

### 3 Heritage

#### KEY MESSAGES

Camden has a rich architectural heritage and we have a responsibility to preserve, and where possible, enhance these areas and buildings.

- We will only permit development within conservation areas that preserves and enhances the character and appearance of the area
- Our conservation area statements, appraisals and management plans contain more information on all the conservation areas
- Most works to alter a listed building are likely to require listed building consent
- Historic buildings can and should address sustainability

- 3.1 This section provides guidance on our identified heritage assets (which include conservation areas, listed buildings and registered parks and gardens), including what they are and the implications of their status and designation. This section also sets out details on how historic buildings can address sustainability.
- 3.2 This section sets out further guidance on how we will apply Core Strategy Policy CS14 Promoting high quality places and conserving our heritage and Development Policy DP25 Conserving Camden's Heritage.

#### When does this apply?

- 3.3 This guidance applies to all applications which may affect any element of the historic environment and therefore may require planning permission, or conservation area or listed building consent.



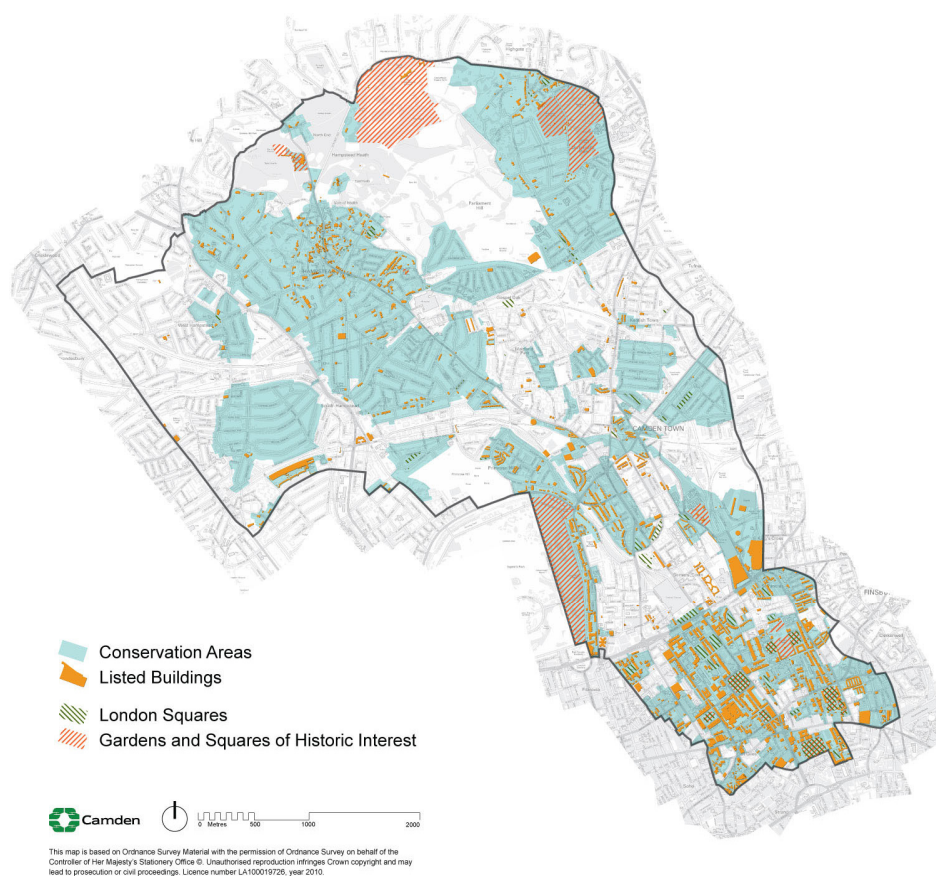
#### Conservation Areas

##### What is a conservation area?

- 3.4 A conservation area is defined in the Planning (Listed Buildings and Conservation Areas) Act 1990 as an area of special architectural or

historic interest, the character or appearance of which it is desirable to preserve and, where possible, enhance. PPS5 identifies conservation areas as “heritage assets” and requires that proposals in conservation areas are assessed for their impacts on their historic significance. There are 39 conservation areas in Camden, which vary greatly in appearance, size, character and style and these are identified on the LDF Proposals Map.

**Figure 1. Conservation Areas**



- 3.5 Conservation area designation is a way to recognise the importance of the quality of an area as a whole, as well as giving some protection to individual buildings within it. Conservation areas are not designated to stop all future development or change but to ensure that change is managed to conserve the historic significance of the area as a whole.
- 3.6 Conservation area designation is shown on the proposals map and further information on heritage is available on the 'Conservation and Design' section of the Council's website [www.camden.gov.uk](http://www.camden.gov.uk) and on English Heritage's website [www.english-heritage.org.uk](http://www.english-heritage.org.uk).

**Effects of conservation area status**

- 3.7 We will only permit development within conservation areas, and development affecting the setting of conservation areas, that preserves and enhances the character and appearance of the area (see Planning Policy Statement 5 (PPS5), policy HE8).
- 3.8 The Council has greater control over building work in conservation areas, including demolition, materials and detailed design. Planning permission may be required for alterations or extensions that would not normally need planning permission elsewhere, such as minor roof alterations, dormer windows, renewable energy installations or installation of a satellite dish.

**Renewable energy technology**

Renewable energy technologies generate energy from natural resources such as sunlight, wind, rain and heat in the ground, which are naturally replenished.

**Demolition in conservation areas**

- 3.9 Conservation Area Consent is required to demolish or substantially demolish a building over 115 cubic metres or a structure such as a wall over 1 metre high that adjoins a highway, or more than 2 metres high elsewhere. When determining your application we will follow the guidance in PPS5, Core Strategy policy CS14 and Development Policy DP24 as well as that in our conservation area statements, appraisals and management plans (see below). It is an offence to totally or substantially demolish a building or structure in a conservation area without first getting consent from us and we would not normally allow their demolition without substantial justification, in accordance with criteria set out in government guidance PPS5 – Planning for the Historic Environment.

**Trees**

- 3.10 Planning legislation makes special provision for trees in conservation areas. Prior to pruning or felling a tree in a conservation area you must provide the Council six weeks notice in writing. All trees that contribute to the character and appearance of a conservation area should be retained and protected. For further information on trees, please see Landscape Design and Trees chapter in this CPG.



### **Article 4 directions**

- 3.11 A range of minor changes can be made to buildings without the need to apply for planning permission as these have a general permission through planning legislation. These changes are known as permitted development. However, the character of a conservation area depends on the presence of specific original details and where these are lost the historic interest and attractive character of the area deteriorates.
- 3.12 In these situations we can issue an Article 4 direction through Article 4 of the Town and Country Planning (General Permitted Development) Order 1995 (as amended). This removes permitted development rights and means a planning application has to be made for minor works that usually do not need one.
- 3.13 Further information on Article 4 directions, including where they apply in Camden is available on the 'Advice and help with planning applications' section of the Council's website [www.camden.gov.uk](http://www.camden.gov.uk) and English Heritage has published Guidance on making Article 4 Directions, available at [www.english-heritage.org.uk/publications/guidance-on-making-article-4-directions/](http://www.english-heritage.org.uk/publications/guidance-on-making-article-4-directions/)

### **Conservation area statements, appraisals and management plans**

- 3.14 We have published a series of conservation area statements, appraisals and management plans that set out our approach to preserving and enhancing the historic significance of each individual conservation area. Many of these conservation area statements are available for download on our website.
- 3.15 Conservation area statements, appraisals and management plans help guide the design of development in conservation areas and we take these into account when assessing planning applications.
- 3.16 Each conservation area statement, appraisal or management plan contains the following:
- A summary of the location and the historical development of an area;
  - A description of its character;



- An outline of the key issues and development pressures that are currently of concern;
- The key policy framework for that particular conservation area, and specific guidance for it;
- An identification of heritage assets and elements of the wider historic environment which give an area its historic significance; and
- An identification of sites and features that have a negative impact on the conservation area, or where an opportunity exists for enhancement of the area by redevelopment of a building or site.



## Listed Buildings

### What is a listed building?

- 3.17 A listed building is defined in the Planning (Listed Buildings and Conservation Areas) Act 1990 as a structure or building of special architectural or historic interest. These are included on the Statutory List of Buildings of Architectural or Historic Interest managed by English Heritage. Listed buildings are identified as heritage assets within the LDF and the Council is required to assess the impact that proposals to a listed building, or within their setting, may have on the historic significance of the building.
- 3.18 Listed buildings are graded according to their relative importance as either Grade I, Grade II\* or Grade II. Grades I and II\* are considered of outstanding architectural or historic interest and are of particularly great importance to the nation's heritage. The majority of listed buildings (about 94% nationally) are Grade II. However, the statutory controls on alterations apply equally to all listed buildings irrespective of their grade and cover the interior as well as the exterior and any object or structure fixed to or within their curtilage.

**Listing description**

The listing description contains details of a listed building's address, history, appearance and significance. These help to identify what it is about the building that gives it its special historic interest.

- 3.19 Further information on listed buildings in Camden is available on our website [www.camden.gov.uk](http://www.camden.gov.uk)

**How can I alter a listed building?**

- 3.20 Most works to alter a listed building are likely to require listed building consent and this is assessed on a case by case basis, taking into account the individual features of a building, its historic significance and the cumulative impact of small alterations. The listing description is not intended to be exhaustive and the absence of any particular feature in the description does not imply that it is not of significance, or that it can be removed or altered without consent. Listed status also extends to any object or structure fixed to the listed building, and any object or structure within its curtilage which forms part of the land. You should contact the Council at the earliest opportunity to discuss proposals and to establish whether listed building consent is required.
- 3.21 Some 'like for like' repairs and maintenance do not require listed building consent. However, where these would involve the removal of historic materials or architectural features, or would have an impact on the special architectural or historic interest of the building, consent will be required. If in doubt applicants should contact the Council for advice.
- 3.22 In assessing applications for listed building consent we have a statutory requirement to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. We will consider the impact of proposals on the historic significance of the building, including its features, such as:
- original and historic materials and architectural features;
  - original layout of rooms;
  - structural integrity; and
  - character and appearance.
- 3.23 We will expect original or historic features to be retained and repairs to be in matching material. Proposals should seek to respond to the special historic and architectural constraints of the listed building, rather than significantly change them.
- 3.24 Applications for listed building consent should be fully justified and should demonstrate how proposals would affect the significance of a listed building and why the works or changes are desirable or necessary. In addition to listed building consent, some proposals may also require planning permission. These applications should be submitted together and will be assessed concurrently.

- 3.25 It is a criminal offence to undertake unauthorised works to a listed building, even if you are not aware the building is listed, and could result in prosecution and fine or imprisonment (or both).
- 3.26 Some works that are required in order to comply with the Building Regulations (e.g. inclusive access, energy efficiency) may have an impact on the historic significance of a listed building and will require listed building consent.

### **Inclusive access to listed buildings**

- 3.27 It is important that everyone should have dignified and easy access to and within historic buildings, regardless of their level of mobility. With sensitive design, listed buildings can be made more accessible, while still preserving and enhancing the character of the building.
- 3.28 Further guidance is available in CPG4 Protecting and improving quality of life (Access for all chapter) and in the English Heritage publication “Easy Access to Historic Buildings” [www.english-heritage.org.uk](http://www.english-heritage.org.uk)



### **How can historic buildings address sustainability?**

- 3.29 We recognise the role that the historic environment can play in reducing the impact of climate change. For example, reusing existing buildings could avoid the material and energy cost of new development. There are many ways to improve the efficiency and environmental impact of historic buildings, for example improving insulation, draught-proofing and integrating new energy-saving and renewable-energy technologies. We will seek to balance achieving higher environmental standards with protecting Camden's unique built environment (in accordance with LDF Core Strategy policies CS13 Tackling climate change through promoting higher environmental standards and CS14 Promoting high quality places and conserving our heritage) and PPS5 policy HE.1.

- 3.30 More detailed guidance on how to modify buildings without compromising their significance is contained within CPG3 Sustainability (Energy efficiency: new buildings, Energy efficiency: existing buildings, Renewable energy, Climate change adaptation, Water efficiency, Flooding and Sustainable use of materials). For further information see the links at the end of this chapter.

### **Planning obligations relating to heritage assets**

- 3.31 Many of the potential impacts of development on historic buildings and in archaeological priority and conservation areas can be covered through design and by conditions on the planning permission, for example the need to carry out surveys or the storage and restoration of artefacts. Some objectives for building and area conservation or archaeology are unlikely to be satisfactorily controlled by a condition or in such cases and where impacts are off-site, or involve a particularly sensitive or complex programme of works, involving phasing, the Council may require implementation of these measures through a Section 106 Agreement.



### Further information

Planning Policy Statement 5 (PPS5)	<p>The Government's national policies on the historic environment are set out in:</p> <ul style="list-style-type: none"> <li>Planning Policy Statement (PPS) 5 Planning for the historic environment – CLG, 2010</li> </ul> <p>If you want guidance implement this national policy, it is provided in:</p> <ul style="list-style-type: none"> <li>PPS5, Planning for the Historic Environment, The Government's Statement on the Historic Environment for England, and The Historic Environment Planning Practice Guide</li> </ul>
English Heritage	<p><a href="http://www.englishheritage.org.uk">www.englishheritage.org.uk</a></p> <p>Guidance on heritage assets:</p> <ul style="list-style-type: none"> <li>Guidance on Conservation Area Appraisals, 2006 – English Heritage;</li> <li>Guidance on Management of Conservation Areas, 2006 – English Heritage;</li> <li>Climate Change and the Historic Environment (2008); and</li> <li>Heritage at Risk Register - English Heritage <a href="http://risk.english-heritage.org.uk/2010.aspx">http://risk.english-heritage.org.uk/2010.aspx</a></li> </ul> <p>Guidance on sustainability measures in heritage buildings:</p> <ul style="list-style-type: none"> <li>Energy Conservation in Traditional Buildings</li> <li>Climate Change and the Historic Environment</li> </ul> <p>There is also an online resource dedicated to climate change and the historic environment, available at:</p> <ul style="list-style-type: none"> <li><a href="http://www.englishheritage.org.uk/climatechangeandyourhome">www.englishheritage.org.uk/climatechangeandyourhome</a></li> </ul>
Energy Saving Trust	<a href="http://www.est.org.uk">www.est.org.uk</a>



Camden Planning Guidance

# Housing

London Borough of Camden

CPG **2**



May 2016 (as amended March 2018)





# CPG2    Housing

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# 1 Introduction

## What is Camden Planning Guidance?

- 1.1 We have updated this Camden Planning Guidance (CPG) to support the policies in the Camden Local Plan 2017. This guidance forms a Supplementary Planning Document (SPD) which is an additional “material consideration” in planning decisions.
- 1.2 The Council formally adopted CPG2 Housing on 6 April 2011 following statutory consultation. The Camden Planning Guidance documents (CPG1 to CPG8) replace Camden Planning Guidance 2006.
- 1.3 CPG2 Housing has been subject to four updates:
  - 4 September 2013 following statutory consultation in November to December 2012;
  - 17 July 2015 following statutory consultation in March to April 2015;
  - 6 May 2016 following statutory consultation in February to April 2016 (the updated document is referred to as Housing CPG 2016); and
  - 26 March 2018 following statutory consultation in November 2017 to January 2018.

Details on these updates and the consultation process are available at [camden.gov.uk/cpg](http://camden.gov.uk/cpg).
- 1.4 The final update followed the adoption of the Camden Local Plan in 3 July 2017. This update deleted some parts of the Housing CPG 2016, and replaced them with a standalone document 'Interim Housing CPG'. The Interim Housing CPG will be incorporated into a new set of Camden Planning Guidance documents as part of a wider review expected to take place in 2018.
- 1.5 We have added notes throughout this document to indicate paragraphs that have been deleted or replaced by the Interim Housing CPG.
- 1.6 The Interim Housing CPG has been produced because:
  - there are a number of policy changes emerging at regional and national level that would quickly have overtaken and superseded a full review of CPG2 if it had taken place in autumn 2017;
  - emerging policy changes include the Government's revised National Planning Policy Framework – including new affordable housing definitions; but
  - some elements of CPG2 needed to be replaced quickly to guide implementation of new policies in the Camden Local Plan 2017 that are substantially different from earlier policies.
- 1.7 The updated elements of the guidance are consistent with the Camden Local Plan 2017. The Camden Local Plan 2017 has greater statutory weight than Housing CPG 2016, and where there is any apparent

conflict between Housing CPG 2016 and the Local Plan, the Local Plan will prevail.

- 1.8 The Camden Planning Guidance covers a range of topics (such as design, sustainability, amenity and planning obligations) and so all of the sections should be read in conjunction, and within the context of the Camden Local Plan 2017.



## **What does this guidance cover?**

- 1.9 This guidance provides information on all types of housing development within the borough. It provides specific guidance on:
- Affordable housing and housing in mixed use development – see also the standalone Interim Housing CPG (information on the split between the documents is provided in paragraph 1.11 of this guidance)
  - Student housing
  - Development involving net loss of homes
- 1.10 The Interim Housing CPG provides specific guidance on:
- other aspects of Affordable housing and housing in mixed use development (information on the split between the documents is provided in paragraph 1.11 of this guidance)
  - Residential development standards (including accessibility)
- 1.11 The guidance on “Affordable housing and housing in mixed use development” is divided into a number of subsections. Each subsection deals with a different question relating the requirements of Policies H2 and H4 of the Camden Local Plan 2017. They are split between this document and the standalone Interim Housing CPG as follows:
- what is affordable housing? - see the Interim Housing CPG
  - which developments should include self-contained housing as part of a mix of uses? – see the Interim Housing CPG
  - which developments should contribute to affordable housing? – see the Interim Housing CPG
  - how should affordable housing be provided? – see the interim guidance
  - how much affordable housing do we expect? – see the Interim Housing CPG
  - how much housing and affordable housing do we expect as part of a mix of uses – see the Interim Housing CPG
  - what types of affordable housing do we expect? – see the Interim Housing CPG
  - how will the Council consider financial viability? – included in this document except for the subsection 'Transparency and confidential viability information', which is in the Interim Housing CPG
  - can the market housing and affordable housing be provided off-site? – included in this document except for the subsections related to 'Payments in Lieu', which are in the Interim Housing CPG
- 1.12 Taken together, this document and the Interim Housing CPG highlight the Council's requirements and guidelines which support the Camden Local Plan 2017 policies:

- G1 – Delivery and location of growth
- H1 - Maximising housing supply
- H2 - Maximising the supply of self-contained housing from mixed use schemes
- H3 - Protecting existing homes
- H4 - Maximising the supply of affordable housing
- H5 - Protecting and improving affordable housing
- H6 – Housing choice and mix
- H7 - Large and small homes
- H8 - Housing for older people, homeless people and vulnerable people
- H9- Student housing
- H10 - Housing with shared facilities
- A1 - Managing the impact of development
- D1 - Design

## 2 Affordable housing and housing in mixed use development

*This sub-section (Key Messages and paragraphs 2.1 to 2.5) has been replaced by Interim Housing CPG (Key Messages and paragraphs IH2.1 to IH2.5).*

### **When does this guidance apply?**

*This sub-section (paragraphs 2.6 to 2.11) has been replaced by Interim Housing CPG (paragraphs IH2.6 to IH2.8).*

### **What is affordable housing?**

*This sub-section (paragraphs 2.12 to 2.21) has been replaced by Interim Housing CPG (paragraphs IH2.9 to IH2.17).*

### **Which developments should contribute to affordable housing?**

*This sub-section (paragraphs 2.22 to 2.31) has been replaced by Interim Housing CPG (paragraphs IH2.23 to 2.33).*

### **How much affordable housing do we expect?**

*This sub-section (paragraphs 2.32 to 2.41) has been replaced by Interim Housing CPG (paragraphs IH2.37 to IH2.54).*

### **What types of affordable housing do we expect?**

*This sub-section (paragraphs 2.42 to 2.59) has been replaced by Interim Housing CPG (paragraphs IH2.70 to IH2.89).*

### **How is affordable housing funded?**

*This sub-section of CPG2 (paragraphs 2.60 to 2.64) has been deleted. A new section in Interim Housing CPG sets out how affordable housing should be provided (paragraphs IH2.34 to IH2.36).*

## How will the Council consider financial viability?

### Policy background to financial viability appraisal

- 2.65 Our Core Strategy and Development Policies outline a number of Council aims and commitments relating to housing and mixed-use development that provide a framework for considering financial viability:
- housing is the priority land-use of the Local Development Framework
  - we will seek to **maximise the supply of additional housing**, and
  - we will seek the **maximum reasonable amount of affordable housing** on each site, taking into account specific circumstances including the financial viability of the development
  - to maximise overall housing supply, we will implement policies flexibly in response to economic uncertainty
  - to ensure that housing development is viable, we may consider varying the proportion and/ or type of market and affordable housing in a development, or consider off-site solutions where necessary (see the sub-section '**Can the affordable housing be provided off-site?**')
- 2.66 Where a development provides an addition of 200 sq m or more (gross) of non-residential floorspace in the Central London Area or the larger town centres, applicants will need to demonstrate that the development is providing an appropriate contribution to the supply of housing. Where a development has capacity for 10 or more additional dwellings, applicants will need to demonstrate that the development is providing the maximum reasonable amount of affordable housing. In most cases, the applicant will be required to submit a financial viability appraisal to justify the proportions of housing and affordable housing proposed. Where viability will be a key factor influencing the content of development and the extent of planning obligations the Council strongly encourages discussion of viability at the pre-application stage – see paragraphs 2.71 to 2.74 below.
- 2.67 There is a limited amount of government guidance on how development viability should be considered in decision-taking, primarily paragraph 173 of the NPPF and National Planning Practice Guidance (NPPG) ID10 paragraphs 1 to 4 and 16 to 24. Paragraph 2 indicates that there is no single approach to viability assessment, and there is a range of sector led guidance available. The GLA has developed a methodology for financial viability appraisal in London in the form of an annually reviewed Development Control/ Development Appraisal Toolkit, and this is accompanied by detailed Guidance Notes. As well as providing information on the operation of the Toolkit, the Guidance Notes provide more general advice on viability appraisal, and will be used to inform the Council's approach.

