfaces such as front garden planting areas are paved), which adds to the pressure on the drainage system and increases the risk of flooding from surface water. Policy DP23 sets out in further detail how the Council will address surface water issues associated with development.
- 19.9 Development of off-street parking will be resisted where it would cause unacceptable parking pressure, particularly in identified areas of parking stress. Off-street parking may also be resisted to protect the environment, highway safety and pedestrian movement. Our Camden Planning Guidance supplementary document gives details of areas of parking stress, the necessary dimensions for off-street parking spaces, visibility requirements at access points, and environmental concerns that arise from garden and forecourt parking.





## Public off-street car parking

- 19.10 Camden does not support the creation of additional public off-street car-parking in the borough. Camden contains a large amount of private off-street car parking and a significant amount of public off-street car parking that was developed before car parking restraint was introduced and is beyond the Council's control. Established public off-street car parks in Camden are generally commercially operated and offer contract spaces to commuters. The Council is therefore unable to control their charges to effectively deter unnecessary car use.
- 19.11 Any proposal for additional public car-parking would need to be supported by a Transport Assessment, and by a submission detailing hours of operation, proposed means of entry control, access arrangements and layout of spaces. The submissions would need to show that the proposal would not be harmful in terms highway safety and on-street parking conditions, in accordance with criteria set out in Policy DP19. It would also need to show that the proposal would meet a need generated by a particular land-use or user group, for example hospitals, which could not be met by public transport. The Council would strongly resist creation of speculative public-car parking targeted at general demand.
- 19.12 The Council will seek a legal agreement to ensure that an appropriate pricing structure applies to any additional public car-parking. The pricing structure should:
- preclude free parking, as this would encourage unnecessary car journeys;
  - favour short stay parking (up to two hours), which is appropriate for collecting bulky goods or picking-up travellers with heavy luggage;
  - levy a punitive charge on long stay parking (over four hours) to deter commuting by car.
- 19.13 Where the Council accepts the case for a proposal for additional public car parking because it meets a travel need that cannot be met by public transport, we will seek a legal agreement to provide for the removal of that car parking if, in the future, improvements to public transport are made that would undermine the original case for the proposal. The agreement should arrange for removed spaces to be designated for people with disabilities or for more sustainable types of travel. Examples are car-clubs, electric vehicle charging points, and cycle hire and cycle parking (see paragraph 19.17 below and DP18 – *Parking standards and limiting the availability of car parking*).

## Removing off-street car parking

- 19.14 In order to promote more sustainable modes of travel, the Council generally welcomes proposals to reduce the amount of off-street parking in the borough, provided that the removal of spaces would not:
- lead to a shortfall against minimum parking standards relating to bicycles, people with disabilities, service vehicles, coaches and taxis (see Appendix 2);
  - cause difficulties for existing users, particularly if the spaces are used by shoppers, by nearby residents, or for the operational needs of a business; or
  - displace parking to controlled parking zones, particularly in identified areas of parking stress.

- 19.15 The Council particularly welcomes proposals which include conversion of general car parking spaces to provide:
- designated spaces for people with disabilities, cycle parking, and any needs for off-street servicing, coach and taxis in accordance with the Parking Standards in Appendix 2; or
  - designated spaces for more sustainable forms of transport, such as car-clubs, cycle hire schemes and low emission vehicles.
- 19.16 Where car parking spaces are currently well-used or are associated with a significant generator of travel demand, the Council will expect submission of a transport assessment to show that the removal of spaces can be accommodated without harmful impact (see paragraphs 16.9 to 16.15 above). A travel plan may also be sought to help existing users switch to sustainable ways of travelling.

## Low emission vehicles, pool cars, car-clubs, and cycle hire schemes

- 19.17 The Core Strategy promotes the use of walking, cycling, low emission vehicles, car clubs and pool cars as alternatives to the use of private cars. In dealing with proposals involving provision of additional parking or finding new uses for parking spaces, the Council will promote facilities for sustainable transport, including provision for cycle parking and cycle hire, low emission vehicles, pool cars and car clubs, as an alternative to creating general car parking spaces.

### Key evidence and references

- Draft Camden Green Transport Strategy 2008 – 2012
- Camden Local Implementation Plan (LIP) 2005/06 – 2010/11
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Guidance (PPG) 13: Transport; ODPM; 2001



## DP20. Movement of goods and materials

- 20.1 Transport of goods and materials is essential to the economy, but if not managed sustainably it can be harmful to the environment, and cause congestion. As a dense, urban inner London borough the movement of goods in Camden can have particularly strong impacts in terms of traffic movement, noise and air pollution and, in some circumstances, impact on the quality of life of residents. Core Strategy Policy CS11 – Sustainable and efficient travel states that the Council will seek to minimise the movement of goods and materials by road, encourage the use of more sustainable modes of freight movement, and to minimise the impact of the movement of goods and materials on local amenity, traffic and the environment.
- 20.2 Policy DP20 builds on this by setting out the Council's requirements for new developments in relation to the movement of goods and materials both during construction and when in operation. It should be read in conjunction with policy DP16 – Development and transport implications and Core Strategy policy CS11.

### DP POLICY

#### DP20 – Movement of goods and materials

##### Minimising the movement of goods and materials by road

In order to minimise the movement of goods and materials by road the Council will:

- a) expect development that would generate significant movement of goods or materials both during construction and in operation to minimise the movement of goods and materials by road, and consider the use of more sustainable alternatives such as rail and canal links;
- b) promote the development and use of freight consolidation facilities and other initiatives with potential to reduce the impact of goods vehicles, and encourage the use of cycle courier services for local deliveries; and
- c) seek to promote and protect facilities for the movement of goods by rail and water, including facilities for transfer between road, rail and canal.

##### Minimising the impact of the movement of goods and materials by road

The Council will expect development that would generate significant movement of goods or materials by road, both during construction and in operation, to:

- d) be located close to the Transport for London Road Network or other Major Roads;
- e) avoid any additional need for movement of vehicles over 7.5 tonnes in predominantly residential areas;
- f) accommodate goods vehicles on site; and
- g) seek opportunities to minimise disruption for local communities through effective management, including through the optimisation of collection and delivery timings and the use of low emission vehicles for deliveries.



