

Camden Planning Guidance

Town Centres and Retail

March 2018



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Introduction

- 1.1 We have prepared this guidance to support the policies in our Local Plan and be consistent with the policies within it. Camden Planning Guidance documents are formally adopted as Supplementary Planning Documents (SPD) and are an additional material consideration in planning decisions.
- 1.2 The Camden Planning Guidance covers a range of topics and so all of the sections should be read in conjunction with, and within the context of, Camden's other Local Plan documents.
- 1.3 This guidance document sets out further detailed guidance on how the Council will implement its policies for town centres and retail development. It includes detailed area specific information for each designated centre. This document also provides further detailed information on the management of food, drink, and entertainment uses in designated centres.
- 1.4 The Council formally adopted this document on 26 March 2018 following statutory consultation. This document fully replaces the town centre sections of CPG 5 Town Centres and employment (September 2013).

Key messages

- Major new retail uses should be within growth areas or designated centres.
- The Council will protect the retail function of Camden's town centres by ensuring there is a high proportion of premises in shopping use.
- We will apply the guidance specific to each town centre and to the Central London Area.

Relevant Local Plan policies

- 1.5 This guidance supports the following Local Plan policies:
- Policy TC1 Quantity and location of retail development
 - Policy TC2 Camden's centres and other shopping areas
 - Policy TC3 Shops outside of centres
 - Policy TC4 Town centres uses
 - Policy TC5 Small and independent shops
 - Policy TC6 Markets
- 1.6 This guidance sets out:
- General guidance for all Camden centres, and
 - Area specific guidance for:
 - Town centres,
 - Central London frontages,
 - Specialist areas in Central London, and
 - Neighbourhood centres.

Map of centres
in Camden



How to calculate frontages

- 1.7 Frontages are identified on the maps in this document, and also on the Camden Policies Map. The frontage designations and controls apply only to ground floor uses.
- 1.8 Most frontages will have controls on the mix of uses on that frontage expressed as a percentage set out in this document and Appendix 4 of the Local Plan. These typically take the form of:
- a minimum percentage of shop uses (use class A1), and
 - a maximum percentage of food, drink, and entertainment uses (use classes A3, A4, and A5).
- 1.9 A frontage will start at a road junction or where there are ground floor residential uses in the run, at the beginning of the first two consecutive non-residential uses at ground floor level. Frontages may continue around corners, or across entrances to premises above or rear and may include isolated ground floor residential uses, but are always ended at roadways that interrupt the run of premises.
- 1.10 The percentage is calculated as the number of premises in the specified use as a percentage of the total number of premises within the frontage. All calculations should be based upon the existing lawful use of the properties and valid planning permissions with potential to be implemented.
- 1.11 In some instances a shop unit may include a number of addresses, such as where two shops have been combined into one. For the purposes of this guidance they will be counted as one unit.
- 1.12 In the example below there are 11 different addresses within the commercial frontage, but only 8 individual shop premises. The percentage should be calculated on the basis of the 8 individual uses. For example, if there are two individual A3 uses within the frontage, this would account for 25 per cent of the frontage. Each individual frontage is shown by continuous blocks on the relevant maps.



Camden Retail Survey

- 1.13 Every year Camden surveys all of the protected shopping frontages in the borough. This survey is undertaken primarily to monitor trends on the high street. It is used to track the vacancy rate and mix and balance of uses in protected frontages in Camden's centres.
- 1.14 They survey can also be used when researching whether a change of use may be acceptable in a frontage. The survey provides a good overall picture but should not be

used in place of a site visit for planning application material. Survey results may not be the existing lawful use and should not be seen as establishing such. The survey data is available for download from: www.camden.gov.uk/planningdata

Guidance for all centres

Retail uses

- 2.1 Camden has a range of shops which provide essential services for residents as well as more specialist shops which attract visitors from outside the borough. The range of shops in Camden is a key part of the borough's character and ensures that our town centres and shopping areas are vibrant and varied.

New retail uses

- 2.2 Local Plan policy TC1 sets out our hierarchy of shopping frontages, town centres and other locations suitable for retail use. Camden's growth areas and town centres are the main focus for the provision of new shops. New retail uses should be appropriate to the size, character and role of the centre in which it is to be located.
- 2.3 Where new retail uses are proposed outside the areas listed Policy TC1 we will take a sequential approach to considering the suitability of the site, having regard to the distribution of retail growth identified in this policy and the existing retail hierarchy. Where large new retail uses are proposed outside the areas identified in policy TC1 the Council will also require an impact assessment.
- 2.4 Further guidance on the sequential approach and information on the issues to be addressed in an impact statement is set out in the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (www.gov.uk/guidance/ensuring-the-vitality-of-town-centres).

Protecting and promoting retail uses

- 2.5 In order to provide for and retain the range of shops in the borough the Council aims to keep a certain proportion of premises in its centres in retail use.
- 2.6 The proportion of shops that we aim to retain will vary from centre to centre and area to area. Detailed guidance on the proportion of retail uses that we will maintain within our Town Centres, Central London Frontages, Specialist Retail Areas, and Neighbourhood Centres are set out in Appendix 4 of the Local Plan and this guidance.
- 2.7 Where a planning application proposes the loss of a shop in retail use, we will consider whether there is a realistic prospect of such use continuing. The Council will generally require the submission of marketing evidence to show that there is no realistic prospect of demand to use a site for continued retail use.
- 2.8 When applicants are providing marketing evidence the following information should be provided:
- where the premises were advertised (shopfront; media, web sources etc.) and when (dates);
 - how long the premises were advertised for and whether this was over a consistent period;
 - rental prices quoted in the advertisement (we expect premises to be marketed at realistic prices);
 - copies of advertisements;
 - estate agents details;
 - any feedback from interested parties outlining why the premises were not suitable for their purposes; and
 - consideration of alternative retail uses and layouts.

Inclusive centres

- 2.9 Town centres are a focus for public life but the ability of different parts of the population to access and use their facilities and services varies. The Council will seek inclusive town centre environments, which are able to meet the needs of all. This applies to traditional community facilities such as libraries operated by the public/ voluntary bodies as well as privately managed uses such as shops, restaurants and cafes.
- 2.10 To deliver this outcome, the Council will seek opportunities, particularly in major schemes, to promote diversity and wellbeing and remove barriers to use. Potential needs include:- child care provision (crèches) and space for mothers to breast feed, faith rooms/facilities and access to public toilets, especially for the elderly, children and people with health problems. New provision should also be designed to minimise constraints experienced by people with a physical, mental or sensory disability.