### What is financial viability appraisal?

- 2.68 The NPPF advises that a viable development should provide competitive returns to a willing landowner and a willing developer. A financial viability



appraisal can be used to explore whether the NPPF test of viability is met by assessing the value of a development, subtracting an assessment of development costs and a competitive developer return, and establishing the remaining land value available to provide a return to the landowner.

- 2.69 A financial viability appraisal is a balance sheet for the development which enables all scheme costs and revenues to be taken fully into account. The Council expects viability appraisals to generate a 'residual land value'. The residual land value is the sum available to fund land purchase once all scheme revenues and costs have been taken into account, including provision of affordable housing, other planning obligations and the return to the developer but excluding any price already paid for land acquisition. Figure 4 sets out some of the typical inputs used in viability appraisal.
- 2.70 Schemes are considered to be viable where the residual land value (taking into account the provision of affordable housing and other planning obligations) matches or exceeds a benchmark land value for the site. The benchmark land value represents the competitive price at which a reasonable land owner would be willing to sell their land for development. This value will depend on the particular circumstances of the site (eg whether the land is vacant or occupied, the condition and marketability of any buildings) and the options available. The Council will seek to agree the benchmark value with the applicant, with the assistance of advice from any appointed independent verifier.

**Figure 4. Typical inputs to financial viability appraisal**

<b>Cost inputs</b>	<b>Revenue inputs</b>
demolition and build costs (supported by an elemental cost plan) professional fees marketing fees development finance costs land finance and holding costs (for the period covering land acquisition/ scheme preparation, planning application and development) planning obligations other than affordable housing developer's return (non-residential floorspace and market housing) contractor's return (affordable housing)	sales values payment by a housing association for transfer of affordable housing public subsidy for affordable housing (if not included above) capitalised rents and yield (for non-residential floorspace and any proposed private rented residential floorspace) capitalised ground rental income

#### **Before a viability appraisal is submitted**

- 2.71 We strongly advise applicants to discuss the general parameters of individual viability appraisals with us before they are prepared. Early discussions can ensure that the appraisal provides the evidence needed

to assess the application and help to avoid delays after the application is submitted. Discussions should include the scope of viability appraisal, appropriate measures of land value, and the value of affordable housing. Submission of a draft viability appraisal may be appropriate.

- 2.72 Discussions may include whether viability appraisal of the proposed development should be accompanied by viability appraisal of alternative options such as:
- a development that meets our full expectations for housing and affordable housing contributions but is not viable
  - a development that partly meets our expectations for housing and affordable housing contributions
  - development for an alternative use that is lawful (having regard to the most recent lawful use and any applicable development orders), or has a current planning consent or has been agreed in principle as a site allocation in an adopted local plan or development plan document
  - an alternative development falling below the relevant Development Policy thresholds (200 sq m in DP1 and 1,000 sq m in DP3)
  - a development above the thresholds that makes no contribution to housing or affordable housing
  - an off-site contribution to housing or affordable housing
- 2.73 At the pre-application stage developers are also strongly encouraged to discuss provision of affordable housing with Registered Providers and the Council's Housing Commissioning and Partnerships Team to inform discussion of likely rents, suitable intermediate housing models and capital values – see also paragraphs **Error! Reference source not found.** to **Error! Reference source not found.**.
- 2.74 As indicated in our Development Policies document, in certain circumstances the Council will expect applicants to fund an independent verification of the financial viability appraisal. Where independent verification is likely to be required we will seek to discuss this at the pre-application stage, and we will seek a commitment from prospective applicants to provide the necessary funding. Independent verification will be required where the proportion or mix of housing/ affordable housing sought falls considerably short of the contributions anticipated by our Development Policies document. This independent verification will either be:
- commissioned directly by the Council in negotiation with the applicant; or
  - commissioned by the applicant from an independent body subject the Council agreeing the body and the specifications in advance.

#### **What form should the viability appraisal take?**

- 2.75 Several viability appraisal models are available, and the Council does not insist that a particular model is used. However, the model must generate a residual land value on the basis of an agreed developer

return (reflecting project scale, risk and loan requirements - see paragraph CPG22.79), and must be capable of being fully interrogated by the Council and any appointed independent verifier. The Council encourages the use of standard viability software. Where a bespoke model is produced for a particular scheme, the Council will expect a fully working electronic copy to be made available so that assumptions can be tested and varied by the Council and any appointed independent verifier. The Council will respect any intellectual copyright existing in a bespoke viability appraisal model and seek to agree with the applicant any arrangements needed to ensure copyright is protected.

- 2.76 The GLA publishes an Affordable Housing Development Control Toolkit (also known as the Three Dragons Toolkit), and most financial viability appraisals submitted to the Council are prepared using the Toolkit. The GLA Toolkit was designed specifically to assist negotiations between planning officers and developers. The Toolkit is reviewed annually.

*Paragraphs 2.77 and 2.78 have been replaced by a new sub-section in Interim Housing CPG, "Transparency and confidential viability information", paragraphs IH2.90 to IH2.94.*

### **Inputs to financial viability appraisal**

- 2.79 Viability appraisal of development requires the input of a range of information including build costs, developer's return (profit) and sales values. We will expect the inputs to the viability appraisal to meet the following requirements:
- all inputs should be backed up by relevant evidence;
  - build costs should be backed up by BCIS data, quotations for building works, an elemental cost plan and detailed specification of the intended fit out, accompanied by any plans and drawings that have been used in formulation of the cost plan but do not otherwise form part of the planning application;
  - land finance and holding costs should generally relate to a period starting from when a proposed development scheme is prepared for pre-application discussion with the Council, and continuing until development has been completed – they should not generally include periods when the site has not been in the control of the applicant, periods when the site has been generating a net revenue for the applicant from an existing use, periods when the applicant is not actively seeking to bring the site forward for development (eg if a site is held as part of a land bank), or delays and costs arising from failed appeals;
  - land finance and holding cost should relate to an agreed benchmark value for the site where this differs from the price paid, as the price paid may overestimate what can be achieved on the site (see paragraphs 2.83 to 2.90);
  - residential sales values should be backed up by analysed evidence of values achieved for comparable new-build homes of similar specification that have recently been completed nearby;

- affordable housing values should be based on evidence including a breakdown of assumptions regarding rent, full market value, initial equity sale, any staircasing assumptions, and anticipated rent charged on unsold equity, accompanied by capitalisation yield and calculations used to derive capital values, and should be backed up wherever practical by offers from Registered Providers that have a nominations agreement with the Council (see also paragraph 2.73);
- the appraisal should express the developer return on the market housing and commercial elements of a scheme as a percentage of their gross development value (GDV) (the capital value of all revenue derived from these elements), although this may be accompanied by other measures of developer return, such as a percentage of costs or internal rate of return (IRR);
- a lower percentage return should be assumed on the affordable housing reflecting the low risk associated with sale to a Registered Provider – this may be incorporated at a blended rate with return on the market housing and commercial elements;
- the percentage developer return should reflect the scale and the risks associated with the project, and the current requirements of lenders – the applicant should justify the percentage selected; and
- cash flows should be modelled wherever appropriate.

- 2.80 Sensitivity testing should be carried out and submitted as part of each financial viability appraisal to show the potential for the residual value to change significantly as a consequence of relatively small changes in the inputs. In particular, the impact of changes in sales value and build costs should be tested given the rapid increases in Camden house prices in recent years and emerging concerns about increases in build costs. Where a viability appraisal is independently verified, this should include verification of any sensitivity testing provided by the applicant, and provide additional sensitivity testing where the submitted appraisal is deficient.
- 2.81 The GLA's Development Control Toolkit provides benchmark values for some viability appraisal inputs. The guidance notes accompanying the GLA Development Control Toolkit are available free and provide more detailed information on which costs can appropriately be included in a viability appraisal. The Council will closely scrutinise development costs that exceed benchmark figures. Where independent verification of the appraisal is required, this should include confirmation that the inputs used are appropriate and are in accordance with relevant evidence.
- 2.82 The Council will not expect viability appraisal to include land value or acquisition cost as a fixed input. Valuations and acquisition costs generally reflect an assumption by the valuer about what can be developed on the site, including an assumption about the proportions of non-residential development, market housing and affordable housing that will be acceptable. If land value forms a fixed input to the appraisal, the process becomes circular, and the proportions of market housing and affordable housing that are viable will match the initial assumption of



the valuer. The Council's preferred measures of land value are given in Figure 5.

**Figure 5. Preferred measures of Land Value**

<b>Residual Land Value</b>	The value of a development once all scheme costs and revenues have been taken into account, including build costs, professional fees, developer's returns, provision of affordable housing and S106 contributions, but excluding site acquisition cost.
<b>Existing Use Value (or EUV)</b>	The value of a site in its lawful use. The Council will require evidence of the EUV, for example the value of rents paid by an existing occupier, or values achieved for sale of comparable sites continuing in the same use. The EUV should take account of revenue from the lawful use and any refurbishment or development costs that would be incurred to re-commence lawful use of a vacated site.
<b>Existing Use Value plus a premium (or EUV plus)</b>	The value of a site in its lawful use, as described above, but with an additional premium added as an incentive to the landowner to make the site available for development. Any premium is usually expressed as a percentage of EUV. The scale of any premium will depend on the particular circumstances of the site (eg whether the land is vacant or occupied, the condition and marketability of any buildings and the options available).

- 2.83 The residual land value should be an output of the viability appraisal. As indicated in paragraph 2.70, the Council will consider the development to be viable if the residual land value exceeds a benchmark land value that provides an incentive sufficient for the landowner to make the site available for development, taking into account the other options available. NPPG notes that these options may include the current use value or its value for a realistic alternative use that complies with planning policy
- 2.84 The Council's preferred measure of land value is existing use value, although other measures of land value may also be considered where they are appropriate. As stated in paragraph 2.70, we will seek to agree the benchmark value with the applicant, with the assistance of advice from any appointed independent verifier, and the starting point for these negotiations should be the Existing Use Value (EUV). In some circumstance (eg where a property is vacant and significant expenditure would be required to return it to use) a residual land value at or around EUV may be sufficient to incentivise development. In other circumstances (eg where a tenant has an unexpired lease and will need to relocate) a premium will be need to be added to the Existing Use Value (EUV plus) to incentivise release of the site.
- 2.85 The NPPG indicates that the incentive needed to bring forward the land will depend on the other options available. Consequently, the GLA Toolkit Guidance Notes state that the level of the premium will depend

on site specific circumstances. Following from that, there is no normal or usual percentage to apply as a premium. The Guidance notes a number of appeals in which Existing Use Value has been accepted as the starting point for benchmark land value. In some appeal cases, no premium was held to be required, but in others reasonable premiums were held to be 10% or 20% of EuV.

- 2.86 As a broad indication of how benchmark land values will be negotiated, the Council considers that reasonable premiums to apply in different circumstances could be as follows:
- 0-10% for old dilapidated buildings at the end of economic life;
  - up to 20% for a property in a viable existing use; and
  - up to 30% where development would need to fund relocation of an existing activity.
- 2.87 The NPPG also suggests that a realistic alternative use value (AUV) could be the basis for establishing a benchmark, and the Council may consider AUV alongside EUV where appropriate. An AUV is unlikely to be appropriate where it rests on assumptions about what would be granted planning consent, and requires costs and sales values or rents to be established for a hypothetical scheme that has not been worked-up in sufficient detail to be implemented. In accordance with the GLA Toolkit Guidance Notes, the Council therefore considers that the use of AUV as the basis for a benchmark is most likely to be appropriate where there is an alternative lawful use (having regard to the most recent lawful use and any applicable development orders), or there is already a planning consent in place with potential to be implemented, or there is a site allocation in a local plan (such as the Camden Site Allocations Document 2013) that gives sufficient detail for a realistic alternative proposal to be costed and valued.
- 2.88 The RICS guidance note "Financial Viability in Planning" suggests that the benchmark value should be based on the market value. There is no straightforward methodology for establishing market value, but the RICS guidance and NPPG both indicate the value should reflect development plan policies and all other planning considerations (notably planning obligations and any Community Infrastructure Levy charge). The RICS guidance also places a great deal of emphasis on the sale prices of comparable development sites, and notes that the 'risk-adjusted' value for a site without planning permission will be lower than the current market price for land with permission in place.
- 2.89 The RICS guidance notes that the actual price paid for a site may be used as evidence of market value where the site has recently been acquired/ disposed. However, the guidance warns that land values may change between the date of purchase and the viability appraisal, that developers may overpay due to an overestimate the acceptable development density or an underestimate the necessary planning obligations, and that site assembly may create a synergistic value greater than the components.

- 2.90 The Council considers that the market value and/ or the price paid for a site should be treated very cautiously in establishing a benchmark value as developers will compete for sites by assuming a reduced level of planning obligations – and particularly affordable housing (see also paragraph 2.82). However, the Council may consider market value and/ or price paid alongside Existing Market Value where market value and/ or price paid is supported by clear evidence in the form of a viability appraisal demonstrating that market value has been assessed on the basis of full compliance with planning policy. Transactional evidence may be relevant where:
- it relates to comparable sites nearby;
  - full and relevant details of the transactions are known and publically verifiable; and
  - there is evidence that the stated land values allow for viable development proposals that fully comply with planning policy.
- 2.91 The purpose of the premium referred to in Figure 5 and paragraphs 2.84 to 2.86 is to provide an incentive to a landowner to release the site for development (as a vendor). A separate incentive is provided to the developer (as a purchaser) to carry out the development through a return based on the development process itself, including the land purchase. Once a land transaction has taken place, it is not appropriate for the developer to apply a further premium to the market value or the price paid.
- 2.92 An alternative use value (AUV) cannot provide a meaningful benchmark value unless it represents a financially viable development that would be an option for a landowner to consider. To be financially viable, the scheme would by definition provide competitive returns to a willing landowner and a willing developer. Consequently it should not be necessary for a further premium to be applied to an alternative use value.

### **Deferred affordable housing contributions**

- 2.93 London Plan policy 3.12 and Camden Development Policy DP3 indicate that the Council should seek the maximum reasonable amount of affordable housing in negotiations relating to residential and mixed-use sites. Many factors can have a significant impact on the maximum viable contribution to affordable housing, including changes to sales values, changes to build costs, changed specifications for materials and finishes and changes to the cost of finance. These factors can change quickly, and changes of a few percentage points can have a significant impact on the viability of a development. For example, house prices have risen sharply each year in Camden since the beginning of 2010. In the year to September 2010, prices had risen by 16.3%, with another 5.2% increase by September 2011, 7.2% higher by September 2012, 11.9% higher by September 2013 and 20.4% higher by September 2014 (source: Land Registry). Significant changes to viability are likely between the grant of

planning permission and commencement, and between commencement and completion of the development.

- 2.94 The Council will therefore seek to negotiate deferred affordable housing contributions (similar to 'contingent obligations' referred to in London Plan policy 3.12) for developments where the provision of housing/ affordable housing falls significantly short of targets in Development Policies DP1 and DP3 due to financial viability, and there is a prospect of viability improving prior to completion. The deferred contribution is not a fixed amount, but is capped at the shortfall between the amount of additional housing/ affordable housing proposed and the Council's policy targets. The actual contribution is determined by a further viability appraisal undertaken on an open book basis at an agreed point after approval of the development but before the scheme is fully occupied.
- 2.95 A deferred contribution is only triggered if the further financial viability appraisal shows that there has been sufficient growth in viability. If the residual value of the development exceeds an agreed benchmark site value, then the excess is split equally between the developer and the Council unless the Council's share reaches the cap. Where the cap is reached, the contribution matches the shortfall between housing/ affordable housing provision and the Council's policy targets, and any further growth in the residual value relative to the benchmark site value will pass to the developer in full.
- 2.96 The Council has regard to the arrangements for 'contingent obligations' suggested by the London Plan and the Mayor's SPG. In the particular circumstances of Camden, the Council takes the following approach:
- re-appraisal of viability is expected after implementation when the development is substantially complete; and
  - re-appraisal of viability and deferred affordable housing contributions are sought as part of planning obligations for developments that proceed as a single phase, as well as for phased schemes.
- 2.97 Particular Camden circumstances justifying our approach are set below:
- Given the pace of recent house price rises in Camden (20.4% in the year up to Sept 2014), a re-appraisal of viability immediately prior to commencement would significantly underestimate the ability of the development to contribute to affordable housing, as the sales values for market housing will have increased considerably by the time of completion.
  - The pace of Camden house price rises means that even a short-term permissions (such as commencement within 12 months) and a requirement for review only if completion fails to take place within a modest period (such as 18 months from commencement) would allow a scheme to make a significantly smaller contribution to affordable housing than could be supported by the sales values finally achieved.
  - Given the type and scale of housing development in Camden, most market and affordable housing is delivered by schemes that proceed as a single phase. The pace of Camden house price rises means that

if they are not subject to viability re-appraisal, such schemes will make a significantly smaller contribution to affordable housing than could be supported by the sales values finally achieved.

- In a single phase scheme it is difficult to change the mix of market and affordable housing after implementation, so for single phase schemes in Camden deferred contributions will generally take the form of a payment-in-lieu.
- Many of Camden's development projects take advantage of the particular qualities of the borough to create unique homes at the higher end of the market – examples include developments in historic areas and developments creating views over Central London or Hampstead Heath. Given the uniqueness of such homes, it is exceedingly difficult to identify comparable developments or pertinent values achieved elsewhere, and consequently there is considerable uncertainty over the sales values likely to be achieved. Undertaking viability re-appraisal as close to the end of the development process as possible removes uncertainty as it allows recorded sales values to be used rather than predictions.
- Many of Camden's development projects (particularly those aimed at the higher end of the market) are designed to very high specifications in terms of materials, finishes and decor. High specifications give rise to high build costs that are difficult to confirm by reference to published sources such as BCIS, and are often engineered downwards during implementation. Undertaking viability re-appraisal as close to the end of the development process as possible removes uncertainty as it allows recorded build costs to be used rather than estimates.
- There are concerns that build costs in Camden could rise rapidly in coming years due to the unusually large number of construction projects taking place in Central London, and this uncertainty can also be removed by undertaking a later re-appraisal using recorded building costs.
- The Council's approach has been agreed as a planning obligation for more than ten developments in Camden. At the end of 2014, four of these had been completed, and had paid the full deferred affordable housing contribution, providing more than £13 million to fund additional affordable housing.

2.98 The Council will generally seek to secure the following arrangements for deferred affordable housing contributions in a S106 agreement:

- the deferred affordable housing contribution will take the form of a payment in-lieu to the Council's affordable housing fund
- the maximum contribution will be a payment-in-lieu based on the shortfall against housing/ affordable housing targets, calculated in accordance with CPG8 Planning Obligations
- full details of the agreed financial viability appraisal which guided determination of the application will be recorded

- the benchmark value for the site agreed in that appraisal (in accordance with paragraphs 2.70 and 2.83 to 2.92 of this guidance) will be recorded
- at a specific point during the development process we will require a further financial viability appraisal produced on an open book basis – generally this will be either at practical completion, or when a specified number of homes in the development have been sold but there are sufficient unsold homes for sales proceeds to fund the deferred contribution
- the developer will fund an independent verification of the further financial viability appraisal (as indicated in paragraph 2.74 of this guidance)
- following independent verification, the agreed benchmark value will be subtracted from the residual value given in the further financial viability assessment – this calculation will give a negative value or zero (a deficit) or a positive value (a surplus)
- if the calculation shows a deficit, no deferred affordable housing contribution will be required
- if the calculation shows a surplus of less than twice the maximum contribution, then the deferred affordable housing contribution will be half of the surplus
- if the calculation shows a surplus that is twice the maximum contribution or more, then the deferred affordable housing contribution will be capped at the maximum
- following independent verification of the further financial viability appraisal, the Council will give formal notice of the sum required, and payment shall be made within 28 days

2.99 Different arrangements may be appropriate in some cases, depending on character and scale of the development. For example:

- Where a phased development is proposed, and improvements in viability could potentially provide additional affordable housing within the development, it may be appropriate to undertake further financial viability assessment earlier in the process.
- In the case of large developments with a long site preparation and construction period, it may be appropriate to undertake more than one further financial viability assessment.
- It may occasionally be necessary to vary the formula for calculating surplus or deficit to reflect the particular viability appraisal model being used, but the Council will expect to agree a formula that reflects the principle set out in paragraph 2.95.
- An adapted mechanism will be necessary where a development will be managed for private rent by an institution.
- Using a growth model to assess viability may be an appropriate alternative to a deferred contribution in some circumstances where changes in the values and costs are predictable and the growth



model will maximise the affordable housing offer at the time an application is determined.

- 2.100 The further financial viability appraisal should comply with all the requirements for financial viability appraisal set out in paragraphs 2.65 to 2.92 of the Housing CPG 2016, including the modelling of cash flows. Where inputs such as build costs and sales values are based on estimates rather than agreed contracts and transactions on homes within the scheme, we will expect appraisals to use appropriate projections with reference to trends in the requisite segment of the housing market and to sources such as BCIS indices. The Council will favour transparency and public disclosure of the further financial appraisal in accordance with the subsection of our Interim Housing CPG **'Transparency and confidential viability information'**.