## **Minimising the movement of goods and materials by road**

### **Movement of goods by rail and water**

- 20.3 The Council recognises the problems that are caused by long distance movement of goods by road, and the potential advantages of using rail and water as an alternative. The North London Line, the Gospel Oak to Barking Line and the West Coast Mainline are already used for significant volumes of rail freight. The Regent's Canal provides the potential for more sustainable, lower impact water borne movement of freight. It is the only navigable waterway in Camden, and is not currently used for any significant volume of freight movement.
- 20.4 Per tonne carried, rail freight produces nearly 90% fewer emissions than HGVs (London Rail Freight Strategy 2007). No equivalent figures are available for canal freight, but canal movement has minimal social and environmental costs compared with the noise/vibration, air pollution and visual intrusion that can be created by heavy goods vehicles.
- 20.5 Regent's Canal is thought to be an economically viable route for some freight movements, notably the removal of demolition waste from canal-side sites. The Council will expect new developments along or close to the Canal to consider its use for the movement of goods and materials, and to contribute to the improvement of the Canal towpath, where appropriate. Developers should also make the most of opportunities to use rail links to move goods and materials.
- 20.6 We will protect the existing aggregate handling facility at King's Cross, which is a modern facility re-engineered in association with works for the Channel Tunnel Rail Link. We will also protect other track-side and canal-side sites that are brought forward for transfer use or processing rail and canal freight if their benefits outweigh any harm.

### **Efficient freight movement**

- 20.7 The Camden Core Strategy promotes the use of freight consolidation as a key measure in reducing the number of trips made by goods vehicles, and indicates that there may be potential for a freight consolidation facility serving Camden's Central London Area (Core Strategy paragraph 11.23). The Council will expect developments to take advantage of existing freight consolidation facilities for service deliveries, where they exist. The Council will support proposals for freight consolidation facilities, subject to the other policy measures set out in our Local Development Framework.
- 20.8 As part of its approach to minimising road freight, the Council will discourage frequent deliveries of biomass fuel associated the sustainability and renewable energy requirements set out in policy DP22 and Core Strategy policy CS13 and in relation to climate change and sustainable design and construction. Paragraph 32.6 below addresses the air quality impacts associated with the burning of biomass fuel.

### Cycle freight

- 20.8 The Council will promote the use of cycle-freight as an extension to cycle courier services by encouraging developers to make provision for cycle freight as part of Delivery and Servicing Management Plans. This provides the potential to manage deliveries in a way that is zero carbon, has little or no noise or air pollution implications, and has a minimal impact on congestion.

### Minimising the impact of the movement of goods and materials by road

- 20.9 Goods vehicles, particularly heavy goods vehicles, can have negative impacts on local amenity and traffic movement in certain areas. Examples are areas suffering from poor air quality, areas where many delivery points are located close together (such as town centres), residential areas and narrow roads. Goods vehicles manoeuvring, loading and unloading add to pollution, and may cause obstructions and congestion, inconvenience and danger to pedestrians and other road users, and damage to pavements. The Council actively encourages a number of measures with potential to mitigate these impacts.

### Moving goods and materials on appropriate roads

- 20.10 Policy DP21 – *Development connecting to the highway network* seeks to guide all forms of transport to the appropriate parts of Camden’s road hierarchy. The roads considered to be most suitable for use by lorries and other heavy goods vehicles are those in the Transport for London Road Network and others designated as Major Roads. It will not usually be possible for development to directly access or be loaded from the Transport for London Road Network, but new development that will be served by heavy goods vehicles should be located to minimise the use of district and local roads for the movement of goods, particularly roads which provide primarily for access to residential properties.
- 20.11 The majority of service trips in central and inner London are made by freight vehicles of less than 7.5 tonnes gross vehicle weight, and this is the maximum size of vehicle that should be accommodated in residential areas on a daily basis. A number of weight limits have been introduced across largely residential parts of the borough, the largest of which covers an area between Camden Road and Kentish Town Road, and between Fortess Road and Highgate Road, extending up to Highgate. In this area, goods vehicles exceeding 7.5 tonnes are not permitted except for access.



### **Accommodating goods vehicles on site**

- 20.12 The impact of goods vehicles can be reduced where a loading and unloading bay is included within a development, particularly where the bay can be enclosed. Developments that will need to be serviced by vehicles other than bicycles or cars should incorporate space within the site for goods vehicles wherever it is feasible to do so. The space required for service vehicles is set out in the Council's Parking Standards at Appendix 2.

### **Construction management plans**

- 20.13 Where appropriate, the Council will ensure that applicants provide Construction Management Plans to demonstrate how a development will minimise impacts from the movement of goods and materials during the construction process. Construction Management Plans should deal with the hours of site activity; pick-up and delivery times for materials and equipment; limits on construction vehicle size; trip numbers and routes; the safety of road users during construction; and any temporary use of the highway for siting of construction plant. They should also deal with any temporary disruption or severance of highway links needed during the development process, as well as any other relevant measures needed to manage the construction phase.
- 20.14 Our Camden Planning Guidance supplementary document sets out further details regarding the Council's requirements for Construction Management Plans. See also policy DP26 for information regarding the Council's approach to managing the impact of the construction process on local amenity.

### **Effective management of servicing and deliveries**

- 20.15 The Council will seek Delivery and Servicing Management Plans for developments that are likely to generate a significant need for the movement of goods and materials when occupied, in order to ensure that potential impacts are minimised.
- 20.16 The way that trips are managed will influence their impact on local communities, traffic movement and the environment. Delivery timings can also have a significant influence on the impact of goods movement, both on the highway network (including site specific and cumulative impacts), and on residential amenity from deliveries made out of working hours. The Council will therefore ensure that delivery timings are managed to optimal effect through the use of Delivery and Servicing Management Plans. We will also control the impact of goods vehicles through waiting and loading restrictions.
- 20.17 The Council will promote the use of quiet and low-pollution vehicles such as electric vehicles by encouraging developers to make provision for the use of such vehicles as part of Delivery and Servicing Management Plans. Low emission vehicles can significantly reduce noise and air pollution, and therefore offer the opportunities for necessary freight trips to be undertaken using vehicles that have a much lower impacts than standard freight vehicles.
- 20.18 Our Camden Planning Guidance supplementary document sets out further details regarding the Council's requirements for Delivery and Servicing Management Plans.