Food, drink, and entertainment uses

Key messages

- Food, drink and entertainment uses should be located in areas where their impact can be minimised.
 - Planning conditions and legal agreements will be used to control the impact of food, drink and entertainment uses. This guidance provides details of the controls that may be used.
- 2.11 Food, drink, and entertainment uses such as cafes, restaurants, bars and pubs are an important part of the mix and offer of Camden's centres and contribute to their vibrancy and vitality. However these uses can also have harmful effects, such as noise and disturbance to residents, litter, anti-social behaviour, parking and traffic impacts. The level of impact depends on the type of the use, its location, its size and the character and nature of its surroundings. As a result, the Council seeks to guide such uses to locations where their impact can be minimised, and to use planning conditions or obligations to ensure that any remaining impact is controlled. Planning permission will not be granted if proposals are likely to generate harmful impacts.
- 2.12 This section of the guidance should be read in conjunction with the policies in Section 9 of the Local Plan on Town Centres and Shops.
- 2.13 Applicants should also refer to the Camden Planning Guidance on Design which includes chapters on shopfronts; advertisement, signs and hoardings; designing safer environments; waste and recycling storage and building services equipment.
- 2.14 A suitable location is not in itself enough to secure planning permission for a new or expanded food, drink or entertainment use. For all applications for such uses the Council will assess the potential impacts of the proposal on local amenity, the character and function of the area and its overall mix of uses.
- 2.15 The area specific guidance sets out the proportion of retail to non-retail ground floor uses that will be permitted on protected frontages across the borough.
- 2.16 Planning conditions and legal agreements will be used wherever the Council considers they are needed to ensure that food and drink uses and licensed entertainment do not, individually or cumulatively, harm the character of an area. Controls that may be used by the Council include those set out below.

The use class of cafes

- 2.17 There can be some difficulty and uncertainty surrounding the assignment of a use class to some cafe and sandwich shop uses. The Town and Country Planning (Use Classes) Order 1987 defines A1 shops as including "use for the retail sale of goods other than hot

food, and for the sale of sandwiches or other cold food for consumption off the premises". The A3 use class is defined as "use for the sale of food or drink for consumption on the premises or of hot food for consumption off the premises". Some businesses contain elements of both of these use classes, and some functions may be considered ancillary to the main use. There is no further government guidance on where a line should be drawn and the designation of a use class is a matter of fact and degree. The Council will assess each proposal on its merits and take into consideration any relevant caselaw on the matter.

Fumes, noise, and vibration

- 2.18 Food preparation and the congregation of large numbers of customers generally create a need for extraction equipment to deal with fumes. Extraction, food storage and other machinery can be unsightly and cause noise / vibration. Noise / vibration can also be generated directly by the activity in establishments, such as amplification of music. Pollution of this kind will be controlled through the design of the premises, conditions and legal agreements imposing management arrangements. Where appropriate, controls will seek sound-proofing (on the premises or to nearby premises), siting of machinery to minimise fumes, noise / vibration and visual intrusion, closure of doors and windows, limits on amplification and upper limits on the noise level generated. For further information please see Policy A1 managing the impact of development, and the Camden Planning Guidance on amenity.

Hours of operation

- 2.19 Ambient noise levels generally reduce around midnight, and consequently residential amenity can be badly harmed by amplified music, plant and machinery and on-street activity that continues late at night. Where appropriate, the Council will attach conditions to planning permission for food and drink and entertainment uses to control hours of operation. In some instances, depending on the location, character of the area, the nature of the proposed use and its likely impact on amenity, earlier closing times may be more appropriate. Generally, earlier closing times will be more appropriate in neighbourhood centres and residential areas than in town centres / Central London Frontages and other commercial areas. Closing time will be considered to be the time by which all customers should be off the premises and all noise-generating clearing up activities audible from outside of the premises should cease. Where appropriate, hours of operation may be set to prevent premises in close proximity to each other closing at the same time to avoid the cumulative potential for anti-social behaviour.
- 2.20 In more commercial areas within the designated centres, that have significant amounts of food, drink and entertainment uses, limited residential development and are well served by public transport during the late evening/night, later closing times (beyond midnight) may be applied. All such applications will be assessed on a case-by-case basis and will be subject to impact assessment as set out in Table 1.
- 2.21 In accordance with the alcohol regulations local authorities have responsibility for alcohol licensing. Current legislation relaxes some of the controls over licensed premises, particularly in terms of operational hours. The planning authority is aware that there is the potential for the hours of operation for food drink and entertainment uses to conflict between what is granted through planning consents and those granted in licensing applications. While the two regimes are entirely separate, where the planning authority has placed a condition controlling the hours of operation on a development, these hours will override any licensing hours granted should they be outside those allowed through a planning permission. If a use does not have its opening hours controlled through a planning consent then the operational hours will be dependent on those granted by the licensing department.

Tables and chairs

- 2.22 Tables and chairs placed outside buildings can provide alternative facilities for dining and drinking and contribute to the vibrancy and character of an area. However, outdoor seating areas may also generate negative impacts in terms of:
- Expanding or intensifying food and drink uses,
 - Noise from users leading to a loss of residential amenity,
 - Tables and chairs obstructing the footway, particularly for people with disabilities,
 - Creating an impediment to street cleaning and rubbish collection, and
 - Providing areas of opportunities for crime and anti-social behaviour such as begging and theft.
- 2.23 In addition outdoor seating areas of an inappropriate form may detract from the character of the area.
- 2.24 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.
- 2.25 For tables and chairs on the publicly maintained highway, annual permits are issued by the Council under Section 115 A-K of the Highways Act 1980. TfL advise applications for table and chairs on the Transport for London Road Network (TLRN) in Camden should be robustly assessed using the TfL guidance document 'Pedestrian Comfort Guidance for London'. A minimum effective footway width adjacent to tables and chairs of at least 2 metres will be required. Indeed, this will need to be significantly greater in areas of heavy footfall such as high streets and other busy pedestrian areas. A minimum effective footway width adjacent to tables and chairs of at least 3.3 metres will be required for such sites. The Council's adopted Licensing Policy sets out guidance for tables and chairs placed on the public highway. The licencing policy is available at: www.camden.gov.uk/ccm/content/business/business-regulations/licensing-and-permits/general-licensing-information/camden-statement-of-licensing-policy-2017-2022/
- 2.26 When the Council considers planning applications for new food and drink uses, it considers the potential impacts of tables and chairs placed outside buildings. A condition may be attached to planning permissions for development for new food and drink uses which prevents the placing of tables and chairs outside buildings, or which puts restrictions on their use, if appropriate.
- 2.27 For planning applications in designated town centres, the Council may attach a condition which limits the hours of operation for tables and chairs. This may be up until 11pm depending on the individual circumstances of the planning application. In other areas, outside of a town centre, conditions applying hours of operation to planning consents may be stricter (such as allowing tables and chairs to 6pm) although later hours may be acceptable provided that it can be demonstrated to the Council's satisfaction that no harm will be caused.
- 2.28 Planning permission is not generally required for placing tables and chairs in gardens and on forecourts. However this can cause problems such as adding to the cumulative impact of night-time uses in an area, or by placing noise-generating customer areas directly adjacent to residential accommodation. It could also involve changing the character of the establishment, for example providing a bar area within a restaurant. External seating can cause particular problems from noise and obstruction to pedestrians. Where the Council considers that there may be potential for harmful expansion without permission, it will use planning conditions to limit the floorspace accessible to customers, or the number of table spaces available. For further information of tables and chairs, and links to getting a licence for tables and chairs is available on

the Council's website: www.camden.gov.uk/ccm/content/business/business-regulations/licensing-and-permits/licences/entertainment-related-licences/amenities-on-the-public-highway-consents/

Amplified music

- 2.29 Amplified music can result in a considerable disturbance to the amenity of residents where it spills beyond the premises. The Council will impose conditions, where necessary, to control noise levels in new developments for food, drink and entertainment uses. It is recognised that amplified music does not always originate from drinking and entertainment establishments and that food uses, such as restaurants and cafes, can also contribute to the problem, particularly when speakers are placed onto or directed towards the street. The Council will impose conditions restricting the noise levels of amplified music from food, drink and entertainment uses in accordance with the noise and vibration thresholds detailed in the Camden Local Plan (Appendix 3). Where it is found that existing uses are playing amplified music that results in a disturbance to the amenity of residents then the Council's Pollution Control Team can be notified and enforcement action taken where required. The Pollution Control Team can be contacted on 020 7974 2090 or by visiting their website at www.camden.gov.uk/pollution

Refuse and litter

- 2.30 The storage and disposal of refuse and packaging will need dedicated space in all establishments where food is prepared or alcohol is consumed on the premises. The Council seeks to avoid the leaving of refuse and packaging on the highway where it is an obstruction and harms amenity. Control over the design of the premises, and legal agreements securing management arrangements, will be used to ensure that, as far as possible, refuse and packaging is disposed of from an area within the premises. Litter arises from the packaging of takeaway hot food and fliers for pubs and clubs. Legal agreements will be used to provide litter bins where appropriate, secure management arrangements controlling the use of packaging and provision of litter pickers, and/or require a supplementary financial contribution.