### **Can the market housing and affordable housing be provided off-site?**

- 2.101 Our Core Strategy and Development Policies promote mixed-use development and mixed and inclusive communities in line with the Government's NPPF. Development Policy DP1 indicates that housing contributions should normally be provided on site, while Development Policy DP3 indicates that affordable housing contributions should normally be made on site. Both policies do provide for off-site contributions, but only in a limited set of circumstances. The Council will only accept off-site contributions where provision cannot practically be achieved on-site in terms of meeting the criteria set out in the two Development Policies and accompanying paragraphs. The Council will only accept contributions in the form of payments-in-lieu in exceptional circumstances.
- 2.102 The Council will take the project management and implementation costs of off-site contributions into account and will expect there to be a neutral impact on Council expenditure and resources. Obligations may therefore need to include a payment to cover the additional costs of delivery of off-site contributions where such costs fall to the Council.
- 2.103 When considering the acceptability of off-site contributions and payments-in-lieu, we will have close regard to all relevant criteria in Development Policies DP1 and DP3 alongside accompanying paragraphs 1.15 to 1.24 and 3.13 to 3.30. We will also have regard to Core Strategy CS9 and the Council's support for residential communities in Central London, and ensure that off-site contributions do not undermine the benefits of mixed-use areas (such as those identified in paragraph 1.7 of our Development Policies document) or conflict with the creation of mixed and inclusive communities. These considerations apply to all sites regardless of size.
- 2.104 The Council will particularly expect contributions to be made on-site where the development is larger. Where mixed-use policy DP1 applies, we will expect on-site housing contributions where 1,000 sq m (gross) or more of additional floorspace is proposed. Where affordable housing

policy DP3 applies, we will expect on-site affordable housing contributions where 3,500 sq m (gross) or more of additional floorspace is proposed. It may not always be practical to include affordable housing within a market development (for example in smaller developments), however prior to considering an off-site contribution the Council will expect developers of all schemes to demonstrate that, on-site provision is not practical having regard to all the considerations referred to in paragraph 2.103 of this guidance.

2.105 The NPPF indicates that affordable housing provision should be made on-site unless an off-site solution is robustly justified. To meet this objective, the Council expects all options for on-site affordable housing to be fully explored, even where small developments are involved. Before they submit an application, we will expect applicants to fully consider different arrangements of the site and the scheme to secure the best possible prospect of achieving an on-site affordable housing contribution. In particular, applicants will be expected to show that the following options cannot practically deliver an on-site contribution before off-site solutions will be considered:

- where the site characteristics provide potential for a variety of scheme design and layouts, designing the scheme to provide a separate entrance (or entrances) and stair/ lift core(s) for affordable homes
- where it is only possible to provide a single entrance lobby and stair/ lift core, designing the communal spaces to ensure that service and management charges are sufficiently low for affordable housing occupiers and providers (see also paragraph **Error! Reference source not found.** of this guidance)
- approaching a range of housing associations and other providers (including the Council) to seek bids for acquisition of on-site affordable homes
- offering flexibility to housing associations and other providers to deliver different types of affordable housing (eg intermediate housing)
- where providing the full affordable housing contribution on-site is not financially viable, providing a reduced affordable housing floorspace on-site
- where an on-site solution is not financially viable, seeking a top-up payment from the Council's affordable housing fund.

#### **Making the contribution on another site**

2.106 The following terms are used in this guidance to shorten explanations of off-site arrangements:

- **application site** – the site of the proposed development that generates a policy requirement for housing under policy DP1 or affordable housing under policy DP3;
- **delivery site(s)** – one or more proposed development sites elsewhere intended to meet policy requirements off-site.

- 2.107 The paragraphs accompanying policies DP1 and DP3 indicate that where off-site provision is made, the overall percentage of housing/affordable housing and non-residential uses will be considered across the aggregate floorspace on all related development sites. In other words, the percentage requirement for an off-site contribution is calculated as a proportion of the floorspace at the application site and the floorspace at the delivery site(s) added together, rather than the application site alone. In the case of policy DP1, where there is a single target of 50% for negotiation of on-site contributions, off-site contributions should normally involve matching the non-residential floorspace increase at the application site with an equivalent increase in residential floorspace at the delivery site. In the case of policy DP3, where the sliding scale applies a formula is used to calculate off-site contributions. Figure 6 and Figure 7 below show how the off-site policy requirement can be calculated.
- 2.108 Calculating the percentage across floorspace on all related development sites helps to ensure that the policies do not provide an unintended incentive towards off-site contributions. Off-site contributions allow more non-residential floorspace (or market housing floorspace) to be developed at the application site. Considering the sites together ensures that this gain in non-residential floorspace (or market housing) also leads to a proportionate increase in residential floorspace (or affordable housing floorspace) at the delivery site.
- 2.109 Calculating the proportion across all related development sites also enables land swaps. A land swap enables a developer to offset additional non-residential floorspace (or market housing) at the application site by reducing non-residential floorspace (or market housing) elsewhere.
- Under DP1, redeveloping/ converting non-residential floorspace for off-site housing can be used to offset the addition of non-residential floorspace at the application site;
  - Under DP3, redeveloping/ converting market housing floorspace for off-site affordable housing can be used to offset the addition of market housing at application site.
- 2.110 A calculation of this type under policy DP1 is included in paragraph 1.16 of our Development Policies document and as Example 2 in Figure 6.

**Figure 6. Calculating off-site contributions under policy DP1**

Additional floorspace proposed	Generally under 1,000 sq m for off-site housing contribution to be considered
On-site housing target	50% of additional floorspace on the application site
Off-site housing target	50% of total additional floorspace (application site plus delivery site)
Housing floorspace required off-site	Should match total addition to non-residential floorspace across the related sites

**Example 1**

Additional floorspace proposed (application site)	= 800 sq m
Housing floorspace required if on-site (application site)	= 400 sq m
Remaining non-residential floorspace addition on-site (application site)	= 400 sq m
Non-residential floorspace addition if principle of off-site housing is agreed (delivery site, with no conversion of non-residential floorspace to housing elsewhere)	= 800 sq m
Housing floorspace required off-site (with no conversion of non-residential floorspace)	= 800 sq m
Ratio of non-residential floorspace to housing floorspace off-site	800:800 = 50%:50%

**Example 2**

Non-residential addition on-site (application site, where principle of off-site housing is agreed)	= 800 sq m
Housing floorspace required off-site (delivery site, with no conversion of non-residential floorspace)	= 800 sq m
Non-residential loss off-site through conversion to housing (delivery site)	= minus 400 sq m through conversion to housing
Net non-residential addition (all sites)	= 400 sq m
Net housing floorspace required off-site (by conversion of non-residential floorspace)	= 400 sq m
Ratio of non-residential floorspace to housing floorspace off-site	400:400 = 50%:50%

**Figure 7. Calculating off-site contributions under policy DP3**

Additional market housing floorspace proposed - 'a'	Generally under 3,500 sq m for off-site affordable housing contribution to be considered
On-site affordable housing target - 'b' (percentage)	Varies according to the sliding scale for sites with capacity for less than 50 homes (NB the sliding scale does not apply where the primary application site also includes 1,000 sq m or more of additional non-residential floorspace – see paragraph <b>Error! Reference source not found.</b> of this guidance).
Off-site affordable housing target (proportion)	$= b / (100 - b)$
Affordable housing required off-site (secondary delivery site) - 'c' (sq m)	$c = a \times b / (100 - b)$

**Example**

Additional market housing floorspace proposed	= 2,500 sq m
Target for on-site affordable housing	= 25% x 2,500 sq m = 625 sq m
Off-site affordable housing target	= 25 / (100 – 25) = 33.3%
Target for off-site affordable housing contribution	= 2,500 sq m x 33.3% = 833.3 sq m
Ratio of market housing floorspace to affordable housing floorspace off-site	2,500:833.3 = 75%:25%

- 2.111 Development Policies DP1 and DP3 indicate that we will take into account the economics and financial viability of development when considering off-site contributions as well as on-site contributions. The arrangements in paragraphs 2.65 to 2.92 of this guidance will apply, and applicants will need to submit financial viability appraisals to demonstrate that the application and delivery sites are providing the maximum reasonable contributions to housing (under DP1) or affordable housing (under DP3). Applicants will be required to fund an independent verification of the financial viability appraisal where the proportion or mix of housing/ affordable housing sought falls considerably short of the contributions anticipated by our Development Policies document and this guidance.
- 2.112 As indicated in paragraph 2.101 of this guidance, contributions to housing/ affordable housing should normally be made on site. Mechanisms guiding the delivery of housing and affordable housing should not create a financial incentive for the developer to make off-site contributions. Where the level of off-site contribution is below the level

anticipated by our Development Policies document and this guidance, we will seek to ensure the additional value created by the development is broadly the same with an off-site contribution as it would be with an on-site contribution. In addition to the financial viability appraisal requirements of paragraphs 2.65 to 2.92, the Council may therefore seek a comparison between the financial viability of on-site and off-site solutions (taking into account the existing use value and residual development value of the application site and delivery site).

### **Residential land-use credits and affordable housing credits**

- 2.113 Within Camden's Central London area there are a number of property investors and developers that own a significant number of sites. We may negotiate arrangements with such landowners to take advantage of commercial development opportunities, market housing opportunities and affordable housing opportunities on separate sites provided this does not compromise our objectives for mixed-use and mixed and balanced communities. In particular, owners of several sites may be able to bring forward developments of housing or affordable housing in advance of any policy requirement from Development Policies DP1 or DP3. In effect, the 'delivery site(s)' is/ are developed before the 'application site' has been identified (see paragraph 2.106 of this guidance for an explanation of these terms). The Council may agree to 'bank' this floorspace in the form of credits that can be accepted against the policy requirements from future development. When an 'application site' generates a housing/ affordable housing requirement, the Council will have discretion to agree to use of the 'banked' credits to offset part or all of the policy requirement.
- 2.114 The credits mechanism has potential to deliver additional housing and affordable housing earlier in the financial cycle by creating incentives for multiple site-owners to:
- seek opportunities for housing/ affordable housing development in advance during periods when commercial markets are poor rather than seeking to negotiate payments in lieu when commercial development prospects improve;
  - bring forward housing/ affordable housing development that they would otherwise hold back until commercial development prospects improve;
  - take up opportunities to convert lower value commercial properties to housing when leases expire;
  - provide affordable housing when the market for private housing would be unable to support it.
- 2.115 The mechanism can also help developers to deliver commercial floorspace or market housing more quickly when demand is strongest.
- 2.116 There are two types of credits that could be considered in this way:
- **residential land-use credits** – created where housing is provided but is not required by policy – these can be used where market



housing is needed to offset additional commercial development under Development Policy DP1; and

- **affordable housing credits** – created where affordable housing is provided in place of market housing but is not required by policy – these can be used where affordable housing is needed to offset additional market housing development under Development Policy DP3.

- 2.117 The two types of credit could potentially be created by a single development at the same time if affordable housing is provided but there is no policy requirement for any type of housing. However, each type of credit can only be used once and only against a single policy requirement.
- 2.118 Residential land-use credits and affordable housing credits are types of off-site contributions, and will be governed by the policy considerations set out in paragraph 2.101 to 2.105 of this guidance. Paragraphs 1.15 and 3.15 of our Development Policies document indicate that off-site contributions should be made in the same area as the application site. In the case of residential land-use and affordable housing credits, the Council will only agree to bank credits from development in the Central London area, and will only allow credits to be used to offset requirements on another site in Central London. Credits should be used in reasonable proximity to the delivery site. In the Central London context, in most cases the Council will require credits to be used within 500 metres of the delivery site, taking into account any demonstrable benefits from allowing provision on a more distant site. The Council will not agree to credit arrangements that would erode the mixed-use character of Central London or add to concentrations of affordable housing at the fringes of Central London.
- 2.119 The Council will use two mechanisms to ensure that residential land-use credits and affordable housing credits serve to increase the overall delivery of housing or affordable housing.
- The Council will not agree to the formation of credits from development of market housing or affordable housing where this development would clearly have arisen regardless of any future DP1/ DP3 requirements on other sites.
  - Where we agree to the use of credits to off-set a housing requirement from additional non-residential space or an affordable housing requirement from additional market housing, the credit required will be equivalent in floorspace terms to the overall increase in non-residential floorspace – or market housing floorspace – across the application site and the delivery site(s) together, in accordance with the considerations set out in paragraphs 2.106 to 2.110 of this guidance.
- 2.120 The Council may therefore agree to acknowledge development in Central London as creating residential land-use credits and/ or affordable housing credits subject to the following constraints:

- the creation of credits should form part of the resolution to grant permission for housing/ affordable housing on the 'delivery site'
- the Council will only agree the formation of credits where this will serve to increase the overall delivery of housing or affordable housing
- the scale and type of credits created should be agreed at the time of the resolution on the 'delivery site' (floorspace of residential land-use credits and floorspace of affordable housing credits)
- at the request of the credit-holder, the Council may consider credits agreed by resolution as a material consideration offsetting policy requirements at a future 'application site' in Central London
- the Council will only accept the existence of credits as a material consideration where an off-site contribution would comply with Development Policies DP1, DP3 and all other relevant policies and material considerations
- the Council will only accept the existence of credits as a material consideration for sites in Central London
- the Council will require the credits to be used in reasonable proximity to the 'delivery site', and in most cases within 500 metres
- the Council will consider the scale of credits required to off-set a policy requirement in terms of the overall increase in non-residential floorspace increase or market housing floorspace across the application and delivery site(s) together
- the existence of credits will not place any obligation on the Council in terms of its decision-making in relation to a future 'application site'
- the period over which the credit can be applied to a future 'application site' should also be agreed at the time of the resolution on the 'delivery site', usually until 10 years from the date of the resolution
- the credits will generally be specific to an applicant, developer or landowner, and will not be regarded as transferable
- the Council will seek a S106 legal agreement to ensure that where development at an application site is justified by the existence of credits, the development cannot be occupied until the housing/ affordable housing that creates the credits is completed and available for occupation
- the creation and 'cashing-in' of credits and the implementation of development at 'delivery sites' and 'application sites' will be closely monitored and regularly reported.

### **Payments in lieu**

*This sub-section (paragraphs 2.121 to 2.124) has been replaced by Interim Housing CPG (paragraphs IH2.99 to IH2.129)*

## Background

- The National Planning Policy Framework (NPPF) provides a definition of affordable housing and sets the framework which local councils use to secure affordable housing from market housing development.
- The London Plan and the Mayor's Housing SPG give guidance on the income groups who are eligible for intermediate housing, and also cap the cost of intermediate housing on the basis of income.
- The London Plan Annual Monitoring Report is used to review annually which income groups are eligible for intermediate housing.

## Securing works / conditions / S106

- 2.125 Provision of housing required under Development Policy DP1 will generally be secured by a planning obligation under S106 of the Town and Country Planning Act 1990. The precise terms of the S106 agreement will vary between developments to reflect the nature and financial viability of the development. In most cases S106 terms will include:
- identifying all homes in the development
  - preventing the occupation of non-residential floorspace until the housing is completed and available for occupation, including non-residential development justified by a residential land-use credit agreed in association with a housing development on another site.
- 2.126 Provision of affordable housing required under Development Policy DP3 will always be secured through a S106 planning obligation. The precise terms of the S106 agreement will vary between developments to reflect the nature and financial viability of the development. In most cases, S106 terms will include:
- identifying all affordable homes in the development
  - specifying which homes will be social rented housing, which homes will be affordable rented housing and which homes will be intermediate housing
  - defining social rented housing in terms of the Government's national rent regime
  - defining intermediate housing<sup>1</sup> in terms of the income groups and the ratio of housing cost to income contained in the London Plan, the Mayor's Housing SPG and the London Plan Annual Monitoring Report
  - defining affordable rented housing in terms of relevant guidance including the NPPF, the London Plan, the Mayor's Housing SPG, and

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<sup>1</sup> we will also take into account the Council's Intermediate Housing Strategy, adopted on 6 April 2016

in relation to Local Housing Allowance caps and lower quartile market rents available locally and across the borough

- identifying social rented, affordable rented and intermediate wheelchair homes
- arrangements for the development, fitting out and transfer of the affordable housing to an affordable housing provider as approved by the Council
- arrangements for the fitting out/ adaptation of wheelchair homes for occupation by a household containing one or more people who are wheelchair users
- preventing the occupation of some or all market housing until the affordable housing has been completed, fitted out and transferred to an affordable housing provider - including market housing justified by an affordable housing credit agreed in association with affordable housing development on another site
- securing availability of the affordable housing to future eligible occupiers, or securing recycling of public subsidy if the affordable housing is sold.

2.127 Other S106 terms that may be required in connection with DP1 and DP3 include:

- where off-site delivery will be at a known site or sites, linking the developments together
- where a site is not identified for delivery at the outset, specifying the floorspace, nature of housing required and general location
- where a site is not identified for delivery at the outset, arrangements for identifying one or more delivery sites prior to the implementation of the development
- making a payment-in-lieu of housing/ affordable housing prior to implementation or occupation of the development
- making a payment to cover the additional costs of delivery of off-site contributions where such costs fall to the Council
- arrangements for a deferred affordable housing contribution if provision of housing/ affordable housing falls significantly short of targets due to financial viability, and there is a prospect of viability improving prior to completion
- specifying the type of intermediate housing – e.g. key-worker, intermediate rent, shared ownership
- controls on the rents of intermediate rented housing and affordable rented housing
- limiting the minimum percentage share available in shared ownership homes
- limiting the rent charged on the unsold proportion of shared ownership homes.

**Resources / contacts**

*This sub-section (Contacts and Resources tables) has been replaced by equivalent tables in the Interim Housing CPG after paragraph IH2.129.*

### 3 Student Housing

#### KEY MESSAGES

The location and design of student housing should:

- Contribute to creating mixed and inclusive communities across the borough
- Serve higher education institutions in Camden or adjoining boroughs
- Provide a mix of unit types

- 3.1 This section provides detailed guidance on how the Council will manage the growth in student housing to ensure mixed and inclusive communities across Camden as outlined in Core Strategy policy CS6 – *Providing quality homes*, Development Policy DP2 – *Maximising the supply of housing* and Development Policy DP9 – *Student housing, bedsits and other housing with shared facilities*.
- 3.2 This guidance applies to all developments that provide student housing including new build, conversion and change of use. It specifically covers:
- location and concentration;
  - design and facilities;
  - cost and affordability;
  - safety & crime prevention; and
  - access.
- 3.3 Camden's Core Strategy policy CS6 – *Providing quality homes* and Development Policy DP9 – *Student housing, bedsits and other housing with shared facilities* support the development of student housing subject to a number of criteria, including where it:
- will not involve the loss of permanent self contained homes;
  - does not prejudice the supply of self-contained homes, affordable housing and homes for vulnerable and older people;
  - complies with relevant houses in multiple occupation (HMO) standards (see further information below);
  - is accessible to public transport, higher education institutions, shops, services and community facilities; and
  - contributes to mixed and inclusive communities (Development Policy DP9).
- 3.4 Student housing development should also:
- serve higher education institutions in Camden or adjoining boroughs;
  - be located where it is accessible to the institution it serves; and
  - include a range of unit layouts including units with shared facilities (Development Policy DP9).



## What issues will the Council consider?

### Location and Concentration

- 3.5 The creation of mixed and inclusive communities is an important factor when considering where student housing should be located. Camden acknowledges the contribution higher education institutions and their students make to the economy and to the social mix of an area. However, student housing is often associated with a concentration of relatively short term residents who, by reason of their particular social needs, the unique nature of activity associated with student life and demand for facilities and services can have an unwelcome impact on an established community.
- 3.6 Core Strategy policy CS6 and policy DP9 of the Development Policies support student housing proposals subject to several criteria, including that proposals should not prejudice the supply of self-contained homes, or involve the loss of sites particularly suitable for affordable housing or housing for older or vulnerable people. Development Policy DP2 also resists alternative development of sites particularly suitable for housing, affordable housing or housing for older or vulnerable people.
- 3.7 The Council will resist proposals for student housing developments that would prevent us from meeting the Council's target for delivery of 437 additional self contained homes per year.
- 3.8 The Council will consider the suitability of any site for alternative housing, particularly if it has been identified as one which is suitable for affordable housing or housing for older or vulnerable people. The Council will have regard to:
- the Camden Site Allocations Document; and
  - extant planning permissions that have already secured permanent C3 accommodation.
- 3.9 Camden is home to 11 HEFCE funded Higher Education Institutions (HEIs). A list of HEFCE funded Camden based HEIs can be found at Appendix C. Student housing development should serve a higher education institution based in Camden or one of its adjoining boroughs.
- HIGHER EDUCATION FUNDING COUNCIL FOR ENGLAND (HEFCE)**

This body distributes public money for teaching and research to universities and colleges. In doing so, it aims to promote high quality education and research. HEFCE also plays a key role in ensuring accountability and promoting good practice.
- 3.10 Student housing should be located in areas that are accessible to the institutions they serve. We will have regard to the distances students have to travel from their accommodation to their place of study. We will expect student housing to be located within walking or cycling distance of the institution(s) it serves, or to be accessible by public transport services that have existing or committed capacity to accommodate the

demand generated. Student accommodation should be located no more than a 20 minute walk or cycle away from their place of study.