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

- Camden Local Implementation Plan (LIP) 2005/06 – 2010/11
- Camden Green Transport Strategy 2008 – 2012
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Guidance (PPG) 13: Transport; ODPM; 2001
- West London Canal Network Study – Phase 1 & 2: Developing Water Borne Freight on the West London Canal Network; Transport for London/ British Waterways London; September 2005

## DP21. Development connecting to the highway network

- 21.1 Core Strategy policy CS11 states that the Council will ensure that growth and development has regard to Camden's road hierarchy and does not cause harm to the management of the road network. Policy DP21 sets out the Council's expectations for development linking directly to the highway network, and also to the Council's own highway management works. The term highway includes all footpaths and cycleways in the borough (including those not alongside roads) that are managed by the Council or Transport for London as Highway Authority. Policy DP21 should be read in conjunction with policies DP16, DP17 and DP19 and Core Strategy policy CS11.
- 21.2 The Council has a duty to provide for the efficient movement of vehicles and pedestrians on the road network. We do this by enabling and promoting walking, cycling and public transport, which have potential to limit the pressure on existing network capacity and allow the best use to be made of existing road space. The balance struck between different users on each link in the network will depend on the link's character and its role in the road network. To enable the network to operate efficiently and safely, connections from new developments need to reflect the nature of the link that they connect to.

### DP POLICY

#### DP21 – Development connecting to the highway network

The Council will expect developments connecting to the highway network to:

- a) ensure the use of the most appropriate roads by each form of transport and purpose of journey, in accordance with Camden's road hierarchy;
  - b) avoid direct vehicular access to the Transport for London Road Network (TLRN) and other Major Roads; and
  - c) avoid the use of local roads by through traffic.
- The Council will expect works affecting highways to:
- d) avoid disruption to the highway network and its function, particularly use of appropriate routes by emergency vehicles;
  - e) avoid harm to on-street parking conditions or require detrimental amendment to Controlled Parking Zones;
  - f) ensure adequate sightlines for vehicles leaving the site;
  - g) address the needs of wheelchair users and other people with mobility difficulties, people with sight impairments, children, elderly people and other vulnerable users;
  - h) avoid causing harm to highway safety or hinder pedestrian movement and avoid unnecessary street clutter;
  - i) contribute to the creation of high quality streets and public spaces; and
  - j) repair any construction damage to transport infrastructure or landscaping and reinstate all affected transport network links and road and footway surfaces following development.

Where development will be connected to the highway network, the Council will require all new public highways to be constructed to a standard it considers to be appropriate for adoption, and expect the routes to be adopted, owned and managed by the relevant Highway Authority.

- 21.3 The Council has prepared a Road Network Management Plan, which sets out how it will manage the use of streets and street spaces and the considerations it will apply when designing and laying out street spaces and controlling traffic flows. This helps the Council to fulfil its network management duty, under which we aim to provide for efficient movement of vehicles and pedestrians and to reduce disruption and congestion.

- 21.4 The main routes in Camden’s road hierarchy are shown on Map 1, and discussed briefly in paragraph 21.6 below. In managing future development, the Council uses the hierarchy to pursue the following aims:
- to limit the number of routes available to through traffic;
  - to remove goods vehicles from unsuitable routes;
  - to improve conditions for pedestrians and cyclists;
  - to reduce the risk of long delays to bus services;
  - to reduce accidents; and
  - to reduce the adverse environmental impact of traffic.
- 21.5 The Road Network Management Plan commits the Council to making the best use of the limited network capacity available. Within the road hierarchy, it is the upper tier designations that impose the greatest constraints on developments. The long-distance and London-wide traffic role of the Transport for London Road Network and major roads in the Strategic Road Network should take precedence over access requirements for individual development sites and premises.
- 21.6 The Council will have regard to the following hierarchy of roads when assessing proposals for developments connecting to the highway network:
- Transport for London Road Network (TLRN): creating new accesses from these key arterial routes will not usually be acceptable. Use for on-street servicing will also generally not be acceptable. Transport for London is the Highway Authority for these roads;
  - Strategic Road Network: proposals that would be likely to lead to delays to road traffic are unlikely to be acceptable. Although Camden is the Highway Authority for the roads on this network, Transport for London has powers of veto over any proposals that would lead to delays in the movement of traffic;
  - Other major roads: traffic flow, including for buses and emergency services, is also very important along these roads. Use of these roads for on-street servicing will be limited. Camden is the Highway Authority for these, and all other lower order roads;
  - District Roads: although locally important distributor roads, these roads should not be used by heavy goods vehicles except for essential deliveries. District roads provide direct access to many properties, and on-street servicing may be acceptable subject to its impact on safety and the environment.
  - Local roads: providing direct access to properties, these roads are not appropriate for bus or emergency routes. On-street servicing may be acceptable subject to impact on safety and the environment. The Council will prioritise pedestrians in treatment of local roads, and may use measures such as road closures and lorry bans to prevent use by vehicular through-traffic.
- 21.7 Further information on Camden’s approach to managing roads on its network is set out in the Camden Planning Guidance Supplementary Document and the Camden Road Network Management Plan.





## Map 1: Road Hierarchy



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### Works affecting highways

- 21.8 In assessing proposed works affecting highways, the Council takes into account a variety of issues, including the function of the highway network (see above), on-street parking conditions, safety, the needs of different road users, and the need for proper integration with the wider road network.
- 21.9 Given the high level of parking stress experienced in much of Camden, the creation of new links to access development should not involve overall loss of one or more on-street parking spaces, particularly in areas of parking stress. The Council will consider relocating kerbside parking spaces to allow access to development, but only provided that any necessary amendment to the road layout and the Controlled Parking Zone will be funded by the development and can be achieved without harming other road users or highway safety.
- 21.10 In order to protect the safety of pedestrians, cyclists and motor vehicles, connections to the highway network should be designed with appropriate sightlines, visibility splays and queuing distances to reflect the character of the development, local highway conditions, traffic speeds and pedestrian activity. Guidance is included in the Department for Transport's Manual for Streets, the Camden Streetscape Design Manual and our Camden Planning Guidance supplementary document.