Off-site management and access

- 2.31 Many of the problems associated with food and drink uses and licensed entertainment are associated with customers who have left the premises. These include making noise and dropping litter. The Council will seek to minimise these impacts through good design and through legal agreements that secure management arrangements (such as the provision of trained door staff, dedicated taxi-lines and litter pickers) and/ or a supplementary financial contribution for example to assist with wayfinding and legible walking routes. We will also consider the likely impact on the use of public transport and other vehicles, transport congestion, stopping and parking by cars and taxis, and the blocking of pavements.
- 2.32 The Council will consider potential detrimental impacts on neighbouring amenity from delivery vehicles and their drivers waiting outside of premises to provide deliveries. We will also consider whether any change in the lawful use of premises has occurred, taking into account changes in the nature of the business and the level of deliveries.

Air conditioning units and extraction systems

- 2.33 The installation of air conditioning units or extraction systems can harm the visual appearance of an area as well as having the potential to disturb the amenity of residents and workers alike through noise. They are a particular issue in the designated centres where commercial uses requiring air conditioning or extraction are located nearby or adjacent to homes.
- 2.34 In line with Local Plan Policy A4 the Council will only grant permission for noise generating development, including any plant and machinery, if it can be operated without causing harm to amenity.
- 2.35 Very small external equipment (for example, a small extractor fan that is not visible from the surrounding streets) may not require planning permission if it does not materially change the external appearance of the property. To make a judgment we will need to see photographs, plans, or drawings. In all other instances, full planning permission is required if (all or part of) the equipment will be fixed to the outside of a building.
- 2.36 When new air conditioning units or extraction systems are installed they should be positioned sensitively so that they do not have an unacceptable visual impact, particularly within conservation areas and on listed buildings. New units should not cause undue noise especially where there are noise sensitive environments in close proximity, such as residential properties. Where planning permission is sought for new air conditioning units or extraction systems the existing background noise will also be taken into consideration and where such units are granted planning permission, conditions may be attached restricting the amount of noise (measured in decibels) being emitted from such units, especially in noise sensitive areas and areas where there are noise sensitive uses (For details on noise levels and thresholds Local Plan A4 Noise and vibration and Appendix 4 of the Local Plan). Further detail on the control of noise and vibration is set out in the Camden Planning Guidance on Amenity.

Smoking areas

- 2.37 Smoking has been banned in all enclosed public places since 2007, including pubs, restaurants, take-aways, nightclubs and private members clubs. If owners of such establishments wish to provide specific smoking areas for their customers then planning permission may be required, particularly if it is intended to erect some type of outdoor shelter such as canopies or smoking shelters. If such structures are intended to be erected then the Planning Department should be contacted in order to assess whether planning permission is required. Particular issues that may result from the creation of smoking areas includes the visual impact and the noise impact associated with people congregating and smoking in outdoor areas near residential properties. Where outdoor smoking areas are proposed, restrictions on the hours of their use may apply where applicable.
- 2.38 The impact of food, drink and entertainment venues not providing dedicated outdoor smoking areas includes noise, litter, congestion and anti-social behaviour.

Hot food take aways

- 2.39 The planning system can play an important role in facilitating healthy communities. One issue of particular importance in the borough is obesity, particularly childhood obesity. The Council seeks to tackle this issue and encourage healthy eating habits for all from an early age. Camden's Local Plan Policy TC4 on Town centres uses states that the Council will consider the health impacts of the development of new hot food take aways in the borough. The Council will request a health impact assessment to be undertaken and submitted to the Council for development of a new hot food take away where they will be located in close proximity to schools. The Council will be undertaking further

evidence gathering on the health impacts of hot food take aways and will take into the consideration the results of new evidence as it becomes available. Refer to the Camden Planning Guidance on health and wellbeing for further information.

Public realm improvements

- 2.40 Centres should be enjoyable spaces to live, work, and shop, and should have spaces to dwell and for social interaction. The characteristics of physical space can also influence opportunities for developing social ties and maintaining relationships as well as casual interactions and therefore foster social inclusion. The design and quality of the public realm, streets, and spaces is key to ensure Camden's centres are pleasant, safe, and convenient places to walk, cycle, and take public transport. The Council has an ongoing programme to improve sustainable transport in the borough in the Local Implementation Plan (LIP).
- 2.41 All public realm schemes funded by TfL will be required to deliver improvements against then new Healthy Street indicators, details can be found on their [website](#). Table 1: Controls on food, drink, and entertainment uses
- 2.42 The following table details the impacts and controls on food, drink and entertainment uses that the Council may use. It provides an overview of relevant Local Plan policy and supplementary information that may be required with the submission of a planning application. Please note that not all controls are relevant to all applications.

Issue	Local Plan Policy	Type of control that may be used
1. Likely impact on use of public transport and other vehicles, transport congestion, stopping and parking by cars and taxis, and blocking of pavements	Policy T1 Prioritising walking, cycling, and public transport	<p>Refusal of permission</p> <p>Submission of a Transport Impact Statement (for major proposals)</p> <p>For major proposals, a legal agreement could be used to provide:</p> <ul style="list-style-type: none"> a Green Travel Plan (to be reviewed periodically) including delivery arrangements a contribution to funding of enhanced public transport <p>Require details of servicing (including delivery) arrangements</p> <p>Annual permits are required for tables and chairs on the public highway. These are issued by the Council under Section 115 A-K of the Highways Acts 1980. Applicants should refer to TfL guidance document 'Pedestrian Comfort Guidance for London'</p>
2. Likely impacts of the activity on crime and anti-social behaviour in the vicinity	Policy D1 Design	<p>Refusal of permission</p> <p>Require designs that minimise opportunity for crime</p> <p>Condition requiring installation and monitoring of CCTV</p> <p>Legal agreement could be used to provide a contribution to Town Centre Management and community safety</p>
3. Proximity to local residents	Policy TC4 Town centre uses	<p>Refusal of permission</p> <p>Condition controlling opening hours</p> <p>Condition controlling noise / fumes</p> <p>Condition to prevent change within A3, A4, A5 Use Class</p>
4. Proposed opening hours	Policy A4 Noise and vibration	Condition controlling opening hours