- 3.11 Student populations are often highly dependant on local public transport routes. Proposals for student housing will be assessed against the adequacy of the local transport provision, including whether there:
  - is sufficient capacity on bus and underground routes;
  - are adequate walking and cycle routes; and
  - is adequate provision for servicing.
- 3.12 When considering the location of student housing schemes, the Council will also have regard to:
  - existing concentrations of student accommodation in the area as a proportion of the overall population;
  - the wider housing mix in the community; and
  - the impact on residential amenity in the area.
- 3.13 A map outlining the existing concentrations of students across Camden can be found at Appendix A. This map refers to individual schemes and closely grouped developments of 100 bed spaces or more and includes existing halls of residence and proposed student housing with valid planning consent. The Council is aware of numerous smaller sites providing student housing.
- 3.14 When considering the concentrations of students in a single area the Council will have regard to:
  - the character of the area (in particular whether the area is of a residential nature);
  - the existing mix of uses; and
  - in particular the impact on any permanent residential occupiers.
- 3.15 The Council will use Census data and records of recent permissions for student housing in the area when assessing the acceptability of concentrations in student housing.
- 3.16 Where proposals for 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 the provision of self-contained general needs housing on part of the site, including affordable housing, in line with the priorities identified in Core Strategy policies CS1 and CS6 and Development Policy DP2. We will consider schemes on a site by site basis having regard to:
  - Census information;
  - Camden's Annual Monitoring Report; and
  - Permissions for student housing schemes in the area.
- 3.17 A table outlining the number of full time students in Camden as a proportion of the overall population by ward is shown at Appendix B.

- 3.18 As outlined above student housing schemes will be considered on a site by site basis, taking into account the specific circumstances of each individual case. As a broad guide the Council will consider the following, alongside the site specific implications of any scheme:
- Where there is an existing concentration of resident students, the Council considers that proposals for student housing may harm the mix and balance of the community if they provide more than 100 bed spaces.
  - Where there is no existing concentration of resident students, the Council considers that proposals for student housing may harm the mix and balance of the community if they provide more than 250 bed spaces.
- 3.19 In some instances it may be appropriate to allow additional student housing schemes in locations where there is an existing concentration of such accommodation. Camden Development Policy DP1 and supporting paragraph 1.9 indicate that where a development adds floorspace of 200 sq m (gross) or more in Central London (excluding Hatton Garden), up to 50% of additional floorspace should be permanent self-contained housing in Use Class C3. However, paragraph 1.9 also notes that where the additional floorspace is provided for an educational institution supported by HEFCE the Council may accept student housing that serves the same institution as an alternative to self-contained housing. Student housing provided in this context should:
- form part of a mixed use development;
  - be located on a site already owned by the HEFCE institution or a provider with an agreement for nominations; and
  - be in close proximity to the institution it serves.
- 3.20 The Council will consider this on the basis that additional accommodation will not:
- exacerbate the existing balance of the student population in the area;
  - place additional demand on public transport;
  - increase the impacts on existing permanent residential communities.

### **Design & Facilities**

- 3.21 To ensure a range of accommodation is available within student housing schemes, including accommodation that will be attractive to groups who would otherwise share private rented accommodation, the Council will expect student housing developments to include a range of:
- clustered study bedrooms with some shared facilities;
  - double units (often suited to post-graduate students); and
  - single units.

- 3.22 The provision of a variety of layouts will also allow for greater flexibility for conversion to permanent self-contained housing if in future the building is no longer needed as student accommodation.
- 3.23 In addition to the basic amenities expected from student accommodation such as washing and cooking facilities, the Council will expect to see common rooms/lounge areas to be provided as part of any development.
- 3.24 For new student housing schemes provided by HEFCE institutions, the Council will also expect development to comply with the Accreditation Network UK (ANUK) 'Code of Standards for Larger Developments' (<http://www.anuk.org.uk/LargeCode/Introduction.asp>). Other student housing schemes are to comply with the Council's HMO standards.

### **Cost & Affordability**

- 3.25 Student housing has the potential to mitigate pressure on the stock of private rented homes in Camden. However, this will only happen if the accommodation provided is genuinely aimed at higher education students in the area. The Council will use design mechanisms (such as seeking cluster flats), conditions or legal agreements, as appropriate to:
- prevent the lease or sale of student accommodation as general market housing,
  - limit term time occupation to students registered at HEFCE funded higher education institutions within Camden or adjoining boroughs, or other institutions as agreed on a case by case basis by the Council
  - control the length of stays (i.e. when more than 90 days) to ensure that any new accommodation can not be used as short term let accommodation.

#### **SHORT TERM LETS:**

Accommodation let for periods of less than 90 days as defined by the amended Greater London Council (General Powers) Act 1973.

- 3.26 To ensure new student housing is genuinely attractive to students currently within the private rental market (as outlined in paragraph 9.10 of the Camden Development Policies), the Council will resist schemes that have not identified which institution the students occupying the proposed accommodation will attend.
- 3.27 In line with the above, the Council will seek:
- that the accommodation is operated directly by a Camden based (or adjoining borough) HEFCE funded higher education institution; or
  - a nominations agreement is in place with a specific HEFCE funded institution(s) which ensures that the institution(s) controls admission to the accommodation. In this regard it is important for private providers to have early discussions with HEFCE institutions to ensure the accommodation is designed and built to meet their needs and requirements.

## **Safety & Crime Prevention**

- 3.28 The Council will expect any scheme for student housing to incorporate design measures that promote personal safety and security and reduce crime and the fear of crime, taking into account the Secured by Design principles. Applicants should discuss any scheme with the Metropolitan Police's Crime Prevention Design Advisor at the pre application stage.

### **SECURED BY DESIGN:**

Focuses on crime prevention at the design, layout and construction stages of homes and commercial premises and promotes the use of security standards for a wide range of applications and products.

- 3.29 Design measures may include:
- communal functions placed at the ground floor of the building to retain an active frontage;
  - card-operated access control at a main entrance gate;
  - audio-visual CCTV to increase the level of surveillance;
  - alarmed fire escape doors; and
  - on-site accommodation management.
- 3.30 All internal design and management features are to be included within a submitted Student Management Plan, secured via legal (S106) agreement (see below).

## **Access**

- 3.31 Paragraph 6.6 of Camden Development Policies which requires 10% of housing within any development to be made wheelchair accessible applies. We will expect 1 in 10 student bedrooms to be fully wheelchair accessible, or capable of being fully wheelchair accessible (see Lifetime Homes and Wheelchair Housing guidance).

## **Use of conditions and legal agreements in student housing schemes**

### **Student Management Plan**

- 3.32 A Student Management Plan is to be submitted with any planning application to ensure student welfare and to mitigate the potential impacts of the development on the local community. The Student Management Plan should include details of safety and crime prevention and a 'Code of Conduct'. This shall include details on:
- health and safety standards and procedures;
  - maintenance and repairs;
  - environmental quality;
  - landlord and tenant relationship;
  - student welfare;

- anti-social behaviour and disciplinary procedures; and
- administration, accreditation and compliance procedures.

3.33 With regards to anti-social behaviour, the Student Management Plan should describe a 'student tenancy agreement' including conditions to ensure that students are responsible in their behaviour to respect fellow residents, neighbours and the building, in order to prevent anti-social behaviour. The management plan should describe how the owners will enforce the terms and conditions of the tenancy. Any such plan can build upon any code of conduct provisions set out by the Institution to which the students belong.

3.34 In line with the guidance detailed above the Council will also seek to secure through the S106 agreement:

- the link to a Camden (or adjoining borough) HEFCE-funded institution(s);
- the permanent occupation as student housing; and
- a nominations agreement, or direct operation by a Camden based HEFCE funded HEI.

### **Energy & Water**

3.35 Given that students generally pay a flat service charge for utilities the Council will expect the development to incorporate measures to minimise carbon dioxide emissions in accordance with Camden Core Strategy policy CS13 by minimising energy and water consumption through measures such as:

- metering electricity, heat and water use;
- incorporating energy and water efficient measures such as timers, sensors, flow restrictors, individual controls and energy efficient light bulbs;
- A and A\* rated appliances; and
- means of monitoring and feedback/education of occupiers on water and electricity usage.

### **Community Facilities**

3.36 In line with Camden Development Policy DP15, the Council will seek to ensure that any developments that result in any additional need for community, leisure or open space facilities contribute to such facilities in the area. The Council will make an assessment based on:

- the number of student units provided;
- the provision of any on-site community, leisure or open space facilities;
- the provision of any community, leisure or open space facilities provided by the higher education institution the students attend; and
- any identified deficiencies identified in the area.



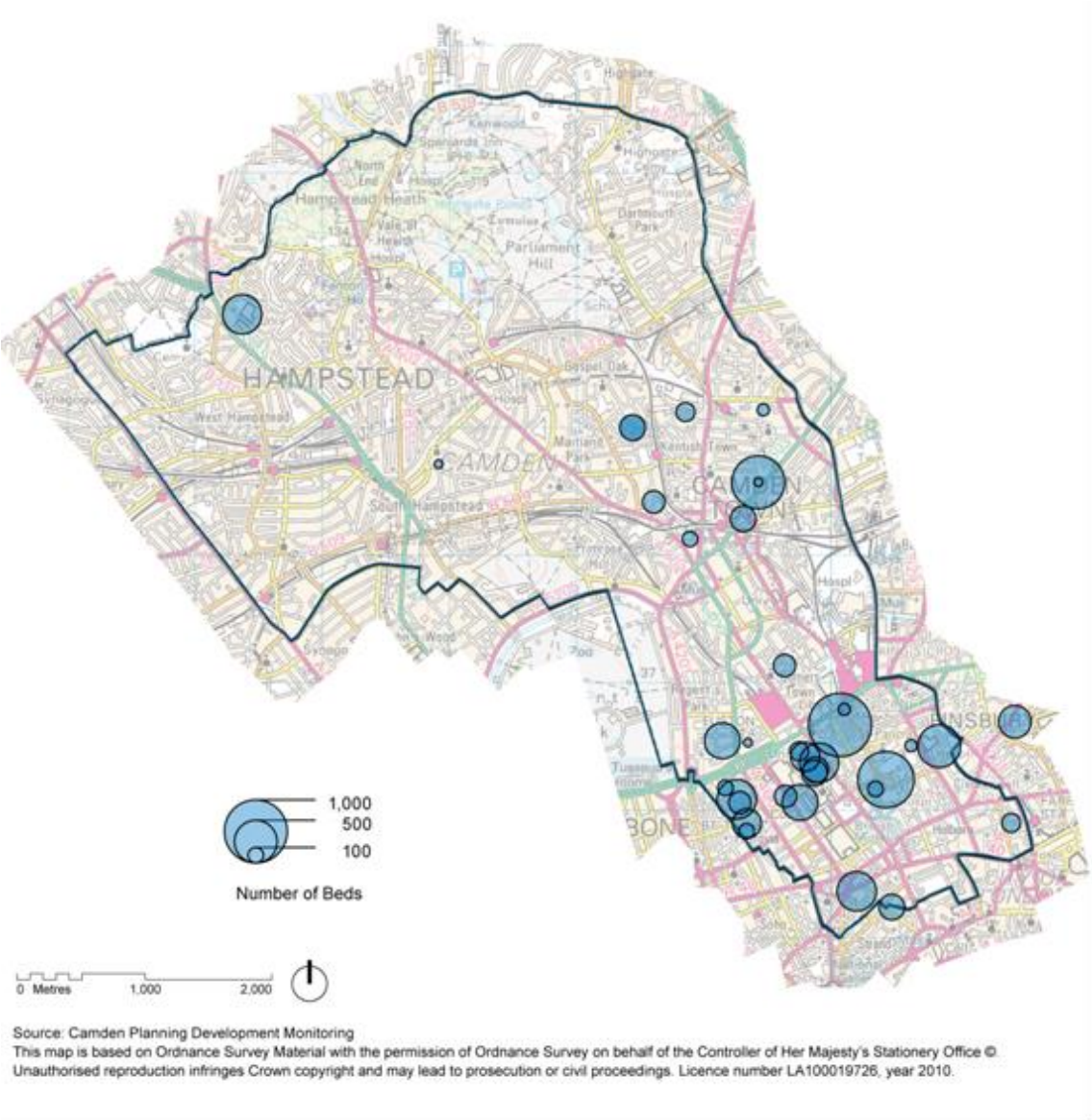
- 3.37 Where provision of facilities likely to be used by students is inadequate in the local area, we will seek a financial contribution to be used to provide or improve these types of community, leisure or open space facilities in the vicinity of the development.

### Further information

URS Student Housing in Camden Study (October 2009)	Provides information on existing provision of student housing in Camden and the pipeline of future developments. <a href="http://www.camden.gov.uk/ldf">www.camden.gov.uk/ldf</a> (see Evidence and Monitoring pages)
Census 2001	Provides population figures outlining how many students in full time occupation as a proportion of overall population by Ward.
Camden Annual Monitoring Report	Provides details of housing completions (including student housing) by year. <a href="http://www.camden.gov.uk/ldf">www.camden.gov.uk/ldf</a> (see Evidence and Monitoring pages)
HMO standards	<ul style="list-style-type: none"> <li>• Accreditation Network UK (ANUK) 'Code of Standards for Larger Developments' <a href="http://www.anuk.org.uk/LargeCode/Introduction.asp">www.anuk.org.uk/LargeCode/Introduction.asp</a> (accessed April 2011)</li> <li>• Camden HMO Standards <a href="http://www.camden.gov.uk/housing">www.camden.gov.uk/housing</a> (see Private Sector Housing/ Private Housing Standards pages)</li> <li>• Secure by Design <a href="http://www.securedbydesign.com">www.securedbydesign.com</a></li> </ul>

**Appendix A**

**Figure 8. Location of Student Housing Schemes in Camden**



## Appendix B

### Full-Time Higher Education Students and Population by Ward

	All resident full-time students age 19 or over 2001*	Share of all Camden resident full-time students age 19 or over 2001*	Usual resident population 2001*	Full-time students age 19 or over as a percentage of usual resident population 2001*	No of resident full-time higher education students 2010/11#	Share of all Camden resident full-time higher education students 2010/11#	Usual resident population 2011+	Full-time students age 19 or over as a percentage of usual resident population 2011
LB Camden	15,690	100.0%	198,020	7.92	23,495	100.0%	220,338	[Figures will be added when the relevant Census data becomes available]
Belsize	720	4.6%	11,653	6.18	645	2.7%	12,702	
Bloomsbury	2,341	14.9%	9,224	25.38	4,370	18.6%	10,892	
Camden Town with Primrose Hill	606	3.9%	11,574	5.24	855	3.6%	12,613	
Cantelowes	827	5.3%	10,490	7.88	1,795	7.6%	11,925	
Fortune Green	525	3.3%	10,465	5.02	585	2.5%	11,740	
Frognaal and Fitzjohns	882	5.6%	11,632	7.58	820	3.5%	11,986	
Gospel Oak	539	3.4%	10,465	5.15	515	2.2%	11,264	
Hampstead Town	550	3.5%	10,617	5.18	480	2.0%	11,270	
Haverstock	642	4.1%	11,224	5.72	1,000	4.3%	12,364	
Highgate	417	2.7%	10,492	3.97	415	1.8%	10,955	
Holborn and Covent Garden	1,017	6.5%	10,645	9.55	1,725	7.3%	13,023	
Kentish Town	646	4.1%	11,462	5.64	855	3.6%	13,417	
Kilburn	470	3.0%	10,494	4.48	580	2.5%	12,038	
King's Cross	2,622	16.7%	11,413	22.97	3,755	16.0%	11,843	
Regent's Park	1,035	6.6%	11,964	8.65	2,090	8.9%	13,528	
St Pancras and Somers Town	637	4.1%	12,490	5.10	1,595	6.8%	13,818	
Swiss Cottage	686	4.4%	11,663	5.88	755	3.2%	12,900	
West Hampstead	555	3.5%	10,053	5.52	665	2.8%	12,060	

\* 2001 Census © Crown Copyright, source tables (Borough and Ward level): ST063 - Economic activity and age of full-time students by and household type and tenure - figures for student numbers include both school pupils and Higher Education students, therefore the table uses figures for students age 19 or over; KS01 - Usual resident population; ST001 - Age by sex and type of resident. Cells in the source tables have been randomly adjusted by ONS to avoid the release of confidential data.

+ 2011 Census Key Statistics and Quick Statistics, ONS © Crown Copyright, Open Government Licensed.

# HESA © 2012 (restrictions apply) - figures in this table are rounded to the nearest 5.

## Appendix C

### List of Camden based HEFCE-funded Higher Education Institutions (HEI's)

	Institution	Location
1	Birkbeck College (University of London)	Bloomsbury WC1E 7HX
2	Central School of Speech and Drama (University of London)	Swiss Cottage NW3 3HY
3	Conservatoire for Dance and Drama	Bloomsbury WC1H 9JJ
4	Institute of Education (University of London)	Bloomsbury WC1H 0AL
5	London School of Hygiene and Tropical Medicine (University of London)	Bloomsbury WC1E 7HT
6	Royal Veterinary College (University of London)	Camden Town NW1 0TU
7	School of African and Oriental Studies (University of London)	Bloomsbury WC1H 0XG
8	School of Pharmacy (University of London)	Bloomsbury WC1N 1AX
9	University College London (University of London)	Bloomsbury WC1E 6BT
10	University of London (School of Advanced Study)	Bloomsbury WC1B 5DN
11	University of the Arts	King's Cross Central & Holborn, WC1

## 4 Residential development standards

*This section (Key Message, paragraphs 4.1 to 4.30 and the Further Information table) has been replaced by Interim Housing CPG (paragraphs IH4.1 to IH4.10).*





## 5 Lifetime Homes and Wheelchair Housing

*This section (Key Messages, paragraphs 5.1 to 5.42 and the Further Information table) has been replaced by Interim Housing CPG (paragraphs IH4.1 to IH4.10).*



## 6 Development involving net loss of homes

### KEY MESSAGES

- We will generally resist proposals for redevelopment or conversion of housing that involve the net loss of two or more homes.
- Developments involving the loss of two or more homes may be acceptable in certain circumstances, including the creation of large homes in a part of the Borough that has a relatively low proportion of existing large dwellings.
- We will assess proposals taking into account all relevant material considerations and particularly the history of the site including previous developments and valid planning consents involving the loss of homes.

- 6.1 This guidance relates to Core Strategy policy CS6 – *Providing quality homes* and Development Policy DP2 – *Making full use of Camden's capacity for housing*. It applies to all development that involves the net loss of homes. This guidance does not relate to applications for Lawful Development Certificates.
- 6.2 Camden's Core Strategy indicates that the projected growth in the number of households exceeds the anticipated supply of additional homes. The Council therefore seeks to minimise the net loss of existing homes.
- 6.3 Camden's Development Policies document indicates that the number of conversion and redevelopment schemes each year that involve a loss of homes is sufficient to create a significant cumulative loss and contribute to the shortfall between the additional supply of homes and projected growth in the number of households. Many schemes involve combining 2 or more homes into a single large dwelling, and there is some evidence to suggest that where large homes exist in Camden, they are relatively unlikely to be occupied by large households. In 2001, 47% of the households occupying a home with 5-or-more rooms were one- or two-person households. The proportion of one- or two-person households was 54% for owner-occupied homes with 5-or-more rooms.
- 6.4 The Council does not generally seek to resist schemes combining dwellings where they involve loss of a single home. This provision creates some scope for growing families to expand into an adjoining property. However, the provision can also be used to make successive changes to a property to combine several homes into a single large dwelling. A town house comprising 5 flats (one per floor from basement to 3rd floor) could become one large dwelling through 4 losses of a single flat, reducing the number of occupiers below the capacity of the property, and generating a need for 4 additional homes elsewhere. The floorspace of the large dwelling created in such a scenario would

typically exceed 250 sq m, which is very much greater than the minimum space standards for a 6-person dwelling set out in this guidance and in the London Plan.

- 6.5 The Council will therefore apply Development Policy DP2 to resist a succession of developments that involve combining small homes to create larger homes. When considering planning applications we will take into account all relevant material considerations including the cumulative loss of units created by past changes and the potential for further losses from planning consents that have not expired. We will particularly focus on changes in the same apartment or flat building, or in the same sub-divided town house.
- 6.6 Development Policy DP2 does provide for developments involving the net loss of two or more homes where they would create large homes in a part of the borough with a relatively low proportion of large dwellings. This relates to the six wards listed in paragraph 2.24 of Camden's Development Policies document, namely Bloomsbury, Holborn and Covent Garden, King's Cross, Kilburn, Regent's Park and St Pancras and Somers Town. Census data for 1991 and 2001 shows that in both years fewer than 26% of households in these wards lived in homes with 5 or more rooms. Providing for the development of more large homes in these wards contributes to the objective of creating mixed and inclusive communities set out in the NPPF and policy CS6 of Camden's Core Strategy.
- 6.7 Development Policy DP2 also provides for developments involving the net loss of two or more homes where they would enable sub-standard units to be enlarged to meet residential space standards. We will consider such 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.
- 6.8 Development Policy DP2 also provides for developments involving the net loss of two or more homes where they would enable existing affordable homes to be adapted to provide the affordable dwelling-sizes most needed, having regard to severe problems of overcrowding and the high proportion of one-bedroom dwellings in the Council stock.
- 6.9 The Council will keep Camden Planning Guidance under review and will apply this guidance and Development Policy DP2 taking into account all relevant material considerations including the latest information from the 2011 Census, population projections, other evidence relating to housing need and supply, and the impact of changes to national and regional planning policy. We will also take account of the minimum borough annual average housing target set out in the London Plan 2011, monitoring of housing delivery and the NPPF requirement that local planning authorities should plan to meet the full objectively assessed needs for housing.

## 7 Overlooking, privacy and outlook

### KEY MESSAGES:

- Development are to be designed to protect the privacy of existing dwellings;
- Mitigation measures are to be included when overlooking is unavoidable;
- Outlook from new developments should be designed to be pleasant;
- Public spaces benefit from overlooking as natural surveillance.