- 21.11 The Council will promote transport facilities, services and street space arrangements that accommodate the needs of all users, including vulnerable users such as disabled people. We will expect balanced use of street space that provides for all transport users and accommodates sustainable transport measures, including facilities for pedestrians, cyclists and buses. The Camden Local Implementation Plan sets out the Council's hierarchy of road users. The priority given to different users will vary from one road to another depending on its role, however, the Council places pedestrians at the top of the hierarchy of road users over the network as a whole.
- 21.12 We are particularly concerned to ensure that new routes are designed and constructed to be safe for all users, in accordance with the criteria for works affecting highways. Any history of traffic-related accidents in the vicinity of proposals will be taken into account when assessing proposals. As part of our approach to promoting road safety, the Council will use formal safety audits at the planning, design and implementation stages of highway works, to independently review the implications of proposed works. It is also important that development does not hinder pedestrian movement, and the Council will not support proposals that involve the provision of additional street furniture that is not of benefit to highway users.
- 21.13 Core Strategy policy CS14 *Promoting high quality places and conserving our heritage* underlines the need for high quality landscaping and works to streets and public spaces. To achieve integration into the network and the public realm, design and construction should also reflect the style and materials used in local public spaces and their surrounding buildings. Considerations include planting, landscaping, paving materials and street furniture, and avoiding a confusing variety of signs, surfaces and materials. The quality of design, landscaping, materials and construction should reflect Camden's Streetscape Design Manual. Transport for London's Streetscape Guidance will also be relevant to any public realm improvements on the Transport for London Route Network. Materials should be durable, and the Highway Authority should not incur disproportionate maintenance costs in the future. The Council will expect any damage to public or private land (such as grass verges and any landscaped areas) caused by works to highways to be repaired.

## Adoption of highways

- 21.14 It is important that the best use is made of new links to the highway network (whether roads, footpaths, cycle routes). The Council will therefore seek to ensure that access routes are available to the public as rights of way, maximising levels of activity and permeability and contributing to natural surveillance. The Council considers that this can best be achieved where the relevant Highway Authority adopts access routes as part of the public realm. In most cases, the new links will be managed by the Council as the Highway Authority, but Transport for London is the Highway Authority for the Transport for London Road Network.
- 21.15 This can only be achieved if new links are built to an appropriate standard for the role that they will fulfil in the network, and are subsequently managed as part of the highway network. The Council will expect any links built by a developer to provide the same quality of design, materials and construction as works commissioned by the relevant Highway Authority.

### Key evidence and references

- Camden Local Implementation Plan (LIP) 2005/06 – 2010/11
- Camden Green Transport Strategy 2008 – 2012
- Camden Streetscape Design Manual March 2005
- The London Plan (consolidated with Alterations since 2004); Mayor of London; 2008
- Planning Policy Guidance (PPG) 13: Transport; ODPM; 2001



## Section 3

# A sustainable and attractive Camden – Tackling climate change and improving and protecting Camden’s environment and quality of life

- 2.1 The Core Strategy sets out our overall approach to managing Camden’s growth so that it is sustainable, meets our needs for homes, jobs and services, and protects and enhances quality of life and the borough’s many valued and high quality places. This helps to achieve *A Sustainable Camden that adapts to a growing population* – one of the elements in the vision in the Camden Community Strategy.
- 2.2 This section of Camden Development Policies contributes to delivering the Core Strategy by providing detailed policies that we will use when determining applications for planning permission to ensure that development contributes towards a sustainable and attractive Camden. In particular, it supports the Core Strategy by focussing on:
- promoting sustainable design and construction;
  - reducing our water consumption and the risk of surface water flooding;
  - securing high quality design and conserving our heritage;
  - managing the impact of development and noise and vibration;
  - providing and improving open space, sport and recreation; and
  - our approach to basements and lightwells, improving access, shopfront design and air quality and Camden’s Clear Zone.



# Promoting sustainability and tackling climate change

## DP22. Promoting sustainable design and construction

- 22.3 Promoting a sustainable Camden is an integral element of our Local Development Framework strategy. Core Strategy policy CS13 – *Tackling climate change through promoting higher environmental standards* sets out a key part of our overall approach to tackling climate change, which includes promoting higher environmental standards in design and construction. Policy DP22 – *Promoting sustainable design and construction* contributes towards delivering the strategy in policy CS13 by providing detail of the sustainability standards we will expect development to meet. DP22 should be read in conjunction with Core Strategy policy CS13 and policy DP23 – *Water*. Core Strategy policy CS11 and policies DP16 to DP21 in this document set out our approach to sustainable transport.
- 22.4 Although the need for sustainable design and construction is not specific to Camden, the borough’s highly built-up, inner urban environment means that we face specific environmental issues such as poor air quality and surface water flooding but have fewer options on how we can implement sustainable development and minimise our carbon emissions. The measures we can take to minimise the impacts of climate change and adapt to its effects need to consider, and be appropriate to, Camden’s dense and historic character and sensitive environments. They should also take opportunities to build on the borough’s past high performance on requiring sustainable measures within developments.
- 22.5 Core Strategy policy CS13 states that the Council will have regard to the costs and feasibility of measures to tackle climate change within developments (paragraph 13.4). This approach also applies to policy DP22. We will also take into account the cumulative costs of not responding to the need to mitigate and adapt to climate change as well as the long term cost savings, such as on energy and water bills, to future occupiers. Measures to tackle climate change are integral in the development process and are a priority of the Council. Therefore they should not be seen as ‘add-ons’.