Issue	Local Plan Policy	Type of control that may be used
5. Likely impacts caused by fumes, noise and vibration created on the premises (e.g. by ventilation, food storage and other machinery and amplified music)	Policy A4 Noise and vibration	<p>Refusal of permission</p> <p>Submission of an acoustic report</p> <p>Condition requiring installation of air handling equipment that limits fumes, noise and vibration</p> <p>Require designs that position machinery and outlets away from residences</p> <p>Condition requiring sound insulation or sound insulation required in design</p> <p>Require designs that minimise escape of noise and fumes from doors / windows, including controls on the provision of opening frontages (such as sliding and folding doors)</p> <p>Condition limiting hours of use of equipment</p> <p>Condition restricting the use of private outdoor forecourts / gardens for outdoor seating.</p> <p>Condition food outlets to install an effective fat trap and an effective disposal method to prevent drain and sewer blockages caused by fat, oil & grease.</p>
6. Noise created elsewhere by operation of the premises (e.g. by customers and staff leaving)	Policy A4 Noise and vibration	<p>Condition controlling opening hours</p> <p>Require designs which seek to minimise noise disturbance outside premises through well designed entrance / exits</p>
7. Refuse and litter dropped outside a premises	Policy CC5 Waste	<p>Require designs to include refuse storage and recycling facilities within the curtilage of a premises where possible</p> <p>Legal agreement could be used to provide:</p> <ul style="list-style-type: none"> • litter bins • a contribution to Town Centre Management and street cleaning
8. The number and distribution of similar activities and their cumulative impact (including valid planning permissions which have not yet been implemented)	Policy TC4 Town centre uses	<p>Refusal of permission</p> <p>Condition controlling opening hours</p> <p>Condition to prevent change within A3, A4, A5 Use Class</p>
9. The effect of the development on the character, function, vitality and viability of the retail centre	Policy TC2 Camden's centres and other shopping areas	<p>Refusal of permission</p> <p>Condition requiring installation or retention of a shopfront</p> <p>Legal agreement be used to provide a contribution to Town Centre Management</p>
10. Likely impact of any increase in the size of premises or change in the nature of activities	Policy TC4 Town centre uses	<p>Condition to limit expansion of use (e.g. to private outdoor forecourts, gardens and/or basements)</p> <p>Condition to limit capacity/number of covers</p> <p>Condition to prevent change within A3, A4, A5 or D2 Use Class</p> <p>Basement conversions will require non return valves to prevent flooding</p>

Central London

3.1 Local Plan policy G1 Delivery and location of growth set out the Council's overall policies for Central London. The guidance below add detail on how these policies will be implemented.

3.2 The Council will seek to promote a successful Central London area while achieving a balance between the interests of its residents and the area's economic, social and cultural use and roles. As Central London experiences the most intense development pressures in the borough and contains a diverse and dense mix of uses, including a significant residential community, the need to ensure that development supports the continued success of the area but does not cause harm to its neighbours is particularly acute in this part of the borough (see Local Plan policy A1 managing the impact of development).

3.3 Central London is the location of most of Camden's growth areas (King's Cross, Euston, Tottenham Court Road, Holborn). Development in these areas, and throughout Central London, should contribute to the area economically, socially and environmentally, through:

- providing a substantial number of new jobs and space for businesses;
- supporting community facilities;
- protecting and improving the amenity of local residents; and
- being of high quality design and by contributing to improving open space.

3.4 Camden's Central London area will continue to be the borough's economic focus, contributing to the success of the Central Activities Zone (CAZ) and London's role as a major global city, and providing the majority of jobs in Camden. Central London is a major focus for growth in the next 15 years under the Local Plan, including for office, retail, and other uses (as set out in Policy G1). Central London is home to four of the Plan's six Growth Areas, and is home to the three Central London Frontages.

3.5 Camden's Central London area is a major draw for Londoners and for tourists visiting the city, making a significant contribution to the attractiveness and economy of both the borough and the capital. Attractions include the British Museum, Covent Garden, Hatton Garden and numerous theatres, bars and restaurants. These are also used by Camden residents and are important local facilities. Central London is considered an appropriate location for facilities that attract large numbers of visitors; however, it is important that these do not harm to local character or amenity.

3.6 Policy TC4 of the Local Plan on town centre uses seeks to make sure that new food, drink and entertainment uses do not cause harm to our centres, the local area or the amenity of residents. Managing the impact of uses on local amenity is a particular issue in Central London where residential communities are closely mixed in with a range of other uses.

Licencing

3.7 Camden's Statement of Licensing Policy 2017-2022 recognises the concentration of licensed premises in the Seven Dials area of Covent Garden and identifies it as an area subject to special policies on cumulative impact, with a presumption against applications for new premises licences and new club premises certificates. Camden's licencing policy can be downloaded from this link: www.camden.gov.uk/ccm/content/business/business-regulations/licensing-and-permits/general-licensing-information/camden-statement-of-licensing-policy-2017-2022/

Site Allocations

- 3.8 The Camden Site Allocations document identifies the main development opportunities in Central London (except Fitzrovia, see below) and set the framework for their development. www.camden.gov.uk/ccm/content/environment/planning-and-built-environment/two/planning-policy/local-development-framework/site-allocations-development-plan/

Fitzrovia Area Action Plan

- 3.9 The Fitzrovia Area Action Plan is a development plan document and needs to be considered alongside the Local Plan and this guidance for schemes in Fitzrovia. The purpose of the Fitzrovia Area Action Plan is to help to shape the future of the area by ensuring that growth takes place in a way that balances the need for residential, institutional and commercial uses whilst supporting the residential community. The Plan sets out the Council's approach to the 14 allocated opportunity sites in this area. The Plan is available for download at: www.camden.gov.uk/ccm/content/environment/planning-and-built-environment/two/planning-policy/local-development-framework/fitzrovia-aap/

Central London Frontages

- 3.10 Central London Frontages are major shopping areas within the Central London Area. They generally either have an international, national, or London wide role in the shopping services that they provide, including a range of comparison or convenience goods and services for the local resident, worker and visitor populations.
- 3.11 Camden has three Central London Frontages:
- Tottenham Court Road / Charing Cross Road
 - Holborn (High Holborn / Holborn and Kingsway)
 - King's Cross / Euston Road
- 3.12 This section sets out general guidance for all Central London Frontages and then provides centre specific guidance for each frontage.