- 7.1 This section aims to ensure that when designing your development you successfully consider the potential impact on the privacy and outlook of neighbouring properties.
- 7.2 This guidance relates to Core Strategy policy CS5 Managing the Impact of Growth and Development and Core Strategy policy CS14 Promoting high quality places and conserving our heritage.
- 7.3 Policy *DP26 – Managing the impact of development on occupiers and neighbours* of the Camden Development Policies outlines how 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.

### Overlooking and privacy

- 7.4 Development should be designed to protect the privacy of both new and existing dwellings to a reasonable degree. Spaces that are overlooked lack privacy. Therefore, new buildings, extensions, roof terraces, balconies and the location of new windows should be carefully designed to avoid overlooking. The degree of overlooking depends on the distance and the horizontal and vertical angles of view. The most sensitive areas to overlooking are:
- Living rooms;
  - Bedrooms;
  - Kitchens; and
  - The part of a garden nearest to the house.

### WHAT IS GOOD PRACTICE?

To ensure privacy, there should normally be a minimum distance of 18m between the windows of habitable rooms of different units that directly face each other. This minimum requirement will be the distance between the two closest points on each building (including balconies).

- 7.5 Where this standard cannot be met we may require you to incorporate some of the following design measures into your scheme to ensure

overlooking is reduced to an acceptable level. Design measures to reduce the potential for overlooking and the loss of privacy include:

- Careful consideration of the location of your development, including the position of rooms;
- Careful consideration of the location, orientation and size of windows depending on the uses of the rooms;
- Use of obscure glazing;
- Screening by walls or fencing; and
- Screening by other structures or landscaping.

7.6 Where landscaping is used as a method of screening, arrangements for ongoing maintenance should be put in place and this may be secured by a planning condition.

7.7 Public spaces and communal areas will benefit from a degree of overlooking due to the increased level of surveillance it can provide.

### **Outlook**

7.8 Outlook is the visual amenity enjoyed by occupants when looking out of their windows or from their garden. How pleasant an outlook is depends on what is being viewed. For example, an outlook onto amenity space is more pleasant than an outlook across a servicing yard. You should design developments so that the occupiers have a pleasant outlook. You should screen any unpleasant features with permanent landscaping.

7.9 When designing your development you should also ensure the proximity, size or cumulative effect of any structures do not have an overbearing and/or dominating effect that is detrimental to the enjoyment of their properties by adjoining residential occupiers. You should carefully consider the location of bin or cycle stores if they are in close proximity to windows or spaces used by occupiers.

7.10 You should take particular care if your development adjoins properties with a single aspect over your development.

7.11 You should note that the specific view from a property is not protected as this is not a material planning consideration.

### **Further information**

*Better Places to Live: By Design - A companion guide to PPG3* (ODPM) makes number of design recommendations which recognise the importance of privacy in the home.

*Perceptions of Privacy and Density in Housing* report available from Design for Homes; 0870 416 3378 or [www.designforhomes.org](http://www.designforhomes.org). This report highlights some of the issues facing households living at higher densities, and the implications for future design of buildings.



Camden Planning Guidance

# Transport

London Borough of Camden

CPG 7





## CPG7 Transport

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# 1 Introduction

## What is Camden Planning Guidance?

- 1.1 We have prepared this Camden Planning Guidance to support the policies in our Local Development Framework (LDF). This guidance is therefore consistent with the Core Strategy and the Development Policies, and forms a Supplementary Planning Document (SPD) which is an additional “material consideration” in planning decisions. This new guidance will replace the Camden Planning Guidance 2006, updating advice where appropriate and providing new guidance on matters introduced or strengthened in the LDF.
- 1.2 The Camden Planning Guidance covers a range of topics (such as housing, sustainability, amenity and planning obligations) and so all of the sections should be read in conjunction, and within the context of Camden’s LDF.

## Transport in Camden

- 1.3 Camden benefits from excellent transport provision with international and national rail links, numerous tube stations and a large number of bus routes providing accessibility within Camden, to the rest of London and beyond. However, being a located in central London, the borough also faces considerable transport challenges, including congestion and poor air quality.

## What does this guidance cover?

- 1.4 This guidance provides information on all types of detailed transport issues within the borough and includes the following sections:
  1. Assessing transport capacity
  2. Travel Plans
  3. Delivery and Servicing Management Plans
  4. Car free and car capped development
  5. On-site car parking
  6. Vehicle access
  7. Streets and public spaces
  8. Cycling facilities
  9. Minicab offices
- 1.5 This guidance supports the following Local Development Framework policies:

## Core Strategy

- CS11 Promoting sustainable and efficient travel
- CS16 Improving Camden’s health and well-being



**Development Policies**

- DP16 The transport implications of development
- DP17 Walking, cycling and public transport
- DP18 Parking standards and limiting the availability of car parking
- DP19 Managing the impact of parking
- DP20 Movement of goods and materials
- DP21 Development connecting to the highway network
- DP32 Air quality and Camden's clear zone

## 2 Assessing transport capacity

### KEY MESSAGES

- A Transport Assessment is required for all schemes which will generate a significant travel demand
- Further guidance is contained within Transport assessment best practice guidance document, TfL 2006

- 2.1 This guidance aims to make sure that applicants submit all the information that is needed to determine a planning application in terms of the assessment of transport conditions before and after the development has taken place, and transport measures that will need to be secured before a development comes into use.
- 2.2 It relates to Camden Core Strategy policy CS11 - *Promoting sustainable and efficient travel* and policy DP16 - *The transport implications of development* of the Camden Development Policies.



### When does this apply?

- 2.3 This guidance applies to planning applications that involve a change in the way that a site is accessed from the highway, and planning applications that will alter how people or goods are moved, how many trips they make, and when the trips take place.
- 2.4 Reference should be made to Transport for London's guidance document 'Transport assessment best practice' for more detailed guidance, along with section 2 of this guidance, relating to Travel Plans. In line with policy DP16 of the Camden Development Policies document, where the transport implications of proposals are significant we will



require a Transport Assessment to examine the impact on transport movements arising from the development.

## **How should Transport Assessments be prepared?**

### **The requirement for a formal Transport Assessment**

- 2.5 Appendix 1 of the Camden Development Policies document provides guidance on the scale of development that is likely to generate a significant travel demand and therefore require either a transport assessment or a transport statement. The use class and floorspace relationships in Appendix 1 are simply guidelines, and have been selected on the basis that their travel characteristics are likely to have a significant impact on travel. The Council will require submission of a Transport Assessment for a development likely to have any of the following travel characteristics (having regard to any existing travel generated by activity on the development site):
- a) More than 1,000 person trips per day; or
  - b) More than 100 person trips during the morning or evening peak (0700-1000 or 1600-1900); or
  - c) More than 500 vehicle movements per day; or
  - d) More than 100 vehicle movements in any single hour; or
  - e) More than 20 heavy goods vehicles (over 7½ tonnes) per day; or
  - f) Any heavy goods vehicle movements between midnight and 6am.
- 2.6 Although a formal Transport Assessment is not required for schemes that do not have any of these travel characteristics, where there is any material change to travel patterns, information will still need to be submitted as part of the standard development control process, indicating the amount of travel that will arise, and when and how it will be accommodated (see paragraph 2.12).

### **Information required as part of a Transport Assessment**

- 2.7 At an early stage, applicants should discuss with the Council the scope of the Transport Assessment, and the most appropriate methods to use (e.g. data sources, estimation of trips generation, modelling requirements). The level of information contained within the Transport Assessment should relate in scale and kind to the particular development.
- 2.8 A Transport Assessment should generally include the following information. Please note that this table is a summary of the information contained within Transport assessment best practice guidance document, TfL 2006 and so reference should be to this TfL guidance.

**Figure 1. Transport Assessment Requirements**

<b>TA1. Description of development</b>		
a)	Detailed site plan (min. 1:1250).	Always required.
b)	Schedule of floor areas of existing uses on the site.	Always required.
c)	Schedule of floor areas of proposed uses on the site.	Always required.
<b>TA2. Description of base networks</b>		
a)	Plan showing relationship of site to the surrounding road, public transport, pedestrian and cycle networks. Include any tram routes or proposals.	Study area and base networks to be agreed with the Council.
b)	Information on traffic flows, accident records, on-street parking conditions, and identify any critical links and junctions.	For proposals increasing motor vehicle movements, criteria C to D.
c)	Information on frequency, reliability and capacity of bus, tram, underground and rail services within the study area.	For proposals increasing trips and trip concentrations, criteria A and B.
<b>TA3. Trip generation</b>		
a)	Number of person trips generated by mode and time of day.	Always required.
b)	Number and size of vehicles required to service the building.	Always required.
<b>TA4. Trip assignment</b>		
a)	Assignment of vehicular trips to the road network.	For proposals increasing motor vehicle movements, criteria C to D
b)	Assignment of public transport trips to the bus and rail networks.	For proposals increasing trips and trip concentrations, criteria A and B.
c)	Justification for assignment methodology.	Always required.
<b>TA5. Vehicular access and circulation</b>		
a)	Analysis of junction design for access and egress, using appropriate packages if necessary (such as PICADY, OSCADY, LINSIG and TRANSYT).	Always required where a new access is provided or where an existing access will be more intensively used.
b)	Describe the arrangements for servicing and access for emergency vehicles.	Always required.
c)	Describe the number, allocation and design of on-site parking and compare this with Council standards.	Always required.
<b>TA6. Pedestrians and cyclists</b>		
a)	Assess the capacity and safety of existing pedestrian and cycle facilities and describe how they are affected by the development.	Always required.
b)	Describe the number, allocation and design of on-site cycle parking and compare this with Council standards.	Always required.
c)	Describe design features on or outside the site to assist pedestrians and cyclists.	Always required.
<b>TA7. Public transport</b>		
a)	Assess the accessibility of the site by public transport.	Always required.
b)	Identify BR and Underground stations and lines, tram routes or proposed tram routes, and bus services that will be significantly affected by the development. Evaluate and quantify impact of additional demand on capacity.	For proposals increasing trips and trip concentrations, criteria A and B.
c)	Assess and quantify impact of additional road traffic on bus and tram reliability.	For proposals increasing motor vehicle movements, criteria C to D.
<b>TA8. Road network</b>		
a)	Identify junctions and links that will be affected by development traffic. Quantify and evaluate the reserve capacity, queues and delays at critical junctions.	For proposals increasing motor vehicle movements, criteria C to D
b)	Carry out a Safety Audit.	Only required where physical changes are proposed on the public highway.
<b>TA9. People with a transport disadvantage</b>		
a)	Identify measures to make the site accessible to people with a transport disadvantage, including access for community transport services, the provision of designated car parking, drop-off points, shopmobility and scootability schemes (loan of scooters or electric wheelchairs to assist movement in the area around a home or destination from the initial point of arrival), and physical design features.	Always required.
<b>TA10. Environmental impact</b>		
a)	The impact of generated traffic on air pollution and noise (unless included in an Environmental Assessment).	For proposals increasing motor vehicle movements, criteria C to D.
<b>TA11. Conclusions and recommendations</b>		
a)	Summary of transport impacts.	Always required.
b)	Details of remedial measures proposed to alleviate any identified problems or evidence provided that no remedial measures are necessary. In most cases, these will include outline provisions of a Transport Plan.	Always required.

- 2.9 The Regent's Canal in Camden has a transport function for walking and cycling and to a lesser extent for movement of passengers and freight by water. In addition to considering the highway and public transport networks detailed above, where a development is adjacent to the Canal, or the Canal forms a part of the pedestrian and cycle network close to a development, the Transport Assessment should consider how the development may affect travel on and alongside the Canal. Policy DP20 of the Camden Development Policies deals specifically with the use of the Regent's Canal for moving goods and materials.

### **What should the Transport Assessment achieve?**

- 2.10 Where an Assessment is submitted, it should enable the Council to consider whether:
- the development is acceptable in its proposed form and without any alterations to existing transport arrangements;
  - some alteration would be needed to the development or to transport facilities or networks in order to accommodate the travel it would generate in an acceptable way;
  - the development could not proceed without unavoidable harm to travel or the transport system, in which case the proposal will be contrary to LDF policy DP16, and will be refused by the Council if it is not withdrawn.
- 2.11 If the Assessment shows that amendments are needed, it should recommend specific amendments and mechanisms to ensure that these amendments take place in the event of the development being implemented. Recommendations might include:
- conditions to prevent implementation prior to the completion of planned transport provision with secured funding;
  - conditions to ensure that implementation is in phases, such that each phase follows completion of any necessary planned transport provision with secured funding;
  - a legal agreement to ensure submission and implementation of:
    - a travel plan to manage travel demand;
    - a servicing plan to manage on- and off-site servicing arrangements following completion;
    - a construction management plan for the period from commencement to full operational occupation of the development to manage on- and off-site construction traffic, delivery and removal of materials, and any temporary changes to other traffic movements (including pedestrian and cyclist movements) in and around the site;
  - changed on-site arrangements for pedestrians, cyclists, cycles or motor vehicles (including public transport) through substitution of drawings showing amended facilities for movement, picking-up and

setting-down, parking, storage, queuing, loading and unloading, and/or employee lockers and showers;

- changed off-site arrangements for pedestrians, cyclists, cycles or motor vehicles (including public transport) through a legal agreement to ensure funding and implementation of amended or new facilities for movement, picking-up and setting-down, parking, queuing, loading and unloading, and/ or other measures such as public transport services, shelters, information and signage, city car clubs and city car schemes.

### **Developments below the threshold for Transport Assessment**

- 2.12 Development Policy DP16 states that larger developments that would have implications for transport, but which fall below the threshold for a full transport assessment, will still be required to submit information regarding the transport implications of that scheme. Appendix 1 of the Development Policies document provides guideline floorspace thresholds for these types of developments. The type of information required is set out in DP16 and could be submitted as part of a Design and Access Statement.

### **Further information**

Draft Guidance on Transport Assessment, Department for Communities and Local Government/ Department for Transport, August 2006 - this can be viewed on the consultation papers pages in the roads and vehicles section of: [www.dft.gov.uk](http://www.dft.gov.uk)

Transport assessment best practice guidance document, Transport for London, May 2006 – this can be obtained via TfL at: 0845 305 1234



### 3 Travel plans

#### KEY MESSAGES

- Travel Plans enable a development to proceed without adverse impact on the transport system
- The requirements of a Travel Plan will be tailored to the specific characteristics of the site and the development

- 3.1 This guidance explains the circumstances under which travel plans are sought, what they are intended to achieve, how they should be prepared, and what measures should be considered for inclusion. In addition to general guidance for travel plans, this section provides guidance on:
- Workplace travel plans;
  - School travel plans;
  - Residential travel plans;
  - Visitor management plans; and
  - Leisure and event travel plans.
- 3.2 It relates to paragraph 11.16 of Core Strategy policy CS11 - *Promoting sustainable and efficient travel* and policies DP16 to DP21 of the Camden Development Policies.



#### When does this apply?

- 3.3 This guidance applies to all planning applications that involve a significant impact on travel or the transport system. It will also guide consideration of Travel Plans submitted where the impacts are less, but where the transport provision does not have capacity for increased demand, and where demand management measures are desirable to



address sustainability concerns. Transport for London recommends that a Travel Plan be submitted for any residential development of over 30 units. Various uses may not fall into these categories (e.g. religious institutions), but we will seek Travel Plans where appropriate and requirements will be tailored to the characteristics of the site and the development.

- 3.4 Reference should be made to Transport for London's documents 'Guidance for workplace travel planning for development' (TfL, 2008) and 'Guidance for residential travel planning in London' (TfL, 2008) for more detailed guidance. Reference should also be made to planning guidance about Transport assessments. In line with Development Policy DP16, the Council will also require a Transport Assessment to be submitted in support of any development that significantly increases travel demand or would have a significant impact on travel or the transport system.

### **General guidance**

- 3.5 Travel Plans are one way in which developments can contribute to meeting targets on traffic reduction and improving air quality. A Travel Plan is a package of measures, generally developed by employers or property managers, which is designed to reduce car use and promote greener forms of transport. Travel Plans will often be a mechanism that arises from a Transport Assessment as a means of enabling a development to proceed without adverse impact on the transport system. The Council, Transport for London, and partners in the North and Central Travel-plan Network can provide advice and assistance in the creation of Travel Plans by organisations that are existing, new, relocating or expanding, including hospitals, schools, and businesses organisations.
- 3.6 Where a Travel Plan is necessary in terms of policy DP16 or because elements of the transport system have no additional capacity, submissions in connection will generally be secured by S106 agreement. This is because the applicant will rarely be the final occupier of the scheme, and furthermore a Travel Plan will require ongoing development subsequent to the initial occupation. Travel Plans will require monitoring on at least an annual basis, and the Council will usually require submission of a monitoring report.
- 3.7 Travel Plans are developed over time, with a typical 3-year target being a specified reduction in the number of motor vehicle trips. This means promoting and increasing cycling, walking, and the use of public transport so that a real choice may be made between all travel methods. It is the enthusiasm and commitment of the organisation in putting the theories into action that ensures a Plan's success. Key to this is the support of senior management in the development of a Travel Plan. If the development does not replace an existing use, the Council will advise on the appropriate modal split targets.



## **Workplace travel plans**

- 3.8 A workplace travel plan will usually contain measures geared particularly to promoting alternatives to single-occupancy car use. A workplace travel plan will be specific to each individual site and the nature of the business activity there. Workplace travel plans are potentially suitable for any organisation that generates a significant number of employee trips including offices, hospitals, distribution centres, large shops and supermarkets, cinemas and theatres, primary care centres and GP surgeries. Specific guidance is available on school travel plans where the travel of pupils needs to be considered.
- 3.9 As a minimum, a workplace travel plan should address travel by staff to and from work and on business. However, a travel plan may also address visitor, client and customer travel, suppliers making deliveries, contractors undertaking work on site and fleet procurement/management.
- 3.10 The key components necessary for all workplace travel plans are:
- corporate/management support and commitment;
  - designated travel co-ordinator;
  - consultation on the plan;
  - staff travel surveys - baseline & monitoring;
  - targets – challenging but achievable;
  - promotion of the package to the workforce;
  - monitoring – on-going, to check and maintain progress and development.
- 3.11 Detailed measures will include some or all of the following:
- restricted availability of workplace car parking, and introduction of charges;
  - a communication strategy detailing how sustainable transport and travel plan issues will be promoted to staff and visitors;
  - easily available in-house public transport information for all staff at the workplace and for visitors, including leaflets and maps, intranet and internet;
  - public transport promotion and initiatives including interest-free season ticket/ travelcard loans, and mutual beneficial links with public transport operators to increase ridership and improve the services convenient for the workplace;
  - promotion of car-sharing where walking, cycling and public transport is not an option;
  - cycle prioritisation and provision of secure and convenient facilities such as: well-lit, workplace parking; lockers; showers and changing rooms;
  - procurement of a cycle repair and servicing facility (possibly through external tender process);

- financial benefits for cyclists such as mileage allowances for work-related journeys, 0% loans and salary sacrifice initiatives for purchase of bikes and equipment, assistance with cycle insurance;
- replacement of company cars with more sustainable benefits, adjusted car allowances and loans to discourage car use and release resources for greener options;
- on-site charging for electric bikes and vehicles;
- reduction of vehicle emissions through policies such as regular emissions testing;
- scheduled replacement of any existing fleet or pool vehicles with pool bikes and other pool vehicles that use cleaner fuels;
- travel reduction initiatives – for example, increased working from home, teleworking and teleconferencing can reduce the number of employee trips to the workplace;
- walking encouragement and provision of information on the best routes to and from the workplace for commuting, working and leisure, for staff and for visitors.

### **School travel plans**

- 3.12 A school travel plan (STP) can bring benefits of safer and more sustainable transport for the whole community. Each STP will need must be designed to take into account and be tailored to local circumstances. Where a school has strong links with other schools in the area, consideration should be given to developing a joint STP. An STP can potentially result in:

- Less cars and congestion around the school;
- Healthier, more active pupils, families;
- Less pollution around the school;
- Safer walking and cycling routes around the school;
- Improved school grounds with provision for bicycle storage;
- A more accessible school site; and
- Improved attendance and achievement.

- 3.13 All STPs have to be sent to Camden and to Transport for London for approval. It is essential that an STP complies with the Transport for London criteria used to assess STPs. It must also be signed and approved the school's Headteacher and the Chair before submission. These criteria for assessing STPs are detailed in the TfL publication 'What a school travel plan should contain'.

### **Residential travel plans**

- 3.14 A residential travel plans provide a key mechanism for ensuring that sustainable access is an integral feature of a development. Each one should form a holistic package of measures integrated into the design, marketing and occupation of the site rather than 'retrofitted' once the

development is established. A residential travel plan provides a mechanism for setting out how the various parties (including the developer and future occupiers) can work together in partnership to encourage sustainable travel patterns.