**DP POLICY**

## DP22 – Promoting sustainable design and construction

The Council will require development to incorporate sustainable design and construction measures. Schemes must:

- a) demonstrate how sustainable development principles, including the relevant measures set out in paragraph 22.5 below, have been incorporated into the design and proposed implementation; and
- b) incorporate green or brown roofs and green walls wherever suitable.

The Council will promote and measure sustainable design and construction by:

- c) expecting new build housing to meet Code for Sustainable Homes Level 3 by 2010 and Code Level 4 by 2013 and encouraging Code Level 6 (zero carbon) by 2016.;
- d) expecting developments (except new build) of 500 sq m of residential floorspace or above or 5 or more dwellings to achieve “very good” in EcoHomes assessments prior to 2013 and encouraging “excellent” from 2013;

- e) expecting non-domestic developments of 500sqm of floorspace or above to achieve “very good” in BREEAM assessments and “excellent” from 2016 and encouraging zero carbon from 2019.

The Council will require development to be resilient to climate change by ensuring schemes include appropriate climate change adaptation measures, such as:

- f) summer shading and planting;
- g) limiting run-off;
- h) reducing water consumption;
- i) reducing air pollution; and
- j) not locating vulnerable uses in basements in flood-prone areas.

### Sustainable design and construction measures

- 22.6 The construction and occupation of buildings are major consumers of resources and can produce large quantities of waste and carbon emissions. The possibility of sensitively altering or retro-fitting buildings should always be strongly considered before demolition is proposed. All proposals for demolition and reconstruction should be fully justified in terms of the use of resources and energy, and the energy and water efficiency of the existing and proposed buildings. Where the demolition of a building cannot be avoided we will expect either the re-use of materials on-site or the salvage of appropriate materials to enable their re-use off-site. Where materials cannot be salvaged whole and where aggregate is required on-site, this demolished material should be crushed on-site for re-use, with measures taken to minimise dust and noise. Policy DP26 – *Managing the impact of development on occupiers and neighbours* sets out how we will expect development to limit the disturbance from dust due to demolition.
- 22.7 When a building is constructed, the accessibility of its location; its density and mix of uses; its detailed design taking into account the orientation of the site; and the mechanical services and materials chosen can all have a major impact on its energy efficiency. The Council will require all schemes to consider these general sustainable development principles, along with the detailed elements identified in the table below, from the start of the design process. Developments of 5 or more dwellings or 500sqm of any floorspace should address sustainable development principles in their Design and Access statements or in a separate Energy Efficiency Statement, including how these principles have contributed to reductions in carbon dioxide emissions. When justifying the chosen design with regards to sustainability the following appropriate points must be considered:



| Design   | Fabric/Services   |
|--|---|
| <ul style="list-style-type: none"> <li>• the layout of uses</li> <li>• floorplates size/depth</li> <li>• floor to ceiling heights</li> <li>• location, size and depth of windows</li> <li>• limiting excessive solar gain</li> <li>• reducing the need for artificial lighting</li> <li>• shading methods, both on or around the building</li> <li>• optimising natural ventilation</li> <li>• design for and inclusion of renewable energy technology</li> <li>• impact on existing renewable and low carbon technologies in the area</li> <li>• sustainable urban drainage, including provision of a green or brown roof</li> <li>• adequate storage space for recyclable material, composting where possible</li> <li>• bicycle storage</li> <li>• measures to adapt to climate change (see below)</li> <li>• impact on microclimate</li> </ul> | <ul style="list-style-type: none"> <li>• level of insulation</li> <li>• choice of materials, including - responsible sourcing, re-use and recycled content</li> <li>• air tightness</li> <li>• efficient heating, cooling and lighting systems</li> <li>• effective building management system</li> <li>• the source of energy used</li> <li>• metering</li> <li>• counteracting the heat expelled from plant equipment</li> <li>• enhancement of/provision for biodiversity</li> <li>• efficient water use</li> <li>• re-use of water</li> <li>• educational elements, for example visible meters</li> <li>• on-going management and review</li> </ul> |

22.8 Our Camden Planning Guidance supplementary document contains detailed guidance on further elements of sustainable design and construction. Please also see Core Strategy policies CS16 – *Improving Camden’s health and well-being* and CS18 – *Dealing with our waste and encouraging recycling*, and policies DP32 – *Air quality and Camden’s Clear Zone* and DP28 – *Noise and vibration* in this document.

### Green and brown roofs and green walls

- 22.9 Green and brown roofs and green walls play important roles in achieving a sustainable development. They retain rainfall and slow its movement, provide additional insulation, provide valuable habitat to promote biodiversity, provide opportunities for growing food, reduce the heating up of buildings and the wider city and provide valuable amenity space. They should be designed to enable the benefits that are most suitable for the site. This will include ensuring a sufficient soil depth is provided and selecting the correct substrate and vegetation. The design of green walls should ensure sufficient irrigation for plants without the need for excessive energy consumption for pumping water.
- 22.10 Green and brown roofs can be easily incorporated into a flat roof and, where carefully designed, on a pitched roof. Therefore, it is important that the inclusion of a green or brown roof is considered at the initial design stage. In historic areas where a specific roof form dominates, it may be possible to incorporate a green or brown roof at the rear of buildings where they would not be visible from the street. Further details on our expectation for green and brown roofs and green walls can be found in our Camden Planning Guidance supplementary document.