General Guidance

Retail and specialist uses

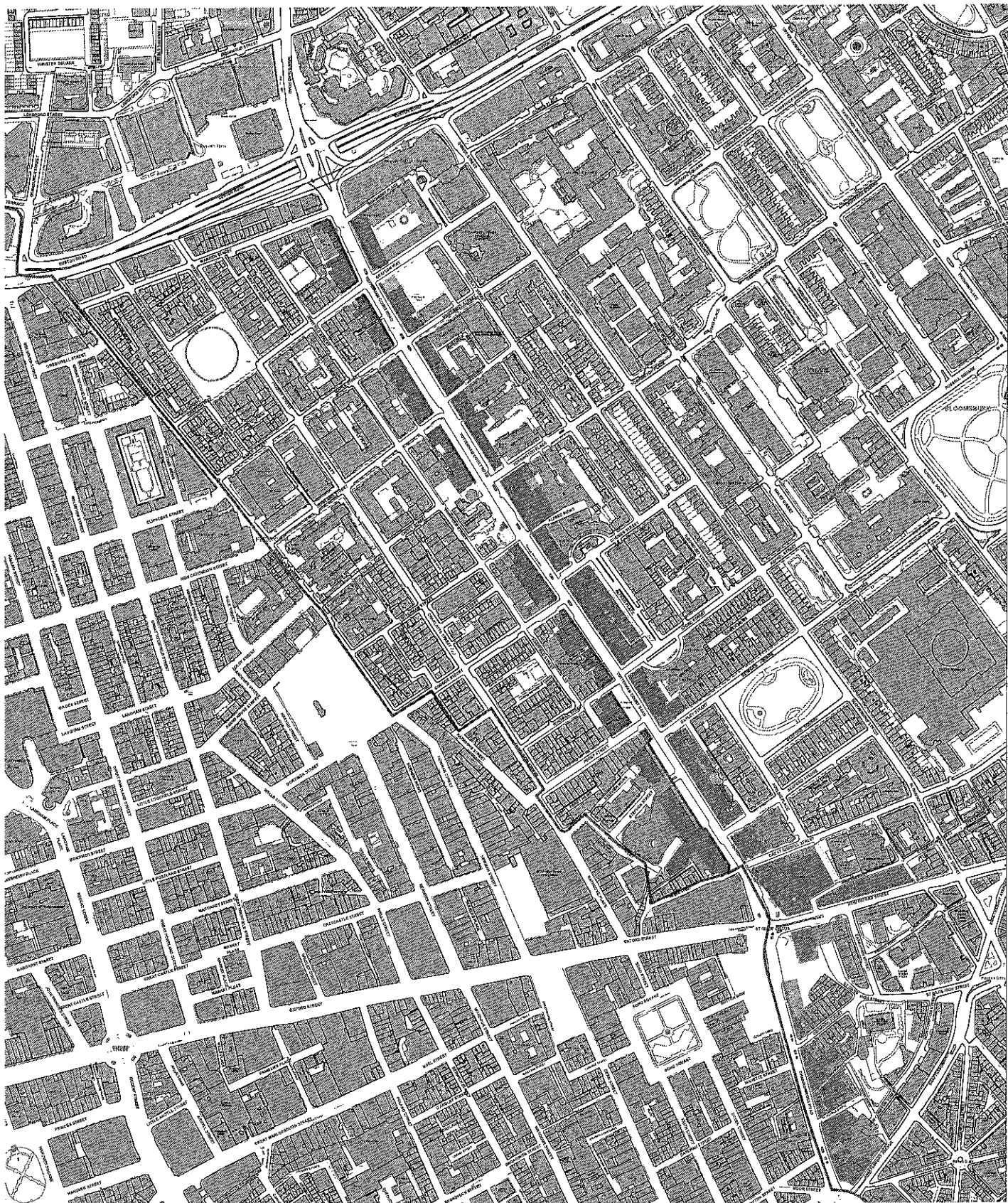
- 3.13 Central London Frontages have an important retail function and planning permission will not be granted for the net loss of retail (Use Class A1) floorspace where it will damage the character and function of a Central London Frontage in line with Local Plan policy TC2 Camden's centres and other shopping areas.

Consolidating and strengthening the role of the Central London Frontages

- 3.14 Local Plan Policy G1 guides uses that are major generators of travel demand to areas well served by public transport, including the Central London Area. In the Central London Frontages, where there are ground floor offices or other uses that do not contribute to their character and function, planning permission will be granted for the creation of new shop premises or other appropriate uses. New development will be expected to contain appropriate ground floor uses in line with the Council's mixed-use requirements in Local Plan policy G1 and TC2. This approach will also be applied to the small 'gaps' that exist between parts of the Central London Frontages to create more cohesive shopping areas.
- 3.15 In some locations there are scattered commercial premises that are considered potentially suitable for the expansion of a Central London Frontage on New Oxford Street, the south of Kingsway and west of Euston Road. Planning permission will be granted for some expansion of an appropriate mix of commercial facilities, although the Council will ensure that development does not cause harm to residential amenity. It may be appropriate to provide breaks in commercial activities in specific locations adjacent to concentrations of residential development.

Food, drink and entertainment uses

- 3.16 Central London Frontages are considered generally appropriate locations for new food, drink and entertainment uses, as they have good public transport provision (including late-night services) and are busy, commercial streets with limited residential development. This, however, needs to be balanced against the need to protect their retail functions and protect the amenity of those who live in the area, and this is reflected in the detailed guidance set out below. Central London Frontages are subject to the general guidance on food, drink, and entertainment uses outlined in the section on food, drink, and entertainment uses in this document. The Council will not grant consent for proposals that it considers would cause harm to the vitality and viability of a centre in accordance with Local Plan Policy TC4 Town centre uses.



Central London Frontage:
Area, primary frontage, secondary frontage

WESTMINSTER

Borough boundaries

Tottenham Court Road /
Charing Cross Road /
New Oxford Street
Central London Frontage

0 100 200 300 400 500
metres



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Tottenham Court Road

Tottenham Court Road is located adjacent to the West End and has traditionally been renowned for its specialist retail role providing concentrations of furniture and electrical shops. Charing Cross Road is well known for specialist bookshops. This Central London Frontage is also adjacent to a Growth Area with the same name (but different boundaries).

Tottenham Court Road is identified as an Opportunity Area in the London Plan and the frontage also falls within the London Plan West End Special Retail Policy Area which seeks to support the area's retail and leisure provision of national, city-wide and local importance, maximising the benefits arising from the implementation of Crossrail at Tottenham Court Road.

The Council anticipate significant change and improvement of Tottenham Court Road creating a street more akin to the iconic central London shopping streets of Oxford Street and Regent Street. The area will benefit from increased activity and footfall from the completion of Crossrail and greatly improved spaces and pedestrian environment with the completion of the West End Project. Local Plan Policy TC1 states that the Council will promote significant provision of additional retail in this location. Policy TC2 states that new retail development should be of a high quality and provide generous storey heights. This is of particular importance in Tottenham Court Road to reflect the role of the centre. Any development within the Bloomsbury Conservation Area, should take account of the guidance contained within the Bloomsbury Conservation Area Appraisal and Management Strategy.

- 3.17 The Tottenham Court Road and the immediately adjoining area of New Oxford Street shopping area comprises 168 ground floor commercial premises. The street is home to a number of large scale developments and large retail premises. Concentrations of furniture, home furnishings, and electrical goods shops of London-wide significance are located here. These uses are intermingled with High Street multiples providing a range of convenience goods and services.
- 3.18 Food, drink and entertainment uses tend to be interspersed among other uses. Within this part of the Central London Frontage is a theatre, casino, cinema, as well as several restaurants, cafés, takeaways, pubs and bars.
- 3.19 There has been a rise in the number of sandwich bars and cafes in Tottenham Court Road operating out of shop premises (Use Class A1), many occupied by High Street chains. A large majority of cafes along Tottenham Court Road operate within the A1 shop use class. Planning law does not clearly set out at what point a change of use happens between Class A1 and Class A3, therefore, the Council has to consider each application on a case by case basis.
- 3.20 The creation of large numbers of cafe uses is a concern as it could disrupt the shopping character of the street. Due to the importance of its retail role, which the Council does not wish to see diminished, planning permission will generally not be granted for changes of use from Use Class A1 to other uses at ground floor level in the designated frontages on Tottenham Court Road if the proposal takes the proportion of A1 use in the frontage below 80%.