- 3.15 Residential travel plans are concerned with journeys made from a single origin (home) to multiple and changing destinations. Each residential travel plan is site specific, with detailed measures partly determined by site opportunities and constraints such as the location of existing public transport routes, health facilities and workplaces in the immediate area. A residential travel plan should include parking restraint, and should support walking, cycling and public transport use. A residential travel plan should include both hard measures, such as site-design, provision of infrastructure and new services, and soft measures such as marketing, promotion and awareness-raising among residents. A S106 agreement securing a residential travel plan will also need to require that all future residents are informed of the existence of the travel plan and any restrictions it implies (for example, lack of access to parking permits in controlled zones).
- 3.16 The main objectives of a residential travel plan are to:
- address residents' need for access to a full range of facilities for work, education, health, leisure, recreation and shopping. In some cases this will mean providing facilities that reduce the need to travel, such as a local shop;
  - reduce the traffic generated by the development to a significantly lower level of car trips than would be predicted for the site without the implementation of the travel plan;
  - promote healthy lifestyles and sustainable, vibrant local communities;
  - encourage good urban design principles that open up the permeability of the development for walking and cycling linked to the design and access statements;
  - address specific problems identified in the site's Transport Assessment - for example, a road safety problem that prevents children or older people from gaining access to key facilities.
- 3.17 There are two distinct phases in development of a residential development plan:
- 3.18 Stage 1 should cover design, construction, occupation, and the first monitoring and review period. Preparation and implementation will initially rest with the developer or a consultant appointed by the developer, however implementation may involve a steering group which has representation from different agencies such as the local authority, public transport operators and residents (once they are in occupation). At this stage, the developer, the manager of the development, and the person designated as travel plan coordinator will have to be closely involved in managing and refining the travel plan. This period is crucial in terms of ensuring that the measures outlined in the plan are actively

implemented as part of the development and that the objectives and targets identified in the plan have potential to be met.

- 3.19 Stage 2 will be after full occupation of the development and completion of all measures to integrate the development with the surrounding area. Responsibility for managing and developing the travel plan will generally need to be passed on, and measures put in place to ensure that implementation of the plan continues.
- 3.20 It is important that an effective management structure is put in place to enable the overarching responsibility for the plan to be passed from the developer to the residents or to a residents' management company or to another body such as the Council. The manager will need to be able to ensure the continuation of travel plan measures such as car clubs, car share schemes. A residential travel plan will therefore need to specify its own management structures, which should generally have the following characteristics:
- identifying the developer as the party responsible for delivering the travel plan and for initial implementation, including responsibility for achieving the targets and objectives established in the travel plan. The plan should specify clearly at what point the developer can pass on responsibility for the plan wholly to residents, a management committee, or similar. Up to that time, steering groups and other management structures may assist in implementing the travel plan, provided that the developer retains ultimate responsibility;
  - establishing the ongoing management committee or group with a clear purpose, accountability and ability to take action – this is most likely to be achieved by developing a constitution for the group;
  - providing funding to ensure ongoing administrative support for the group once established and adequate resources to carry out continuing travel plan measures

### **Visitor management plan**

- 3.21 Where developments are likely to involve visitors arriving and leaving in taxis and coaches, submitted proposals should show how these can be accommodated without harm, and a Visitor Management Plan may be required to where it is necessary to impose controls on the types of vehicle, the times of arrival, and the specified picking-up and setting-down points.

### **Leisure and event travel plan**

- 3.22 Event travel plans are designed for short-term events (either regular or one-off) and as such will be implemented differently to workplace travel plans. The general structure of the plan will be similar but the content of each section will be different when dealing with events.

### 3.23 An event travel plan should contain the following:

- Background information - providing an overview of the event and its organisers and including information on any existing environmental policy, why a travel plan is being produced and detailing the location of the event along with some information on the site's accessibility.
- Site audit and survey - providing the information to inform the rest of the travel plan. The site audit provides details on how accessible the site is by various forms of transport and includes both on-site and off-site infrastructure.
- Aims and objectives - broad statements of intent regarding what it is hoped the travel plan will achieve.
- Targets - There are two types of target that can be set for a travel plan. The first is known as an 'aim-type' target and is generally based on the percentage share of each travel mode used, and the other type of target that is set is the 'action-type' target which sets a deadline for a certain action to have taken place.
- Measures - detailing the various incentives and initiatives that can be employed to achieve the targets set in the previous section. The measures that are implemented will depend on various factors including the results of the surveys, the size of the event (area or number of visitors), the site audit and the amount of funding available.
- Monitoring Strategy and Management Structure – in order to record the overall success of the travel plan as well as how effective individual measures have been.
- Action Plan – providing a summary of how the travel plan will be implemented and monitored. An action plan typically lists the measures that are due to be implemented along with details on who is responsible, when they are to be undertaken, how the success will be gauged and which aims and objectives they relate to.

### Further information

Government resources related to travel plans can be viewed in the sustainable travel section of: [www.dft.gov.uk](http://www.dft.gov.uk)

Residential and employment travel plans best practice guidance documents, Transport for London, forthcoming 2006-07 – when published these will be available from TfL at: 0845 305 1234

What a school travel plan should contain, Transport for London - this can be viewed on the Camden Schools/ School Travel Plans/ Success Factors pages in the education section of Camden's website - [www.camden.gov.uk/ccm/navigation/education/camden-schools/school-travel-plans/success-factors/](http://www.camden.gov.uk/ccm/navigation/education/camden-schools/school-travel-plans/success-factors/)



## 4 Delivery and servicing management plans

### KEY MESSAGES

- Transport Assessments represent the best tool to consider how a development can most appropriately be serviced
- Developments should accord with the Servicing Guidelines provided in this guidance

- 4.1 The purpose of this guidance is to give details on how Delivery and Servicing Management Plans can be used to manage and mitigate the potential impacts of deliveries and servicing on the amenity of occupiers and neighbours.
- 4.2 This guidance relates to Core Strategy Policy CS5 - *Managing the impact of growth and development* and policies DP20 - *Movement of goods and materials*, and DP26 - *Managing the impact of development on occupiers and neighbours* of the Camden Development Policies

### When does this guidance apply?

- 4.3 This guidance applies to all development proposals which are likely to generate delivery and servicing movement and therefore may incur significant noise and disturbance impacts. Further details on the circumstances in which the Council will expect/require Delivery and Servicing Management Plans are set out within this guidance.

### How should Delivery and Servicing Management Plans be prepared?

#### Service vehicles and waste collection

- 4.4 General guidance on requirements for service vehicles and goods vehicles is given in Development Policy DP20 - *Movement of goods and materials*. Transport Assessments represent the best tool to consider how a development can most appropriately be serviced. Loading and unloading for some developments can safely and appropriately take place on-street, depending on the nature of the street and the development. Where a development is most appropriately serviced off-street, the application should show that the development will accord with the servicing guidelines shown in the table at the end of this section.
- 4.5 Guideline thresholds for the scale of development where a Transport Assessment will be required are given in LDF Development Policies Appendix 1. For development of significant floorspace in commercial use and residential institutions, the LDF proposes off-site bays for servicing, but also proposes a Transport Assessment that can test the appropriateness of alternative solutions.



- 4.6 For retail-type floorspace (Use Classes A1-A5), the guideline threshold is developments of 1,000 sq m or more. For other commercial floorspace, hotels, and institutional residential accommodation such as hotels, colleges and hostels, the guideline threshold is developments of 2,500 sq m or more. The transport characteristics of Use Classes D1-D2 (including surgeries, places of worship and cinemas) are too variable for any assumption to be made about the need for on-site servicing, but a Transport Assessment is sought in most cases.
- 4.7 The scale of a development is not the only factor controlling the servicing needs it generates. A Transport Assessment is required for any development that would significantly impact the transport system under policy DP16 of the Camden Development Policies. This could be expected to include, for example, any development serviced on-street and likely to receive more than 10 deliveries a day or 2 deliveries an hour. Assessment is also required for developments that generate a number of heavy vehicle movements (see the Assessing Transport Capacity section of this guidance).
- 4.8 If waste collection vehicles need to access a development site, this can be a key consideration in the design of motor vehicle access and circulation spaces. Information on the amount of space needed for sorting and storage of waste on-site prior to collection is given in the Waste recycling and storage section of CPG1 Design. The Council does not generally allow waste to be left on the highway for collection on a specified day except in the case of residential development of 6 dwellings or less.
- 4.9 External storage space for large waste containers is sought for residential development of 7 dwellings or more, and for most non-residential development. The external storage space should be at or near street level, and within 10 metres of a place suitable for a collection vehicle to stop. If appropriate external storage space for waste cannot be provided within 10 metres of the public highway, it will generally be necessary for the collection vehicle to access the development site. In this case, circulation spaces will need to be considered in the same way as those for service vehicles.

### Servicing Guidelines

Swept paths	Applicants should provide evidence of swept paths on submitted drawings.
Turning areas	Normally, all vehicles must be able to enter and leave the site in a forward facing direction. If in exceptional cases this is not possible, the service area must be designed to enable vehicles to reverse off the highway rather than onto it.
Demarcation	Servicing bays and turning areas should be clearly marked out, for example, by the use of different colours and materials, to discourage their misuse for car parking and storage.
Pedestrians	Care must be taken to provide safe segregated routes for use by pedestrians. Where access roads for service vehicles represent the most direct or visible route for pedestrians, a segregated footway at least 1.8 m in width should be provided with direct links to each pedestrian entrance of each building on site.
Access roads	A minimum carriageway-width of 6.0 m is required where an internal access is designed for two-way use by service vehicles. Where a footway is not provided to each side, a safety margin with a minimum width of 0.5m must be provided wherever there is no footway.
Headroom	A vertical clearance of 3.5m must be provided for light and medium goods vehicles.

### Further information

CPG1 Design, LB Camden 2011

Camden Streetscape Design Manual, LB Camden 2005

Camden Council transport strategies and plans, including the Streetscape Design Manual, can be viewed in the transport and streets section of the Council's website

Residential roads and footpaths: layout considerations - Design bulletin 32 (2nd edition), HMSO 1992 – this can be obtained via:

[www.tsoshop.co.uk/bookstore.asp](http://www.tsoshop.co.uk/bookstore.asp)



## 5 Car free and car capped development

### KEY MESSAGES

- We expect car free development in the borough's most accessible locations and where a development could lead to on-street parking problems
- Legal agreements will be used to maintain car-free and car-capped development over the lifetime of a scheme

- 5.1 This section explains further the terms car-free and car-capped development, as referred to in the Camden Core Strategy and Camden Development Policies, the mechanisms that are needed to secure them, and the circumstances in which it will be appropriate for the Council to refuse additional dwellings that are not car free or car capped.
- 5.2 It relates to Core Strategy Policy CS7 – *Promoting sustainable and efficient travel* and policies DP18 – *Parking standards and limiting the availability of parking* and DP19 – *Managing the impact of parking* of the Camden Development Policies.

#### **Car-free development**

A development which has no parking within the site and occupiers are not issued with on-street parking permits

#### **Car-capped development**

A development which has a limited amount of on-site car parking, but no access to on-street parking permits.

- 5.3 Car-free and car capped development is successful in Camden because most of the borough has very good access to public transport services. Levels of car ownership are low compared with London generally, and choosing not to own a car can be an attractive lifestyle option. The guidance in this section covers:
- What car free development is, and where it is sought;
  - What car capped development is, and where it is sought;
  - Implementation of off-street parking restrictions for car-free and car-capped development, including partial provision of car free and car capped development, and maintaining the on-street parking rights of existing occupiers;
  - Meeting the parking needs of disabled people.

### **When we expect car free and car capped housing**

- 5.4 Car free and car capped requirements apply to developments in particular locations and circumstances:
- we expect car free development in the Central London area, our town centres and other areas with high public transport accessibility (see Development Policy DP18);

- we will also expect car free development where the creation of a new access could lead to on-street parking problems where the loss of kerb space creates unacceptable parking pressure. Refer to Development Policy DP21, and the Access section of this guidance for more information);
  - Car capped development applies to schemes that would have an unacceptable impact on on-street parking conditions or highway management and safety through the introduction of new units with access to on-street parking permits (see Development Policy DP19).
- 5.5 Car-free or car-capped housing may be sought wherever development involves the creation of one or more additional dwellings – whether newly built, or created by a conversion or change-of-use.
- 5.6 Non-residential development can potentially involve car-free or car-capped designation if it creates a new non-residential address or involves a change-of-use that would otherwise increase the demand for car parking. This reflects the operation of the parking permit scheme, where permits relate to individual addresses.

### **Car free development**

- 5.7 Car-free development is development that does not have any car parking. No parking is provided or allowed on the site (except parking designated for disabled people), and all of the dwellings or units created are not entitled to on-street car parking permits. Where we seek car free development our parking standards do not apply as no parking is allowed.
- 5.8 Camden Development Policy DP18 states that we 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 highly accessible areas.
- 5.9 'Highly accessible areas' are considered to be areas with a public transport accessibility level (PTAL) of 4 and above. The PTAL of a specific site can be established using Transport for London's Planning Information Database website pages, which can be found at: <http://webpid.elgin.gov.uk/>.
- 5.10 Car free development will also be required where the creation of an access to allow off-street parking would reduce the availability of on-street parking (see also section 6 of this guidance on vehicle access), or would otherwise cause problems relating to highway management or safety. Policy DP19 of the Camden Development Policies states that we will resist developments that would harm on-street parking conditions or harm highway safety.

### **Car capped development**

- 5.11 Car-capped development is development in which all of the dwellings or units created are not entitled to on-street car parking permits, although some or all of the dwellings or units created may have a parking space

on the site, in accordance Camden's parking standards (see policy DP18 and Appendix 2 of the Camden Development Policies). It therefore differs from car free development because some on-site car parking is allowed, in line with Camden's parking standards.

- 5.12 Car capped development is sought in developments that are not in the locations listed in paragraph 4.7 above, where additional off-street spaces can be accommodated within the development without harming highway or on-street parking conditions, but where additional on-street car parking is not considered acceptable.

### **Circumstances where additional on-street car parking is not acceptable**

- 5.13 There are parts of the Borough where increasing competition for on-street parking through introducing additional premises with on-street parking rights is not acceptable. This is generally the case in the Central London Area, but also in many other areas where the parking spaces available cannot meet existing demand. This has implications for queuing and congestion, illegal parking, and highway safety. In these circumstances, if a developer will not enter into an agreement to designate the additional development as car-free or car-capped, planning permission will not be given.
- 5.14 In considering the ability of available on-street parking to accommodate the impact of additional development, we will have regard to the cumulative effect of proposals in the area, including unimplemented and partly implemented schemes already granted planning approval.
- 5.15 Our Parking and Enforcement Plan provides regularly updated permit data, which is used to establish levels of on-street parking pressure on each of the borough's roads. This information will be used when considering the acceptability of applications that would involve the potential allocation of additional on-street parking permits to the future occupiers of new development.

### **Implementation of on-street parking restrictions for car-free and car-capped development**

- 5.16 The whole of Camden has controlled parking and, in principle, is appropriate for car-free or car-capped development. On most days, most parking spaces on residential streets are only available to people holding a parking permit issued by the Council. In Controlled Parking Zones we can restrict access to on-street car parking because we can control the issuing of parking permits.

#### **Controlled Parking Zones**

Designated areas in regulations control how parking may be used on different sections of the street and at different times.

- 5.17 In order to be able to maintain car-free and car-capped development over the lifetime of a scheme, the developer will be required to enter into

a legal agreement under Section 106 of the Town and Country Planning Act 1990 (as amended), which would permanently remove the entitlement to an on street parking permit for each home created:

- 5.18 The legal agreement requires the owner of the development to inform incoming occupiers that they are not eligible to obtain a parking permit for on-street parking, or to purchase a space in a Council-controlled car park. This part of the legal agreement stays on the local search in perpetuity so that any future purchaser of the property is informed that occupiers are not eligible for parking permits.

### **Maintaining on-street parking rights of existing occupiers**

- 5.19 Existing parking rights can normally be retained on development sites, where it can be demonstrated that existing occupiers are to return to the address when it is completed. This is common where an existing dwelling or block is being extended or subdivided. It can also occur where a change-of-use brings a site or property into residential occupation.
- 5.20 If a development is to have new occupiers, existing parking rights will not apply, and the Council will apply its car-free / car-capped policies as set out in Development Policies DP18 and DP19.

### **Meeting the needs of disabled people**

- 5.21 Car-free development and car-capped development should be designed taking into account the needs of disabled car users. Blue Badge holders are able to use parking spaces in Controlled Parking Zones without a parking permit. Minimum parking standards apply to parking for people with disabilities, and 1 parking space for people with disabilities is required per 10 general-purpose dwellings (see Appendix 2 of the Camden Development Policies document). In addition, where car-free and car-capped developments contain wheelchair housing, the Council will expect a parking space to be provided for each wheelchair dwelling. Where a resident in need of a reserved disabled parking space moves into a development with no off-street spaces, the Council will consider a request for a designated disabled space on-street in the same way whether the development is formally car-free or not.

### **Further information**

- 5.22 In addition the guidance above regard should also be had to Camden's Parking and Enforcement Plan (2004), which provides further information on our approach to managing parking in the borough.



## 6 On-site car parking

### KEY MESSAGES

This section includes detailed guidance on:

- Implementation of numerical car parking standards
- Dimensions and layout of spaces, including dedicated spaces for disabled people
- Underground and stacked parking
- Car clubs and pool cars
- Electric charging points

6.1 This section assists applicants for developments that will involve the provision of off-street parking spaces.

6.2 It relates to Core Strategy Policy CS11 - *Promoting sustainable and efficient travel* and policy DP18 - *Parking standards and limiting the availability of car parking*; and Appendix 2 Parking standards of the Camden Development Policies. It should be read in conjunction with section 6 of this guidance on vehicle access.

### When does this apply?

6.3 This guidance applies to planning applications that involve creation of off-street parking spaces, in line with the standards set out in the Camden Development Policies. The parking requirements for emergency services, such as ambulance, fire and policing facilities, will be assessed on an individual basis, having regard to the specific operational needs of a particular use.

6.4 Applicants should first seek to minimise car use from their development, in accordance with Core Strategy Policy CS11 and policies DP16-DP20 of the Camden Development Policies. Alternative measures include:

- provision for walking, cycling and public transport;
- car-free development so that there is no need for parking; and
- car clubs and pool cars.

### How should on-site car parking be provided?

6.5 Standards for the number of spaces required for car parking and servicing are given in Camden Development Policies Appendix 2.

6.6 Thresholds and standards are given as a gross floor area (GFA) relating to the development as a whole, and are not intended to be applied separately to individual units that form part of a larger development. Shared use of parking spaces and servicing bays between units will be encouraged where practical.

- 6.7 Where a development crosses a threshold, requirements apply to the entire floorspace, not only the floorspace above the threshold. For example, for hotels, the requirement for visitor parking spaces for people with disabilities is 1 space per 1,250 sq m from a threshold of 2,500 sq m (Development Policies Appendix 2). This means that no requirement applies to a hotel of 2,000 sq m, but for a hotel of 5,000 sq m, a requirement of 4 spaces for disabled visitors applies.
- 6.8 Paragraph 18.7 of Camden Development Policies addresses the provision of parking for employees with a need for “continuous access to a car for work purposes”, as part of the maximum standards for employment generating uses. For the removal of doubt, this refers to travel needs that cannot be met by walking, cycling or public transport, and relates to access during the working day, not commuting to and from work

### Dimensions and layout of car parking spaces

- 6.9 Figure 2 below sets out our minimum standards for the dimensions and layout for off-street car parking spaces.

**Figure 2. Dimensions and layout of car parking spaces**

Off-street car parking space (standard)	2.4m wide by 4.8m deep.
Front Garden/Forecourt	5.0m wide by 6.0m deep.
Off-street car parking space for use by disabled people	3.3m wide by 4.8m deep.
Layout of car parking spaces for general use	<p>90° parking – aisles may be two-way</p> <p>The minimum aisle width between the ends of spaces is 6.0m</p> <p>60° parking – aisles must be one-way</p> <p>The minimum aisle width between the ends of spaces is 4.2m</p> <p>45° parking – aisles must be one-way</p> <p>The minimum aisle width between the ends of spaces is 3.6m</p>

- 6.10 Disabled parking should be in line with the Mayor’s Draft London Housing Design Guide SPG (July 2009), which states in paragraph 3.3.2 that “Each designated wheelchair accessible dwelling should have a car parking space 2.4m wide with a clear access way to one side of 1.2m wide”.
- 6.11 Dedicated car parking spaces for use by disabled people should be designated with appropriate markings and signs. These spaces should be located as close as possible to main pedestrian entrances and passenger lifts. There must be no obstruction – such as a raised kerb or

heavy doors - between the parking spaces and the entrance to the building. In considering the appropriateness of distances to the furthest facility served by a dedicated parking space, the following guidelines will be taken into account:

Uncovered route	Less than 50m
Covered route (unenclosed or part enclosed)	Less than 100m
Completely enclosed route (unaffected by bad weather)	Less than 200m

- 6.12 In addition to dedicated parking spaces, where premises are likely to attract visits by the public, vehicular setting down and picking up points suitable for use by disabled people should be available as close to main building entrances and passenger lifts as possible.

### **Underground and stacked parking**

- 6.13 Because of the high cost of land in Camden, some developers are seeking to use more space-efficient forms of car parking, such as underground and 'stacked' parking.
- 6.14 Whilst the Council considers that such provision can be appropriate in some circumstances, it must not cause harm in terms of visual impact and safety. In particular, proposals for underground and stacked parking would need to satisfactorily address potential issues in relation to vehicles queuing/ waiting, and impact on the highway, congestion and safety as vehicles manoeuvre around the site, along with any archaeological implications.
- 6.15 As with any car parking provision, underground and stacked parking must meet Camden's parking standards.

### **Car clubs**

- 6.16 Paragraphs 11.18 of the Camden Core Strategy and 18.14 and 18.15 of the Camden Development Policies encourage the provision of car club spaces as an alternative to the provision of private car spaces, in order to make private transport more sustainable.
- 6.17 We will seek publicly accessible spaces, where provision is made as part of development. This enables spaces to form part of a wider network, improving accessibility to spaces, benefitting the local community and reducing impact on the public highway (by avoiding the provision of additional on-street spaces).
- 6.18 Developers should provide spaces for a Camden-approved city car club operator. Please contact the Council for our full list of approved operators.
- 6.19 The Council's preference is for the provision of car club spaces for electric or low carbon vehicles.