### Sustainable design and construction assessment tools

- 22.11 The government has set environmental targets for all new build dwellings, in *Building a Greener Future: Towards Zero Carbon*, and produced the Code for Sustainable Homes as the tool to assess these targets. BREEAM (Building Research Establishment Environmental Assessment Method) and EcoHomes assessments, which apply to non-residential developments and residential development arising from conversions and changes of use respectively, are other tools which enable us to assess the environmental sustainability of a development.
- 22.12 These assessment tools contain several categories (such as Energy, Water, Materials, Waste, Surface Water, Management, Transport, Land use, Ecology, Health and Well-being, and Pollution). Each category contains credits that can be obtained by implementing a sustainable design or construction measure. All the credits obtained are weighted and added together to achieve the overall score, which relates to a rating of either Pass, Good, Very Good, Excellent or Outstanding.
- 22.13 For developments in Camden it is generally easy to obtain the transport credits in BREEAM and EcoHomes assessments as the borough is well served by public transport and services. The credits in the management category are also reasonably easy to obtain. Therefore, in recent years we have been successfully applying sub-targets, which we developed in consultation with the Building Research Establishment in 2006, within the assessment categories of Energy, Water and Materials. The securing of the credits in these categories is considered to have the greatest environmental benefits. These sub-targets ensure that developments have fully addressed the main issues of sustainable design and construction and climate change relevant to the borough. They can be found in our Camden Planning Guidance supplementary document. The Council will also expect developments to achieve any higher energy/carbon reduction, water and environmental sustainability targets set by the government in the future.
- 22.14 We have been successfully applying a minimum standard of Level 3 for the Code for Sustainable Homes and Very Good for EcoHomes for residential developments of 5 dwellings or more in the borough. As Camden receives some applications for particularly large dwellings with a relatively higher energy and water use, we will apply this approach to developments of 500sqm or more of residential floorspace. For new build housing we will continue to require developments to achieve Level 3 of Code for Sustainable Homes and encourage improvements in environmental sustainability performance in line with the government's timetable towards zero carbon housing. For EcoHomes assessments (for dwellings resulting from conversions and changes of use) we will continue to expect the existing target of Very Good. The government is consulting on ways to improve energy use in existing buildings and, therefore, we will encourage homes resulting from conversions and changes of use to meet a higher EcoHomes target in 2013, in line with the next stage of the government's timetable towards zero carbon for new housing. Works to listed buildings and development within conservation areas should also consider the policies set out in Core Strategy policy CS14 – *Securing high quality design* and DP25 – *Conserving Camden's heritage*.



22.15 We will also apply the 500sqm threshold to non-residential developments to ensure all developments of the same size make a minimum contribution to environmental sustainability. If feasible at the time, we will expect non-residential development to achieve a BREEAM rating of 'excellent' from 2016 so that such schemes make an increasing contribution to environmental sustainability, in line with that expected from housing development.

22.16 BREEAM and EcoHomes assessments and the Code for Sustainable Homes provide a good overall guide to the environmental sustainability of a development. However, the largest group of credits in the Energy category of these assessments do not consider the energy efficiency of the initial design. To ensure that developments firstly incorporate energy efficient design, we will require schemes to adopt appropriate energy efficiency principles as highlighted in paragraph 22.7 above. An example of energy efficiency principles are the Passivhaus standards. PassivHaus includes:

- very good levels of insulation with minimal thermal bridges;
- good utilisation of solar and internal heat gains;
- an excellent level of air tightness; and
- good indoor air quality, provided by a whole house mechanical ventilation system with highly efficient heat recovery.

The Council will strongly encourage schemes to meet Passivhaus standards. Further details on energy efficient design and principles and PassivHaus are set out in our Camden Planning Guidance supplementary document.

## Designing to adapt to climate change

22.17 It is predicted that in the future we will experience warmer and wetter winters and hotter and drier summers. These changes could lead to more intense rainfall and local flooding; subsidence due to increased shrinking and expanding of Camden's clay base; poorer air quality; a hotter micro-climate; and increased summer electricity use due to increased demand for cooling. Alongside the measures to reduce the effects of climate change set out above, we will require developments to incorporate appropriate measures to enable occupants to adapt and cope with climatic changes. Measures include:

- natural ventilation;
- summer shading;
- planting trees and vegetation;
- openable windows;
- the provision of external space; and
- the inclusion of pervious surfaces to enable water to infiltrate the ground to reduce clay shrinking and flooding.





- 22.18 The Council will discourage the use of air conditioning and excessive plant equipment. In addition to increasing the demand for energy, air conditioning and plant equipment expel heat from a building making the local climate (microclimate) hotter. Where the use of this equipment is considered acceptable by the Council, for example where sterile internal air is required, we will expect development to make a contribution towards cooling the local environment. This could be through the provision of green or brown roofs, green walls and the planting of trees and vegetation, on or off-site. For further details on the methods that can be incorporated within a development to enable it and its occupants to adapt to climate change and on green and brown roofs and green walls, please refer to our Camden Planning Guidance supplementary document. For further details on how to consider microclimate see policy DP26 – *Managing the impact of development on occupiers and neighbours* and Camden Planning Guidance.
- 22.19 Our expectations on designing for water efficiency and addressing extreme rainfall can be found in policy DP23 – *Water*. Policy DP27 – *Basements and lightwells* sets out our expectations for basement development. Our approach to improving Camden’s air quality is set out in policy DP26 – *Air quality and Camden’s Clear Zone* and Core Strategy policy CS16 – *Improving Camden’s health and well-being*. Please see policy DP24 – *Securing high quality design* for further details on other aspects of design.

#### Key evidence and references

- Towards a Sustainable Camden. Camden’ Environmental Sustainability Delivery Plan 2008-2012
- Camden Sustainability Task Force Report on Energy and Energy Efficiency; 2007
- Planning Policy Statement: Planning and Climate Change – Supplement to Planning Policy Statement 1; Communities and Local Government; 2007
- Building A Greener Future; Communities and Local Government; 2006
- Sustainable Design and Construction – Supplementary Planning Guidance; Mayor of London; 2006
- Building A Brighter Future. A Guide to Low Carbon Building Design; Carbon Trust; 2005
- Building Research Establishment Environmental Assessment Method (BREEAM); Building Research Establishment; 2006 and 2008
- Strategy for Sustainable Construction; BERR; 2008
- Definition of Zero Carbon Homes and Non-domestic Buildings Consultation; CLG; 2008
- Heat and energy saving strategy Consultation; Department of Communities and Local Government & Department of Energy and Climate Change; 2009

# Improving and protecting our environment and quality of life

## DP24. Securing high quality design

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

### DP POLICY

#### DP24 – Securing high quality design

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

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



## Promoting good design

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



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

## Respecting local character

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

## Detailing and materials

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

## Contributing to the street frontage

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

## Incorporating building services equipment

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

## Responding to natural features

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





## Incorporating Landscaping

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

## Providing amenity space

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

## Accessibility

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

### Key evidence and references

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

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

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

### DP POLICY

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

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

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

We will also require developments to provide:

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

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

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

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



## Artificial lighting levels

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

## Noise and vibration

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

## Odours, fumes and dust

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





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

## Microclimate

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

## Attenuation measures and Construction Management Plans

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

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

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

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

## Standards of accommodation

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

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

### Key evidence and references

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

## DP28. Noise and vibration

- 28.1 Noise and vibration can have a major effect on amenity and health and therefore quality of life. Camden's high density and mixed-use nature means that disturbance from noise and vibration is a particularly important issue in the borough. Camden's Core Strategy recognises the importance of this issue for Camden's residents and policy DP28 contributes to implementing a number of Core Strategy policies, including CS5 – *Managing the impact of growth and development*, CS9 – *Achieving a successful Central London*, CS11 – *Promoting sustainable and efficient travel* and CS16 – *Improving Camden's health and well-being*.

### DP POLICY

#### DP28 – Noise and vibration

The Council will seek to ensure that noise and vibration is controlled and managed and will not grant planning permission for:

- a) development likely to generate noise pollution; or
- b) development sensitive to noise in locations with noise pollution, unless appropriate attenuation measures are provided.

Development that exceeds Camden's Noise and Vibration Thresholds will not be permitted.

The Council will only grant permission for plant or machinery if it can be operated without cause harm to amenity and does not exceed our noise thresholds.

The Council will seek to minimise the impact on local amenity from the demolition and construction phases of development. Where these phases are likely to cause harm, conditions and planning obligations may be used to minimise the impact.

- 28.2 The effect of noise and vibration can be minimised by separating uses sensitive to noise from development that generates noise and by taking measures to reduce any impact. Noise sensitive development includes housing, schools and hospitals as well as offices, workshops and open spaces, while noise is generated by rail, road and air traffic, industry, entertainment (e.g. nightclubs, restaurants and bars) and other uses.
- 28.3 The Council will only grant planning permission for development sensitive to noise in locations that experience noise pollution, and for development likely to generate noise pollution, if appropriate attenuation measures are taken, such as double-glazing. Planning permission will not be granted for development sensitive to noise in locations that have unacceptable levels of noise. Where uses sensitive to noise are proposed close to an existing source of noise or when development that generates noise is proposed, the Council will require an acoustic report to ensure compliance with PPG24: *Planning and noise*. A condition will be imposed to require that the plant and equipment which may be a source of noise pollution is kept working efficiently and within the required noise limits and time restrictions. Conditions may also be imposed to ensure that attenuation measures are kept in place and effective throughout the life of the development.
- 28.4 In assessing applications, we will have regard to the Noise and Vibration Thresholds, set out below. These represent an interpretation of the standards in PPG24 and include an evening period in addition to the day and night standards contained in the PPG, which provide a greater degree of control over noise and vibration during a period when noise is often an issue in the borough.

**Table A: Noise levels on residential sites adjoining railways and roads at which planning permission will not be granted**

| Noise description and location of measurement   | Period  | Time      | Sites adjoining railways | Sites adjoining roads |
|---|---------|-----------|--------------------------|-----------------------|
| Noise at 1 metre external to a sensitive façade | Day     | 0700-1900 | 74 dB $L_{Aeq}$ 12h      | 72 dB $L_{Aeq}$ 12h   |
| Noise at 1 metre external to a sensitive façade | Evening | 1900-2300 | 74 dB $L_{Aeq}$ 4h       | 72 dB $L_{Aeq}$ 4h    |
| Noise at 1 metre external to a sensitive façade | Night   | 2300-0700 | 66 dB $L_{Aeq}$ 8h       | 66 dB $L_{Aeq}$ 8h    |

**Table B: Noise levels on residential streets adjoining railways and roads at and above which attenuation measures will be required**

| Noise description and location of measurement   | Period  | Time      | Sites adjoining railways                | Sites adjoining roads                   |
|---|---------|-----------|---|---|
| Noise at 1 metre external to a sensitive façade | Day     | 0700-1900 | 65 dB $L_{Aeq}$ 12h                     | 62 dB $L_{Aeq}$ 12h                     |
| Noise at 1 metre external to a sensitive façade | Evening | 1900-2300 | 60 dB $L_{Aeq}$ 4h                      | 57 dB $L_{Aeq}$ 4h                      |
| Noise at 1 metre external to a sensitive façade | Night   | 2300-0700 | 55 dB $L_{Aeq}$ 1h                      | 52 dB $L_{Aeq}$ 1h                      |
| Individual noise events several times an hour   | Night   | 2300-0700 | >82 dB $L_{Amax}$<br>(S time weighting) | >82 dB $L_{AMAX}$<br>(S time weighting) |

**Table C: Vibration levels on residential sites adjoining railways and roads at which planning permission will not be granted**

| Vibration description and location of measurement                    | Period                 | Time      | Vibration levels                   |
|--|------------------------|-----------|------------------------------------|
| Vibration inside critical areas such as a hospital operating theatre | Day, evening and night | 0000-2400 | 0.1 VDV ms <sup>-1.75</sup>        |
| Vibration inside dwellings   | Day and evening        | 0700-2300 | 0.2 to 0.4 VDV ms <sup>-1.75</sup> |
| Vibration inside dwellings   | Night                  | 2300-0700 | 0.13 VDV ms <sup>-1.75</sup>       |
| Vibration inside offices   | Day, evening and night | 0000-2400 | 0.4 VDV ms <sup>-1.75</sup>        |
| Vibration inside workshops   | Day, evening and night | 0000-2400 | 0.8 VDV ms <sup>-1.75</sup>        |

Where dwellings may be affected by ground-borne regenerated noise internally from, for example, railways or underground trains within tunnels, noise levels within the rooms should not be greater than 35dB(A)<sub>max</sub>