Charing Cross Road

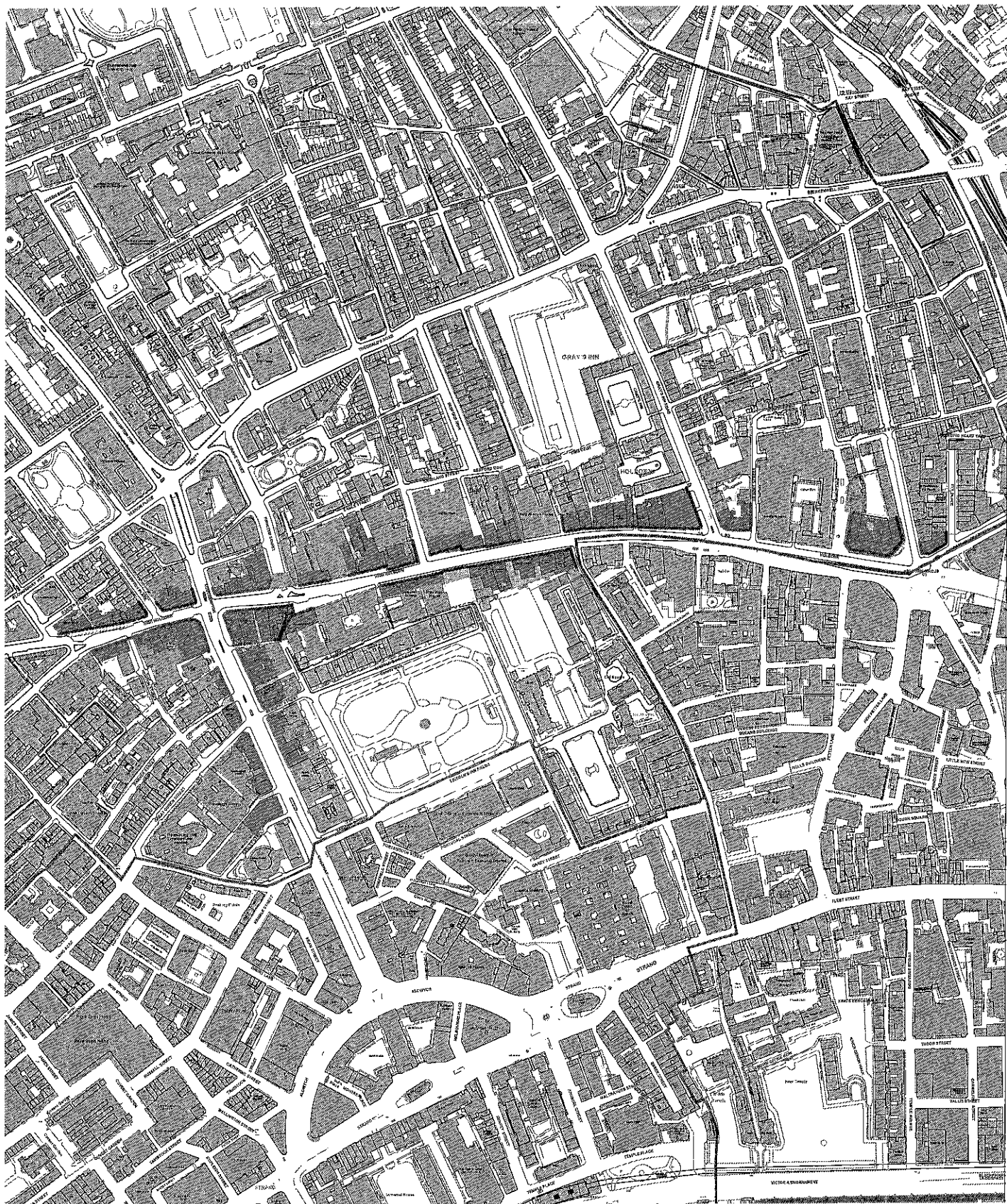
- 3.21 The retail function of this part of the Central London Frontage is not as significant in terms of size or number of uses as the Tottenham Court Road / New Oxford Street area. The Council seek to protect the retail role of this area, and will therefore seek to maintain a minimum of 66% A1 shop use on the Charing Cross Road frontages.
- 3.22 This area is dominated by offices, with little residential development and therefore a higher level of food, drink and entertainment uses is considered acceptable. Planning


permission for food, drink and entertainment uses may be granted in this area, provided development does not result in a harmful concentration or cause harm to amenity, and does not result in a reduction of A1 retail uses to less than two thirds (66%) of uses on the frontage. This allows flexibility for limited growth of these uses.

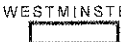
Summary of controls

Frontage type	A1 shops
Displayed on the Policies Map	Minimum proportion of A1 shops in each individual frontage
Primary	Min 80%
Secondary	Min 66%

- 3.23 The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.




 Central London Frontage:
 Area, primary frontage, secondary frontage


 WESTMINSTER
 Borough boundaries

High Holborn / Kingsway Central London Frontage

0 Metres 50 100 200 300 400 500



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Holborn

Holborn Central London Frontage is centred around the High Holborn underground station (which is scheduled for an upgrade) and extends along High Holborn, Kingsway, and part of New Oxford Street. (The southern side of High Holborn / Holborn east of Chancery Lane is within the City of London.) The Holborn Growth Area is also located in this area but has different boundaries.

The area has a concentration of office development and the centre principally services a weekday office workforce. The entrances to offices often break up the continuity of shop premises.

- 3.24 Holborn Central London Frontage contains 157 ground floor commercial premises and largely operates as a town centre for workers and the Holborn area's residential community.
- 3.25 Retail uses are characterised by High Street multiple outlets and convenience stores. In this centre 37% of the units in the centre are retail (A1 shop) use and financial and professional services are well represented. Food, drink and entertainment uses are interspersed amongst these other uses, and are also characterised by High Street chains. Approximately 27% of the premises are occupied by food, drink and entertainment uses (A3, A4, and A5 uses).
- 3.26 A grouping of food, drink, and entertainment uses has developed on Kingsway south of Gate Street on the fringe of the Central London Area and includes a mixture of High Street multiples and independent outlets.
- 3.27 The Council seeks to protect the retail function of this Central London Frontage. Planning permission will not be granted for development involving the loss of A1 retail uses which results in A1 retail uses falling below 50% of the total premises in each individual frontage.
- 3.28 Holborn Central London Frontage is considered an appropriate location for food, drink and entertainment uses. However, to protect the main area of retail use and allow for other service uses, planning permission will not be granted for development that results in more than 25% of premises in each individual frontage. This allows some flexibility for limited growth of food, drink and entertainment uses.
- 3.29 An exception will apply to a small section on the fringe of this Central London Frontage in Kingsway south of Gate Street, which is considered particularly suitable for a higher proportion of food, drink, and entertainment uses. This area is dominated by offices, with little residential development and therefore a higher level of food, drink and entertainment uses is considered acceptable. There is already a high percentage of food, drink, and entertainment uses and up to 40% food, drink and entertainment uses may be permitted in each individual frontage. This allows some flexibility for limited growth of food, drink and entertainment uses.


Summary of controls


Frontage type Displayed on the Policies Map	A1 shops Minimum proportion of A1 shops in each individual frontage	A3 A4 A5 food, drink, and entertainment uses Maximum proportion of A3, A4, and A5 uses combined in each individual frontage
Primary	Min 50%	Max 25%
Secondary	-	Max 40%

3.30

The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.