### Electric charging points

- 6.20 As part of our approach to making private transport more sustainable, the Council promotes the use of low emission vehicles, including through the provision of electric charging points (see Camden Core Strategy Policy CS11).
- 6.21 Electric charging points allow electric vehicles to charge up whilst parked, ready for the next journey, and are normally located in dedicated parking bays. Further information on electric charging points can be found at: <http://www.newride.org.uk/>
- 6.22 We will seek the provision of electric charging points as part of any car parking provision in new developments (policy DP18 of the Camden Development Policies). The emerging London Plan (policy 6.13 Parking) states that 1 in 5 new spaces provided in new developments should provide charging points.
- 6.23 The Council will promote provision of electric vehicle charging spaces as an alternative to any general car parking spaces, but particularly if the charging spaces will be for electric pool cars or electric car-club cars. We will encourage use of renewable energy to provide power for charging points.
- 6.24 Parking for low emission vehicles, pool cars and car clubs should be provided from within the general car parking allowed by Camden's parking standards. If they are provided in addition to general car parking spaces, they are unlikely to be effective in encouraging more sustainable means of transport, and to the Council's overall aim of reducing congestion in the Borough.

### Further information

- 6.25 The creation of off-street parking spaces will often require the creation of a new vehicle access to a site. This section should therefore be read alongside section 6 of this guidance on Access to sites for motor vehicles, which sets out how proposals involving new means access are judged in terms of impact on the highway, safety and visibility for emerging vehicles.

6.26 Other useful sources of information include:

- Mayor’s draft Housing SPG, which contains detailed guidance on the levels of car parking;
- Manual for streets; DfT; 2007, which provides guidance on accommodating car parking within the street environment; and
- Camden Parking and enforcement plan, which sets out a comprehensive approach to managing parking and addresses the need for effective enforcement of parking controls, for both on-street and off-street parking.



## 7 Vehicle access

### KEY MESSAGES

- Planning permission must be sought for works to create or alter an access onto a classified road
- The Council will not approve applications that would cause unacceptable parking pressure or add to existing parking problems

- 7.1 This section gives guidance on designing developments to provide safe access and use by motor vehicles, ensuring that new means of access do not cause harm to the safety of other users of the development and the adjacent highway. It focuses on the Council's approach to planning applications that include new footway crossovers and new access routes to enable access to properties and sites.

#### **Footway crossover**

A dropped kerb or short ramp to permit vehicle access.

- 7.2 It relates to Core Strategy Policy CS11 - *Promoting sustainable and efficient travel* and policies DP18 - *Parking standards*; DP19 - *Managing the impact of parking*; and DP21 - *Development connecting to the highway network* within the Development Policies.

- 7.3 This section provides guidance on how proposals are judged in terms of:

- impact on the highway network and on-street parking conditions;
- visibility and sightlines for emerging vehicles;
- impact on the footway;
- layout and dimensions for footway crossovers; and
- Preventing waiting on the highway for schemes that include controlled access points, lifts and ramps.

### **When does this apply?**

- 7.4 This guidance applies to planning applications that involve a change in the way that a site is accessed from the highway.

- 7.5 Planning permission must be sought for works to create or alter an access onto a classified road, including a crossover over a footway or pavement to provide access onto private land. However, there are certain circumstances where planning permission may not be required for access to a paved area or garage. These can include an access:

- from a road that is not classified (classified roads are listed in the Camden Network Management Plan);
- to a property that is not subdivided into flats, and is occupied by a single household.



**Classified road**

A road which has a number in the national road system (i.e. M - motorway, A - first-class road, and B - secondary road).

- 7.6 Before considering applications for vehicle access we will first assess how an application has sought to minimise car use in accordance with Core Strategy Policy CS11 and policies DP16 - DP20 of the Camden Development Policies document. Relevant alternative measures include:

- provision for walking, cycling and public transport;
- car-free development so that there is no need for parking; and
- car clubs and pool cars.

- 7.7 It should also be noted that, separately to planning permission, consent is required from the relevant Highway Authority for a new or altered access from the public highway onto private land, and must be obtained before embarking on any work. The Council is the Highway Authority for all public roads in the Borough except the Transport for London Road Network (see Development Policies Map 1), for which, Transport for London is responsible.

**How should vehicle access be provided?**

- 7.8 Access to a site by motor vehicles will either be by driving over the footway using a crossover or the footway will be interrupted by a new junction to create a level access direct from the carriageway:
- Crossovers may be appropriate where the site is not intensively used by vehicles. The Council's Street Management Division will advise on the appropriateness of crossovers and, where a crossover is appropriate, will generally carry out its construction at the developer's expense, in accordance with the design requirements set out in the Camden Streetscape Design Manual;
  - Direct access using a new junction is likely to be appropriate either where the site is intensively used by vehicles, or where access is required by heavy goods vehicles. The Council will seek adoption of new roads, and so they must be designed in conjunction with the Council's Street Management Division (see Development Policy DP21).

**Impact on the highway network and on-street parking conditions**

- 7.9 The Council's approach to development and highway management is set out in policy DP21 of the Camden Development Policies, which seeks to ensure that new connections to the highway network from developments do not cause harm to the network, to its users or the environment. Applicants whose schemes will connect directly to the highway network should also refer to Camden's Network Management Plan and consult Council.
- 7.10 The creation of off-street parking and new access routes frequently involves the loss of on-street parking spaces due to the creation of a

crossover over the kerb. As set out in paragraphs 19.6 - 19.9 of the Camden Development Policies document, we will not approve applications for planning permission (and for highways consent) that would cause unacceptable parking pressure or add to existing parking problems.

- 7.11 Camden's Parking Enforcement Plan Parking provides regularly updated parking permit data, which is used to establish levels of on-street parking pressure on each of Camden's roads. This information will be used when considering the acceptability of applications that would involve the loss of on-street parking spaces.
- 7.12 We will require developments to be car free, where necessary, in order to avoid harmful impacts on on-street parking conditions through the creation of new access routes (see section 4 of this guidance for more information on our approach to car free development).

### **Visibility and sightlines for emerging vehicles**

- 7.13 Vehicles joining the highway network need clear views of pedestrians, cyclists and other traffic, and users of the highway network need clear views of those joining it. Views can be obstructed by boundary treatments and parked cars. The relationship between motor vehicles and cyclists and pedestrians is particularly sensitive.
- 7.14 Adequate visibility for emerging vehicles should be provided with new vehicle accesses, or development that effects existing vehicular accesses. Developers should refer to the Manual for Streets for guidance.

### **Layout and dimensions for footway crossovers**

- 7.15 It is essential that footway crossovers do not harm ease of pedestrian movement, and the front building line should provide a minimum pavement width of at least 1.8 metres. Any changes to the public highway would need to be approved by the highway authority and design details should be discussed with Camden highway authority prior to the submission of an application.
- 7.16 It is important that new access points are not overly steep, in order to allow for safe and convenient access. For normal pavement crossovers that involve a dropped kerb, the Council will apply the following gradients:
- Vehicular ramps from the carriageway to the area of level footway should be a maximum of 15% (1:6);
  - For pedestrians dropped kerbs should be a lower gradient.
  - For longer vehicular ramps, the Council will apply the following gradients:
  - Vehicular ramps should be a maximum gradient of 10% (1:10)

- For pedestrians, ramps should be a maximum gradient of 1:12, in line with the Disability Discrimination Act (DDA) requirements (although a gradient of 1:20 is preferred)

- 7.17 Where possible, the ground floor level of a development should be the same as the level of the highway, in order to avoid the provision of unnecessary steps, and to allow the footway to be constructed with an adequate slope (i.e. “crossfall”) to allow water run off.

**Preventing waiting on the highway: Controlled access points, lifts and ramps**

- 7.18 Sometimes it will be necessary to provide a limited amount of space for vehicles on the site or curtilage, with controls at the point of entry and/ or provision of vehicle space at a different level from the street, accessed by a vehicle ramp or lift.

**Curtilage**

The enclosed area of land adjacent to a dwelling house.

- 7.19 In each case, an area should be provided within the site for all vehicles waiting for a traffic signal, barrier or vehicle lift. This area should be sufficient to accommodate the maximum likely number of queuing vehicles, without any obstruction to pedestrians and vehicles using the public highway. Where a lift, ramp or other access is only available to one vehicle or direction of flow, there must be space at each end for leaving vehicles to pass those queuing to enter.
- 7.20 Depending on expected traffic flows, access roads may be expected to be two-way. Segregated areas for pedestrians and/ or cyclists may also be required.

**Further information**

- 7.21 The Council’s Road Network Management Plan establishes the road hierarchy in Camden and provides a list of classified roads in the borough. It sets out how the Council will manage the road network in order to provide for efficient movement of vehicles and pedestrians and reduce disruption and congestion.
- 7.22 The Camden Streetscape Design Manual provides information on the Council’s expectations for the detailed design and layout of highways, footways and public spaces in Camden. Detailed consideration should be given to the Manual before designing any highway works.
- 7.23 Other relevant documents include:
- Department of Environment, Department of Transport Design Bulletin 32 - Residential Roads and Footpaths - Layout Considerations – which describes the main considerations that should be taken into account in the design of residential layouts. It also takes into account new initiatives on matters such as road safety and includes references to improvement schemes on existing estates.

- Design Manual for Streets; DfT, 2007 – which provides advice for the design of residential streets and the creation of sustainable and inclusive public spaces.
- Design manual for roads and bridges – which is a series of 15 volumes that provide official standards, advice notes and other documents relating to the design, assessment and operation of trunk roads and motorways.

7.24 Regard should also be had to:

- the creation of high quality streets and public spaces (see section 7 of this guidance);
- potential community safety issues associated with forecourt parking – see Core Strategy policy CS17 and Designing safer environments section of the CPG1 Design.



## 8 Streets and public spaces

### KEY MESSAGES

- New development should contribute to the creation of attractive, clean and well-maintained public places
- All new pedestrian areas and footpaths are required to be constructed to a standard that is considered appropriate for adoption by the relevant Highway Authority.

- 8.1 This section provides guidance on the design and layout of streets and public spaces. It aims to ensure that a good quality pedestrian environment and good pedestrian access are provided. This includes ensuring that development is accessible to all members of the community, including all disability groups.
- 8.2 The guidance relates to Camden Core Strategy Policy CS11 - *Promoting sustainable and efficient travel* and policies DP16 - *The transport implications of development* and DP17 - *Walking, cycling and public transport* and DP21 - *Development connecting to the highway network* in Camden Development Policies.

#### **Public realm**

All areas to which the public has open access.

#### **Legible London scheme**

A new signage scheme which aims simplify pedestrian movement around London.



- 8.3 This section includes guidance for the design and layout of streets and public spaces including:
- quality of the public realm;
  - ease of pedestrian movement;
  - street furniture;
  - footpaths that are not alongside roads,
  - our approach to shared surfaces; and
  - information on the Legible London scheme.

### **When does this apply?**

- 8.4 This guidance applies to planning applications that involve a change in the way that pedestrians access a site or move in and around the site, and also applications that change vehicle movements in a way that will affect pedestrians.
- 8.5 It should guide arrangements for pedestrians that arrive by car, public transport or bicycle, as well as those arriving on foot.

### **The design and layout of streets and public spaces**

#### **CAMDEN STREETSCAPE DESIGN MANUAL (2005)**

Provides useful guidance for those who are planning the design and layout of streets and public spaces. The manual sets out the Council's detailed expectations for street works in the borough, addressing issues such as responding to local character, footway design and materials, and street furniture.

### **General principles**

- 8.6 We will seek improvements to streets and spaces to ensure good quality access and circulation arrangements for all. This includes improvement to existing routes and footways that will serve the development. Key considerations informing the design streets and public spaces include the following:
- Camden Streetscape Design Manual;
  - ensuring the safety of vulnerable road users, including children, elderly people and people with mobility difficulties, sight impairments, and other disabilities;
  - maximising pedestrian accessibility and minimising journey times;
  - providing stretches of continuous public footways without public highway crossings;
  - linking to, maintaining, extending and improving the network of pedestrian pathways;
  - maximising pedestrian safety by providing adequate lighting and overlooking from adjacent buildings;
  - taking account of surrounding context and character of area



- providing a high quality environment in terms of appearance, design and construction, paying attention to Conservation Areas, and using traditional materials (such as natural stone or granite setts) where appropriate,
- use of paving surfaces which enhance ease of movement for vulnerable road users; and
- avoiding street clutter and minimising the risk of pedestrian routes being obstructed or narrowed, e.g. by pavement parking or by street furniture.

### **Ensuring high quality public spaces**

- 8.7 The Core Strategy seeks to ensure that new development contributes to the creation of attractive, clean and well-maintained public places (see Policy CS14). It is essential that new streets and public spaces integrate with surrounding spaces and links, and are designed and built to a high standard, including through the use of good quality materials. The government's Manual for Streets provides useful guidance on achieving successful public spaces, and Camden's Streetscape Design Manual sets out guidance on how to ensure works contribute to local character and distinctiveness.
- 8.8 Where developments generate the need for works to road, highways and adopted public spaces, these should be funded by the developer (see CPG8 Planning obligations for transport provision) but carried out by the council in order to ensure consistent high standards of implementation and materials in streets and public spaces. In line with policy DP21 of the Camden Development Policies, all new pedestrian areas and footpaths are required to be constructed to a standard that is considered appropriate for adoption by the relevant Highway Authority.

#### **Street clutter**

Excessive use of road signs, bollards and lampposts leading to an untidy street environment.

### **Ease of pedestrian movement**

- 8.9 Footways should be wide enough for two people using wheelchairs, or prams, to pass each other. We seek to maximise the width of footways wherever possible. The Camden Streetscape Design Manual sets out minimum widths for different kinds of footways.

#### **Wayfinding**

The process of navigating or defining a path through an environment.

- 8.10 Policy DP21 of the Camden Development Policies document states that we will expect works affecting highways to avoid unnecessary street clutter. Design of footways should not include projections into the footway, unnecessary and cluttered street furniture or other obstructions. Any minimum standards for footway widths should not be used to justify the provision of unnecessary street clutter or reduction in footway width.

The Council will generally resist proposals that involve the opening of doors into footways as they raise safety concerns, and can obstruct pedestrians.

- 8.11 Footways should be designed with frequent and convenient road crossing points for pedestrians. The detailed design of edges, crossings and gradients should take into account the need for the maintenance of minimum pavement widths, ease of movement and wayfinding, and appropriate measures for those with visual impairments and mobility difficulties. The Camden Streetscape Design Manual and DETR 'Guidance on the use of Tactile Paving Surfaces 1998' provide useful guidance which should be used to inform the design of edges, crossings and gradients.

#### **Tables and chairs**

- 8.12 The Council will sometimes licence the placing of tables and chairs on the footway in association with adjacent cafes and similar uses. The area where tables and chairs may be placed must be designated and must not interrupt the area of footway for pedestrian movement. The licence will specify permitted hours, after which the removal of tables and chairs will generally be required. Further guidance on tables and chairs is provided in CPG5 Town centres, retail and employment.

#### **Lighting, signage and street furniture**

- 8.13 Footways should be well lit and well signed, but with care to avoid light pollution and obstructions. Wherever possible, lighting and signs should be placed on buildings or existing street furniture to minimise footway clutter. Please also see paragraphs 7.17 to 7.22 on Legible London below.
- 8.14 The installation of seating, bus shelters, litter bins and cycle parking is encouraged in association with new footways provided that it will improve the pedestrian environment, and the use of sustainable modes of transport. However, they should be positioned so they do not interrupt the minimum area of footway designated for pedestrians. If possible, cycle stands (and cycles parked at them) should be wholly clear of the footway.

#### **Footpaths that are not alongside roads**

- 8.15 Footpaths independent of roads can be beneficial in terms of directly following the most direct routes for pedestrians and creating pleasant environments. However, great care is needed to provide security for pedestrians and discourage anti-social behaviour. Designs should consider:
- lighting;
  - natural overlooking from adjacent buildings;
  - maintaining visibility over the full stretch of the route between roads;
  - the appropriateness of planting; and

- avoiding features that could conceal assailants.

### **Pedestrian and vehicle shared surfaces**

- 8.16 Policy DP17 of the Camden Development Policies states that we will seek shared surfaces in appropriate circumstances and where it will be safe for all users. Safety and accessibility for all will be examined thoroughly in any shared surface proposal.

#### **Shared surface**

A highway where distinction between pedestrian and vehicle areas has been removed or reduced and sends a strong signal that the whole of the highway space is open equally to all users.

- 8.17 Where shared surfaces are used, a combination of other traffic management measures should also be used to reduce vehicle speeds to 5-10 mph. Measures to reduce vehicle speeds should not limit visibility for pedestrians and vehicles, and must not prejudice safety. Further measures to promote safety include
- the removal of parked vehicles from the shared surface to avoid potential conflicts with children at play; and
  - provision of clear routes and surface textures to assist orientation of people with visual impairments.

### **Legible London wayfinding signage**

- 8.18 Legible London was set up by Transport for London (TfL) in partnership with London boroughs to create a standard pedestrian wayfinding and signage system for central and inner London. It is a map-based system which gives users a good understanding of the surrounding area and encourages them to choose their own route to a specific destination.
- 8.19 Legible London signage is supported in Camden's Core Strategy Policy CS11 as a key element of Camden's approach to promoting walking in the borough. It has also been adopted by other London boroughs and thus provides consistent pedestrian signage across central and inner London.
- 8.20 The Legible London standard has been adopted by Camden and all new signs on the public highway should be of a Legible London type. The Council will also seek Legible London signage on private land, where appropriate.
- 8.21 TfL's Legible London programme currently covers the Central London area and we will extend the Legible London scheme throughout the borough, prioritising key destinations and busier areas, such as our town centres (see Core Strategy Policy CS11 paragraph 11.11). We will seek on-site provision of Legible London signage in these areas as appropriate, and on developments that contain:
- key routes to or through the site;

- decision points, arrival points and places where pedestrians are likely to gather;
  - complex spaces and areas outside civic spaces and public buildings.
- 8.22 Where relevant, sign types and quantities should tie into any relevant area strategies produced by the Council, in partnership with TfL.
- 8.23 As well as on-site provision, developments will also be expected to provide contributions to the Legible London in other locations, where appropriate, in order to mitigate the increased level of activity their development generates (see transport section of CPG8 Planning obligations).

### **Highway authority approval**

- 8.24 Works to streets and public spaces also require separate approval from the relevant highway authority (usually Camden council). You are advised to contact our Highways department as soon as possible to discuss the approach to and proposed works to streets and public spaces.

### **Further information**

- 8.25 In addition to Camden's Core Strategy, Development Policies, the Camden Streetscape Design Manual and other sections in this guidance, reference should be made to the following guidance:
- Manual for Streets, DfT, 2007
  - Residential roads and footpaths: layout considerations – DfT Design bulletin 32 (2nd edition), HMSO 1992
  - Guidance on the use of tactile paving surfaces, DETR 1998 - this can be viewed on the 'transport infrastructure, pedestrians, wheelchair and scooter users' pages in the 'access for disabled people' section of: [www.dft.gov.uk](http://www.dft.gov.uk)

## 9 Cycling facilities

### KEY MESSAGES

This section includes guidance on:

- The implementation of our minimum cycle parking standards for new development;
- The design and layout of cycle parking; and
- Cycle hire and cycle stations.

9.1 This section provides guidance on meeting cycle parking standards in an effective way, so that cycle parking is convenient and secure, and users of a development are more likely to use bicycles to travel to and from the site.

9.2 It relates to Core Strategy Policy CS11 – *Promoting sustainable and efficient travel* and policies DP17 – *Walking, cycling and public transport* and DP19 – *Parking standards and limiting the availability of parking* of the Camden Development Policies. It should be read in conjunction with Development Policies Appendix 2 – Parking standards.

### When does this apply?

9.3 This guidance applies to:

- Applications which involved the creation of one or more additional dwellings;
- Applications which proposed additional floorspace of 500 sq m or more; and
- Applications which are likely to significantly increase the demand for people to cycle to the site.

### How do we implement our cycle parking standards?

9.4 Numerical standards for cycle parking spaces are introduced by policy DP18 of the Camden Development Policies, and set out in detail in Development Policies Appendix 2. These standards are applied at a threshold of 500 sq m in most cases. Throughout the standards, the stated number of spaces relates to the number of bicycles to be accommodated, not to the number of stands.

9.5 Where a development crosses the threshold, requirements apply to the entire floorspace, not only the floorspace above the threshold. For example, at a new leisure development, 1 visitor cycle parking space per 250 sq m is required from a threshold of 500 sq m. This means that no requirement applies to a facility of 400 sq m, but 4 visitor spaces are required for a facility of 1,000 sq m.

9.6 Thresholds and standards are given as a gross floor area (GFA) relating to the development as a whole, and are not intended to be applied

separately to individual units where a development is subdivided into smaller units. Thus, space for cycles may be required for small premises (under 500 sq m) which form part of a larger development.

- 9.7
- Table 6.3 of the London Plan sets out additional cycle parking standards and states that additional cycle parking provision will be required for larger (C3) residential units.

**Location, design and layout of off-street cycle parking**

- 9.8
- Cycle parking should be provided off-street, within the boundary of the site. Cycle parking needs to be accessible (in that everyone that uses a bike can easily store and remove a bike from the cycle parking) and secure (in that both wheels and the frame can easily be locked to the stand). Security is a critical concern in the location, design, enclosure and surveillance of all cycle parking. The table below provides detailed guidance on the location, design and layout of cycle parking for various groups of cyclists.