**Table D: Noise levels from places of entertainment on adjoining residential sites at which planning permission will not be granted**

| Noise description and measurement location  | Period          | Time      | Sites adjoining places of entertainment   |
|---|-----------------|-----------|---|
| Noise at 1 metre external to a sensitive façade   | Day and evening | 0700-2300 | $L_{Aeq}$ 5m shall not increase by more than 5dB*   |
| Noise at 1 metre external to a sensitive façade   | Night           | 2300-0700 | $L_{Aeq}$ 5m shall not increase by more than 3dB*   |
| Noise inside any living room of any noise sensitive premises, with the windows open or closed | Night           | 2300-0700 | $L_{Aeq}$ 5m (in the 63Hz Octave band measured using the 'fast' time constant) should show no increase in dB* |

\* As compared to the same measure, from the same position, and over a comparable period, with no entertainment taking place

**Table E: Noise levels from plant and machinery at which planning permission will not be granted**

| Noise description and location of measurement  | Period                 | Time      | Noise level    |
|--|------------------------|-----------|----------------|
| Noise at 1 metre external to a sensitive façade  | Day, evening and night | 0000-2400 | 5dB(A) <LA90   |
| Noise that has a distinguishable discrete continuous note (whine, hiss, screech, hum) at 1 metre external to a sensitive façade. | Day, evening and night | 0000-2400 | 10dB(A) <LA90  |
| Noise that has distinct impulses (bangs, clicks, clatters, thumps) at 1 metre external to a sensitive façade.                    | Day, evening and night | 0000-2400 | 10dB(A) <LA90  |
| Noise at 1 metre external to sensitive façade where LA90>60dB  | Day, evening and night | 0000-2400 | 55dBL $_{Aeq}$ |

#### Key evidence and references

- Camden's Noise Strategy, 2002
- The London Plan (Consolidated with Alterations since 2004), 2008
- Planning Policy Guidance 24: Planning and noise

## DP29. Improving access

- 29.1 Part of achieving the Community Strategy vision of making Camden a borough of opportunity is making sure everyone has access to important facilities, such as housing, jobs, educational opportunities and community facilities. Good access benefits everyone. However, many people are disadvantaged by poor access to facilities and buildings and vulnerable and disadvantaged groups, such as the elderly and disabled people, can be particularly affected. Poor access can also be caused by difficulties in using the facilities themselves.
- 29.2 Policy DP29 contributes to the implementation of Core Strategy policy CS14 – *Promoting high quality places and conserving our heritage* which seeks the highest standards of access in all buildings and places. It also helps to deliver elements of policies CS1 – *Distribution of growth*, CS5 – *Managing the impact of growth and development* and CS11 – *Promoting sustainable and efficient travel*.

### DP POLICY

#### DP29 – Improving access

The Council will seek to promote fair access and remove the barriers that prevent people from accessing facilities and opportunities. We will:

- a) expect all buildings and places meet the highest practicable standards of access and inclusion;
- b) require buildings and spaces that the public may use to be designed to be as accessible as possible;
- c) expect facilities to be located in the most accessible parts of the borough;
- d) expect spaces between buildings to be fully accessible;
- e) encourage accessible public transport;
- f) secure car parking for disabled people; and
- g) secure accessible homes.

- 29.3 Many people experience difficulties in using buildings and spaces as their access needs are ignored or considered too late in the development process to ensure the removal of barriers that can exclude or segregate. We will seek to make sure that any expansion of activities that are likely to lead to a significant increase in travel demand are located in the parts of the borough that can be most easily reached by walking, cycling and public transport.
- 29.4 The Council will require new buildings and spaces that the public may use to be fully accessible to promote equality of opportunity. As accessibility is influenced by perceptions as well as physical factors, buildings should also be designed to appear, as well as be, accessible. We will require a Design and Access Statement for new developments of public buildings and spaces to show how the principles of inclusive design, including the specific needs of disabled people, have been integrated into the proposed development, and how inclusion will be maintained and managed.
- 29.5 The Council will balance the needs of people with mobility difficulties with the interests of conservation and preservation. We will seek sensitive design solutions to achieve access for all to, and within, listed buildings that require public access. Policy DP25 – *Conserving Camden’s heritage* sets out our detailed approach to development affecting listed buildings.



- 29.6 Making sure that people can move through streets and places, easily and safely is as important as making the buildings themselves accessible. The Council will seek improvements for pedestrians and people with disabilities to ensure good quality access and circulation arrangements, including improvements to existing routes and footways. The Camden Streetscape Design Manual and our Camden Planning Guidance supplementary document provide further more detailed guidance on this issue.
- 29.7 The Council aims to increase the attractiveness of public transport by creating networks which make people feel safe, link to all parts of the borough and enable use by people with mobility difficulties. The provision of public transport allows independence in travel choices and is vital to those without access to, or without the means to use, a car. We are committed to a number of public transport improvement schemes to increase public transport capacity and to improve accessibility throughout the borough. The Core Strategy gives further detail on the key transport infrastructure proposals that are being promoted in Camden, in particular in policies CS2 – *Growth areas* and CS11 – *Promoting sustainable and efficient travel* and Core Strategy Appendix 1 – *Key Infrastructure Programmes and Projects*.
- 29.8 While the Council encourages public transport and car-free schemes, in line with sustainable development objectives, we recognise that some disabled people rely on private motorised transport. We will therefore require relevant planning applications to demonstrate how the needs of disabled drivers have been addressed. We will also welcome disabled parking and drop-off facilities which are integrated with public transport facilities.
- 29.9 The Council believes that new housing should allow less mobile residents to live as independently as possible. Accessible homes give them greater choice about where to live and mean people are less likely to need to move when they become less mobile. The Council will therefore seek to secure ‘lifetime homes’, which are designed to meet the differing requirements created by changing life circumstances, and housing accessible to wheelchair users. Detail on the Council’s approach to lifetime homes and wheelchair housing is set out in policy DP6 – *Lifetime homes and wheelchair homes*.

#### Key evidence and references

- The London Plan (consolidated with changes since 2004); Mayor of London; 2008
- Camden Streetscape Design Manual
- Easy Access to Historic Buildings, English Heritage, 2004