 Central London Frontage:
 Area, primary frontage, secondary frontage

 WESTMINSTER
 Borough boundaries

King's Cross Central London Frontage

0 Metres 50 100 200 300 400 500



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King's Cross

This Central London Frontage covers the main commercial area around King's Cross, including parts of Euston Road. It is not continuous and there are gaps where large uses such as King's Cross and St Pancras Stations, the British Library and Camden Town Hall have been excluded. The wider King's Cross area is undergoing transformation, with development of the extensive King's Cross Opportunity Area and other nearby developments. This may lead to the redevelopment of parts of the Central London Frontage and general improvements to the area. Parts of the area are covered by the King's Cross Conservation Area and by parts of the Bloomsbury Conservation Area.

Primary frontages

- 3.31 The primary frontages are located to the eastern side of this Central London Frontage, which runs from Gray's Inn Road to Argyle Street. This area is characterised by small or medium scale buildings accommodating a mix of commercial uses on the ground floor with residential, hotel and office accommodation above. These commercial uses serve local residents, workers, visitors, and travellers using the mainline stations.
- 3.32 Food and drink uses account for many ground floor premises. Shops and financial and professional services account for just under half of units in these frontages and include local facilities such as newsagents, post office, and banks.
- 3.33 The eastern part of the Frontage has an important local retail role that the Council seeks to protect. As there has already been fragmentation of shopping uses in this location, planning permission will not be granted for further loss of retail (Use Class A1).
- 3.34 This area has a high proportion of food, drink, and entertainment uses and includes residential accommodation located above commercial facilities.
- 3.35 In those parts of the Central London Frontage that currently have no ground floor activities, the introduction of a mix of appropriate uses including shopping, food, drink and entertainment premises is encouraged.

Secondary frontages

- 3.36 The secondary frontages are mainly located to the west of the Central London Frontage, but also includes the Lighthouse block at the far eastern extent. The area from Euston Road from Judd Street to Dukes Road consists of large scale buildings, providing predominantly hotel and office accommodation. There is a low proportion of A1 shops in these frontages. Many are multiples generally serving the local worker and hotel populations. Food and drink uses comprise of public houses, restaurants, and coffee shops.
- 3.37 At the western edge of this area are non-active frontages created by the recently redeveloped Elizabeth Garrett Anderson hospital site and the Travel Inn hotel opposite.
- 3.38 The area is considered acceptable in principle for further food, drink and entertainment uses as there is limited housing along the frontage, it already experiences significant background noise from traffic and is well served by public transport. Such uses are considered appropriate provided that they do not undermine the area's retail function or the mix of uses in the area or harm amenity.
- 3.39 Planning permission may be granted for development for food, drink and entertainment uses to a maximum of 50% of each individual frontage.
- 3.40 In those parts of the Central London Frontage that currently have no ground floor activities, introduction of a mix of appropriate uses including shopping, food, drink and entertainment premises is encouraged.

Summary of controls

Frontage type	A3 A4 A5 food, drink, and entertainment uses
Displayed on the Policies Map	Maximum proportion of A3, A4, and A5 uses combined in each individual frontage
Primary	No further food, drink, or entertainment uses
Secondary	Max 50%

3.41

The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.

Specialist Retail Areas

3.42

There are many distinct localities within Camden's Central London Area which have specific characters. These contain clusters of specialist activities and in some instances also have concentrations of food, drink and entertainment uses. These are:

- Covent Garden
- Fitzrovia and south-west Bloomsbury
- Hatton Garden
- Museum Street
- Denmark Street

3.43

This section provides area specific guidance for each of these areas.



Covent Garden

— Primary frontage, secondary frontage



Covent Garden

Covent Garden lies to the east of the West End of London. Most of Covent Garden, including Jubilee Market, is within the City of Westminster, with the northern extent, including Seven Dials, lying within Camden and within Seven Dials (Covent Garden) Conservation Area.

Covent Garden is an internationally significant shopping and entertainment destination and a major attractor of tourists. The area has a large number of shops, restaurants, cafes, as well as pubs, bars, and theatres. It is identified by the London Plan as a strategic cluster of night time activity of international importance, and together with Soho makes a particular contribution to London's world city offer. The area has a high proportion of visitors from beyond London (approximately 40%) and has a high average spend on comparison shopping.

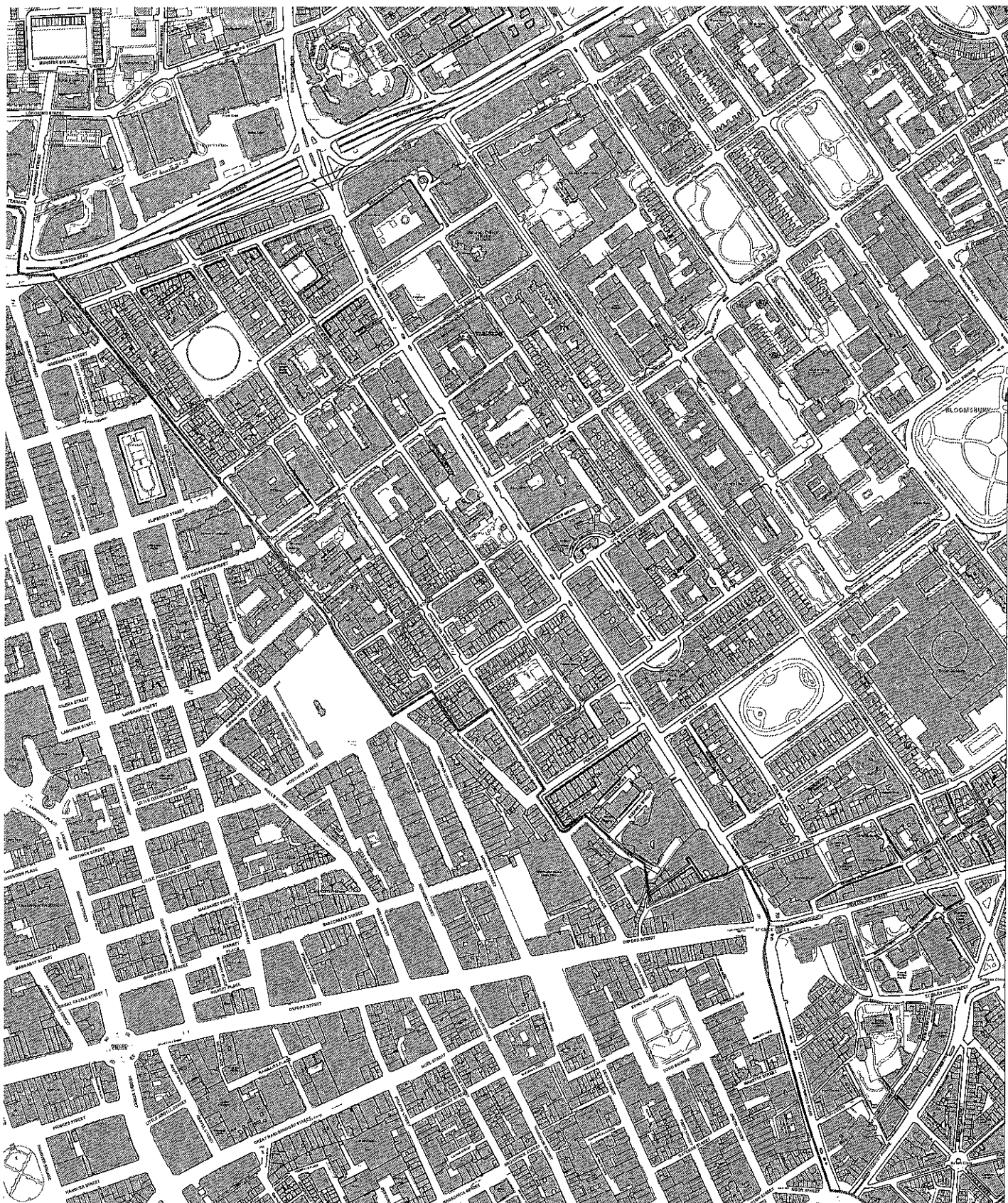
- 3.44 This area of Covent Garden within LB Camden performs a specialist fashion retailing role with a high proportion of independent retailers. The area has a fine grain of development with mostly smaller sized shop premises. The shopping environment is of a high quality and the retailers tend to occupy the upper end of the market. There is a relatively small proportion of supporting uses, in particular cafes. To the west the mix of uses has a greater emphasis on food, drink and entertainment, with a focus of these uses on Great Queen Street.
- 3.45 Covent Garden continues to be a highly successful and sought after location for retailing. The area has almost 60% of shopfronts in A1 shop use, among the highest proportions in Camden's shopping streets.
- 3.46 Covent Garden is considered to be a retail destination of national and international significance. The Council consider that the specialist retail activity in this area makes an important contribution to the economy and character of Covent Garden and should be protected. The Council will protect the number of premises suitable for retail purposes. To protect the retail function of Covent Garden the Council will seek to protect retail units in the area, as set out in the table below.
- 3.47 Food, drink and entertainment uses are an important part of the mixed use character and function of Covent Garden however additional food, drink and entertainment uses may cause harm to residential amenity and to the mix and balance of uses in the area. The dense built form, fine grained mix of uses in the area means the area is particularly sensitive to the impacts of food, drink and entertainment uses including noise and cooking smells. New entertainment uses will be allowed only when they have minimal impact on amenity for the local residential population, taking into consideration the cumulative effects. The Council will limit the expansion of food, drink and entertainment uses on the designated frontages as set out in the table below.
- 3.48 In addition, the Seven Dials area of Covent Garden and Holborn is designated in Camden's Statement of Licensing Policy 2017-2022 as a cumulative impact policy area. This means that there is a presumption that the Council will normally refuse an application for a new premises licence or a variation of an existing licence which is likely to add to the cumulative impact of licenced venues in the area.