**Location of off street cycle parking**

<p><b>General</b></p> <ul style="list-style-type: none"><li>• Cycle parking outside buildings should be positioned near entrances and where frequent surveillance is possible. For short stays, the parking should be sited within 25 metres of building entrances. For stays of over an hour, the parking should be sited within 50 metres of building entrances.</li><li>• All cycle parking, including all parts of the parked cycles, should be clear of routes needed for pedestrian movement.</li><li>• The route to cycle parking from street level should be step free. cycle parking inside buildings should be at the entrance level of the building or accessible by a ramp or lift from street level that can accommodate a bike.</li></ul>
<p><b>Parking for visitors</b></p> <p>Parking for visitors should be clearly visible or clearly signed from the public highway, and should be near building entrances</p>
<p><b>Parking for employees (and other long stay parking)</b></p> <p>Parking for employees (and other long stay parking) should be provided either within the building, or otherwise protected from the weather. Consideration should be given to providing lockers and showers for cyclists. For larger development this would be expected and would be a requirement of a Travel Plan (see section 2 of this guidance concerning Travel Plans).</p>
<p><b>Parking for residents</b></p> <p>Parking for residents should be within the building. Parking for a resident may take the form of a space within an individual dwelling provided that the space is close to the door of the dwelling, and access to the dwelling is level, or by a ramp or lift that can accommodate a bike.</p>

## Design and layout of cycle parking: Sheffield and “Camden” cycle stands

The Council recommends the use of either “Camden” or Sheffield for the provision of off-street cycle parking, as they meet the Council’s requirements in terms of accessibility and security, provided they are laid out correctly.

- The “Camden” stand is a new form of Sheffield Stand, which is now used for all new cycle parking installed on Camden’s public highway. Developers are encouraged to use it in place of the Sheffield stand, although the Sheffield stand is still acceptable. The Council’s Public Realm and Transport team can advice on purchasing “Camden” stands as they are not as widely available as the Sheffield stand.
- The Sheffield Stand is the most common type of cycle stand used in the public highway. It is recommended for use along with Josta two-tier cycle parking;

Annex 1 provides more detailed guidance on the design and layout of “Camden”, Sheffield and Josta stands.

We are willing to consider other forms of cycle parking, however you must meet our accessibility and security requirements, details of which can be obtained from the Council’s Public Realm and Transport team. Generally, designs that require cycles be lifted into place or provide insufficient opportunity to lock the cycle will not be acceptable.



## The London Cycle Hire Scheme

- 9.9 The London Cycle Hire Scheme is a public bicycle sharing scheme for short journeys in and around central London. Users can pick up a bike from a docking station, use it for short journeys, then drop it off at any docking station, ready for the next person.
- 9.10 Whilst the cycle hire scheme is currently focused around central London, the Mayor of London is investigating its expansion. The Camden Core Strategy states that we will seek to ensure that the scheme is extended to key destinations across the borough, including our town centres (see Core Strategy paragraph 11.13).
- 9.11 Where appropriate, developments close the area covered by the London Cycle Hire Scheme will be expected to contribute towards the scheme,



where justified as a result of increased trips generated. Contributions could include:

- a financial contribution towards cycle hire facilities. The amount sought will be based on the number of additional trips that are generated by the scheme;
- provision of space on-site to accommodate new cycle hire docking stations, in larger developments where there is space and the location is suitable. Transport for London (TfL) is producing a set of guidance for developers regarding specifications and design requirements for docking stations due to be released in 2011.

- 9.12 Contributions sought will relate both to the individual impact of a scheme and to any cumulative impact of a number of schemes in the same area.

### **Cycle stations**

- 9.13 Cycle stations provide a secure managed area for cycle parking. The Camden Core Strategy promotes the provision of cycle stations as part of an effort to increase the availability of cycle parking in the borough (see paragraph 11.13 of the Core Strategy), and we intend to create a network of publically accessible cycle stations across the borough.

- 9.14 We will seek the provision of cycle stations in locations where it will be possible to attract a sufficient number of users. Suitable locations include:

- town centres and the central London area;
- transport interchanges;
- large commercial developments;
- residential areas - linked to new and existing residential development of a suitable scale; and
- larger health and education facilities.

- 9.15 Where developments generate an increased level of activity they will be expected to provide contributions towards the provision and maintenance of nearby cycle stations, in order to mitigate the effects of the increased number of journeys.

- 9.16 We will also seek on-site provision of cycle stations as part of larger developments in suitable locations. On-site provision of cycle stations can incorporate a development's cycle parking requirements for visitors (as set out in our parking standards), but should also include extra provision for the wider public. Parking provision for employees and residents of a development, as set out in our parking standards, should be provided separately in order to ensure that they retain the appropriate number of spaces to meet the demand that they generate.

### **Design of cycle stations**

- 9.17 As a minimum, cycle stations should incorporate indoor, sheltered standard cycle parking (e.g. Camden or Sheffield type cycle stands) with

controlled access to the indoor area, and lighting. Cycle stations can incorporate a variety of other features including automated cycle locks, changing facilities, lockers, toilets and showers. Access to and from the cycle station by bike must be safe and convenient and accounted for within the space.

- 9.18 The Camden Cycle Stations Programme - Review of Best Practice (March 2009) provides information on best practice in the provision of cycle stations. Features that contribute to a successful cycle station include:

- Being located not more than 100m from the target destination, with shorter stays requiring shorter distances;
- Good surveillance by staff, other users and passers-by.
- Effective maintenance and management
- Clear and unambiguous signing to and within the cycle station.

### **Further information**

- 9.19 In addition to the guidance provided in Annex 1 below (which includes details on the layout of off-street cycle parking), reference may also need to be made to the Camden Streetscape Design Manual. The manual contains dimensions for on-street cycle parking and the widths required for unobstructed pedestrian routes.

- 9.20 Other supporting documents include:

- Forthcoming TfL Design and specification of cycle hire scheme
- Forthcoming TfL Guidance on Cycle Stations
- Camden Cycle Stations Programme - Review of Best Practice (March 2009)

- 9.21 London Cycle Network Design Manual (London Cycle Network Steering Group, March 1998)

### **Annex 1 – Sheffield Stand Cycle Parking**

- 9.22 This Annex describes in detail how to lay out Sheffield stands. It also can also be applied to the layout of “CaMden” stands.
- 9.23 The "Sheffield Stand" refers to a common design of cycle parking made from a tubular steel loop, approximately 50mm to 75mm in diameter, that is fixed to the ground (either bolted through a baseplate or set in concrete). Each Sheffield Stand can accommodate two bicycles, one either side, provided there is sufficient clearance next to the stand and sufficient circulation space so all cycle parking spaces can be accessed
- 9.24 The CaMden Stand is similar to the Sheffield Stand but is in the shape of a rounded “M” rather than a simple loop. This is designed to encourage users to lock both wheels and the frame to the stand, rather than just the top tube / frame.

Figure 3. Sheffield Stand Elevation

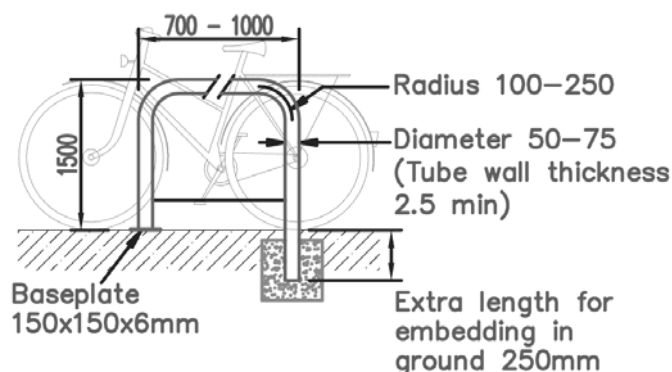
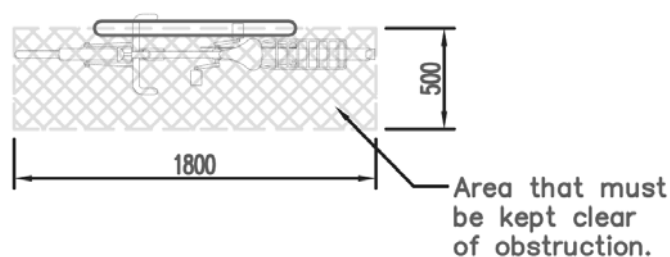
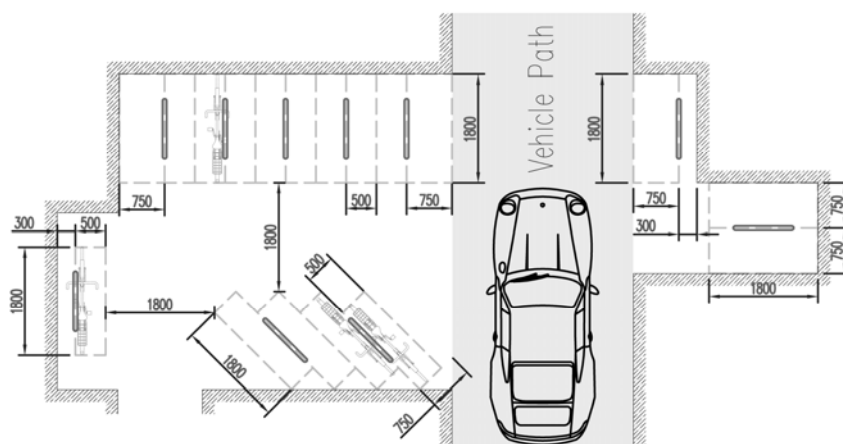


Figure 4. Sheffield Stand Plan



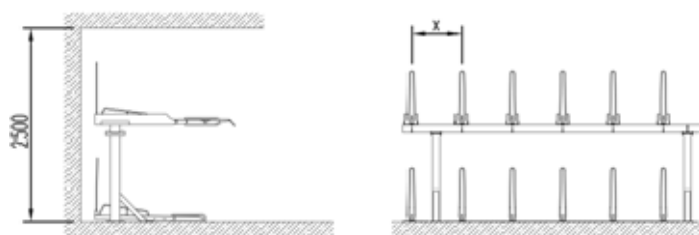
- 9.25 For adjacent stands, an area of at least 1800mm by 500mm next to the stand (measured from the centre line of the tube), must be kept clear for each cycle parking space to allow room for the cycle and working space for locking the bike to the stand. However, if a stand is next to a physical obstruction, such as a wall or a vehicular path, there must be at least 750mm between the stand and the physical obstruction to enable both sides of the stand to be used. If a stand is to be placed close to a wall or other physical obstruction so that only one side of it can be used (i.e. only one cycle can be locked to it), there must be at least 300mm between the stand and the physical obstruction.
- 9.26 Aisles around the cycle store must be at least 1800mm in width. An example cycle store showing various layout options is shown below. Note that the area to be kept clear does not actually have to be marked on the ground, but is shown in outline for clarity.

Figure 5. Cycle stand siting

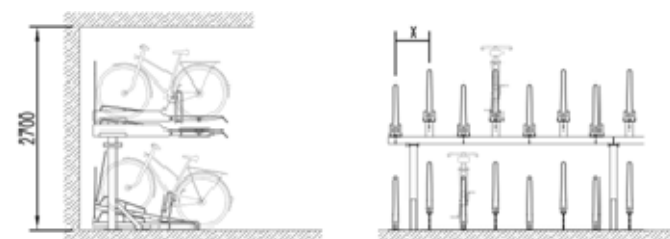


### Josta Two-tier Cycle Parking

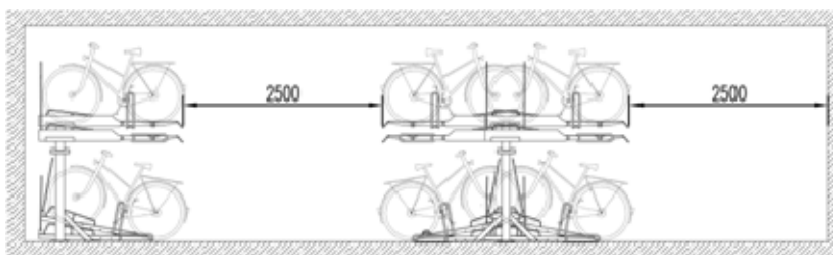
- 9.27 The Josta two-tier cycle parking system (or similar) is generally able to accommodate approximately twice as many cycles per square meter of floor space as Sheffield stands. It also still meets the Council's requirements for accessibility and security, but requires a ceiling height of at least 2500mm.
- 9.28 With a ceiling of at least 2500mm the stands can be placed 650mm apart, i.e.  $X = 650\text{mm}$  in the diagram below.



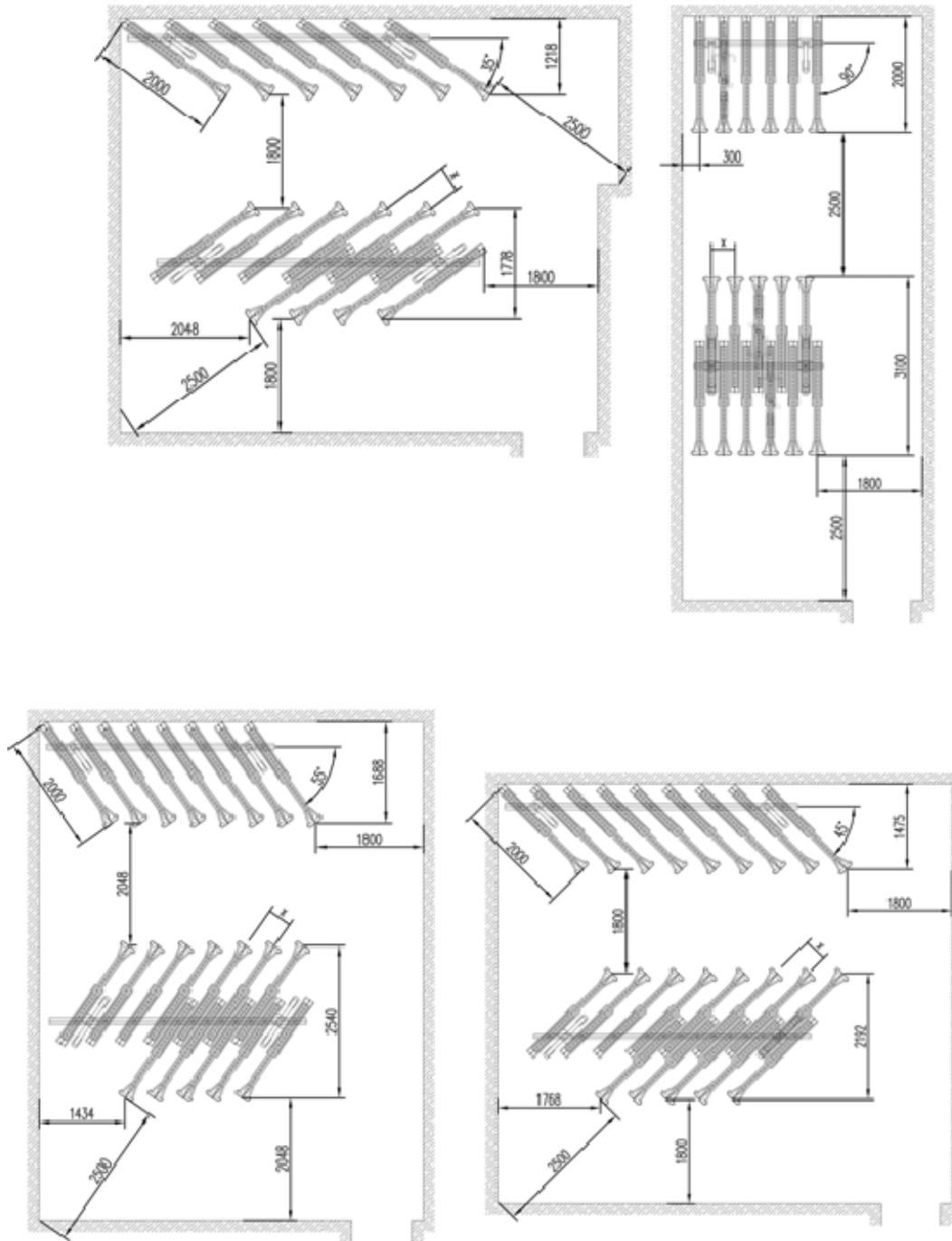
- 9.29 With a ceiling of at least 2700mm the stands can be placed 400mm apart, i.e.  $X = 400\text{mm}$  in the diagram below.



- 9.30 In order to enable the top tier to be used, at least 2500mm of clearance in front of the stand, measured on a line at the same angle at which the top tier stands are extended (see diagrams below), is required between rows of stands, walls or other obstructions.



- 9.31 The Josta stands can be arranged at different orientations (angles) provided there is 2500mm of clearance in front of the rack to remove cycles from the top tier (as described above) and aisles around the cycle store at least 1800mm in width. Examples, with minimum distances are shown below. “X” indicates the spacing between stands, which depends on the ceiling height as described on the previous page.

**Figure 6. Josta Stand minimum siting dimensions**

## 10 Minicab offices

### KEY MESSAGES

- The Council will seek to minimise any impacts caused by minicab offices relating to emissions, noise, highway and traffic problems, and community safety
- The Council will resist minicab offices in locations which adjoin residential accommodation

- 10.1 This section provides guidance on the provision of minicab offices in Camden, setting out the main issues which should be considered in order to minimise their impact, and the most appropriate locations for them.
- 10.2 It relates to policy DP12 - *Supporting strong centres and managing the impact of food, drink, entertainment and other town uses* of the Camden Development Policies.

### When does this apply?

- 10.3 This guidance applies to all applications concerning minicab hire offices, including both change of use applications and proposals for extensions and internal and external alterations to existing premises.
- 10.4 In some circumstances mini-cab offices fall within the B1a use class, specifically where cabs are controlled remotely from a small office. For a mini-cab office to be considered within such a use the premises would have no defined frontage distinct from the existing office accommodation and the presence of the mini-cab office would not be advertised outside. The intent therefore would be to remotely control drivers and not to attract passing trade to come into the premises to order cabs. There would be no element of taxis ranking up, whether formally or informally, to pick up customers from the premises.

### How should minicab offices be provided?

- 10.5 Minicabs make a valuable contribution to the transport needs of Camden's residents and workers and provide new business opportunities and employment. However, we must balance the needs of minicab businesses with the need to minimise traffic congestion and protect residents from undue disturbance, particularly as minicab offices tend to operate for 24 hours a day. Particular issues that may arise from minicab offices are emissions and noise, highway and traffic problems, community safety and the fear of crime.

### Location

- 10.6 Policy DP12 in Camden Development Policies acknowledges that town and neighbourhood centres are generally the most appropriate location for minicab offices although we will carefully consider their potential



impact when assessing planning applications to make sure that they do not harm the centre or the amenity of neighbours.

- 10.7 We will resist minicab offices in locations which adjoin residential accommodation.
- 10.8 We welcome the use of radio-controlled vehicles since this reduces the need for drivers to return to the office for each fare which, in turn, should reduce any disturbance to nearby residents and minimise traffic congestion.

### **Extensions**

- 10.9 Should you wish to extend an existing minicab office, or change its appearance you may need to apply for planning permission, and you should contact the Council to check. If the building is listed you may need listed building consent for alterations both inside and outside. Further advice on listed buildings is contained within CPG1 Design (Heritage).
- 10.10 Extensions should not occupy car parking or access areas. Where this is proposed you will be required to reprovide parking and provide a new access. Extensions or alterations that make access for vehicles dangerous will not be permitted. Further general guidance is provided in CPG1 Design (Extensions, alterations and conservatories).

### **Additional controls**

- 10.11 The following additional controls may apply to minicab offices:

#### **Off-street parking**

- 10.12 Minicab offices should, where possible, provide off-street car parking for drivers visiting the office. This parking should be located within or in close proximity to the office site.

#### **Advertisements and shopfronts**

- 10.13 Minicab offices will be subject to the same controls on advertising and shopfronts as other town centre uses. You should refer to CPG1 Design for detailed guidance on Advertisements, signs and hoardings and Shopfronts.

#### **Soundproofing**

- 10.14 Soundproofing may protect adjoining premises from noise disturbance. This is particularly important where minicab offices include waiting rooms for customers. Internal soundproofing cannot, however, reduce outdoor noise from car doors, slamming, engines, horns etc or alleviate the disadvantages of an inappropriate location.

### **Satellite dishes and antennae**

- 10.15 Satellite dishes or radio antennae may be required and this equipment should be away from the view of nearby residential properties or public areas. If the building is listed, or in a conservation area, special care is required to ensure that the equipment does not affect the traditional character of the building or its setting. Additional guidance is contained within CPG1 Design (Heritage and Building services equipment). Please note that satellite dishes and radio antennae may require permission from the council before they are erected.

### **Access**

- 10.16 If customers can visit your offices you should try to ensure that it is accessible to all members of the public. Further guidance on the measures that could be introduced to enable this is contained within Camden Planning Guidance on access for all.

### **Marshalled Taxi Ranks**

- 10.17 The Council is keen to introduce marshalled taxi ranks in busier nightlife areas such as Camden Town, in order to ensure the safe loading of passengers into taxis and to help reduce any alcohol-related problems which may arise in such locations. Should a managed taxi rank be introduced, community safety will be a key issue and we will encourage the installation of additional lighting, security cameras and regular police patrols to monitor the area.

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Strategic Planning and Information  
London Borough of Camden  
Town Hall Extension, Argyle Street  
London WC1H 8EQ  
Tel: 020 7974 2043 / 2519  
Fax: 020 7974 1930  
Email: [ldf@camden.gov.uk](mailto:ldf@camden.gov.uk)  
[www.camden.gov.uk](http://www.camden.gov.uk)