Summary of controls

Frontage type Displayed on the Policies Map	A1 shops Minimum proportion of A1 shops in each individual frontage	A3 A4 A5 food, drink, and entertainment uses Maximum proportion of A3, A4, and A5 uses combined in each individual frontage	A3 A4 A5 food, drink, and entertainment uses and other non retail uses Other restrictions
Primary	Min 80%	Max 25%	Max 100sqm No more than 2 consecutive food, drink or entertainment uses
Secondary	-	Max 25%	Max 100sqm No more than 2 consecutive food, drink, or entertainment uses

3.49

The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.



-  Primary frontage, secondary frontage
-  Borough boundaries

Fitzrovia and South West Bloomsbury

0 Metres 50 100 200 300 400 500



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Fitzrovia and South West Bloomsbury

For consistency with the Fitzrovia Area Action Plan, this section covers the area bounded by Euston Road, Gower Street, Oxford Street and Cleveland Street, as shown on the map below. The southern part of the area east of Tottenham Court Road is widely considered to form part of Bloomsbury. The Fitzrovia area falls within both Camden and Westminster.

Fitzrovia has a mix of uses including residential, commercial, and institutional uses and contains a wide range of shops, cafes, restaurants, and pubs. The area also has a large number of specialist shops, such as art dealers and bookshops.

This area contains the Tottenham Court Road Central London Frontage and the Neighbourhood Centres of Goodge Street, Store Street, and Cleveland Street. Please note that guidance on these areas is set out under the Central London Frontages and Neighbourhood Centres.

Fitzrovia Area Action Plan

3.50 The Fitzrovia Area Action Plan contains policy covering retail, food, drink, and entertainment uses related to this area and the two documents should be read in conjunction.

3.51 Principle 5 (Retail Provision) of the Fitzrovia Area Action Plan states:

- The Council will guide development of large A1 shops to the Central London Frontage on Tottenham Court Road and New Oxford Street.
- The Council will seek to support independent and specialist shops as an element of Fitzrovia's character and function, and will resist the loss of A1 shops and floorspace that would harm the area's mixed-use character and vitality.
- The Council will guide development of food, drink and entertainment uses to the Central London Frontage on Tottenham Court Road and New Oxford Street, except those the Council considers to be small scale and low impact.

Retail provision

3.52 Retail (Use Class A1) is not the dominant activity within Fitzrovia but rather an important component of the mix of uses. Within the designated retail frontages 26% are in retail (A1 shop) use and 39% are food, drink and entertainment uses, with the remainder a wide range of other uses including offices and homes.

3.53 Fitzrovia is also home to a number of specialist and independent retailers. These independent and niche retailers form a valued part of the character of the area, complement Fitzrovia's function as a part of the London's West End and attract visitors, trade, and activity into the area. This importance of these retailers is recognised in the Fitzrovia Area Action Plan and the Charlotte Street Conservation Area Statement. Specialist and independent traders commonly rely on the availability of premises away from the main shopping streets (particularly shops that are on their own or in small groups) where rents are lower. These premises are in danger of being displaced by higher value retail and non-retail uses. The high value of housing in Fitzrovia has prompted the conversion of many commercial premises for housing, and the more isolated shops are particularly vulnerable. The Council will therefore seek to retain existing retail units and maintain the overall stock of retail premises whether or not they are occupied by a specialist shop.

3.54 There is a need to manage retail frontages to maintain sufficient shops in the area to retain Fitzrovia as a shopping destination. This will also allow the retention of the specialist retail uses that positively add to the area's character and vitality.

- 3.55 For all other properties in Fitzrovia, planning permission will generally not be granted for development that results in loss of retail units which contribute positively to the character, function, vitality, viability and amenity of the area. In line with Local Plan Policy TC3 shops outside of centres the Council will only grant permission for the loss of shops outside centres in Central London where it considers that the replacement use will also contribute positively to the local area.

Food, drink, and entertainment uses

- 3.56 Food, drink, and entertainment uses are an important part of the mixed use character of the area. These uses add to its viability and vitality and extend activity into the evenings and weekends. However the fine grain of development with housing throughout the area mean that it is sensitive to negative impacts of food, drink, and entertainment uses, such as noise in the evenings. To minimise impacts on local residents and to maintain a mix of uses across the area food, drink and entertainment uses should not dominate the protected retail frontages, and clusters should be avoided. New food, drink, or entertainment uses outside of the designated frontages will only be permitted where they do not harm to the residential amenity of the area.

Summary of controls

Frontage type Displayed on the Policies Map	A1 shops Minimum proportion of A1 shops in each individual frontage	A3 A4 A5 food, drink, and entertainment uses Maximum proportion of A3, A4, and A5 uses combined in each individual frontage	A3 A4 A5 food, drink, and entertainment uses and other non retail uses Other restrictions
Primary	Min 80%	Max 25%	Max 100sqm No more than 2 consecutive food, drink and entertainment uses
Secondary	-	Max 25%	Max 100sqm No more than 2 consecutive food, drink and entertainment uses

3.57

The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.