

**London Borough of Camden**

# **Unitary Development Plan**

**Adopted March 2000**

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# Foreword

The London Borough of Camden Unitary Development Plan (UDP) sets out the Council's policies and proposals for the use and development of land and buildings in the Borough.

The UDP was adopted after extensive consultation and a public inquiry which gave those with an interest in the future of Camden an opportunity to have their say on the Plan's policies. Many residents, businesses and other interested parties participated in this process to create a Plan that will have a central role in shaping the Borough's built and natural environment over the coming years.

Planning is a way of trying to balance competing needs and demands for land. Camden faces many environmental and social pressures which are intensified by its central location in London. It is also a borough of residential communities whose aspirations for a decent quality of life increasingly need to be protected.

The attractiveness of the Borough for visitors and residents alike creates demand for new development. Without careful control, this can lead to congestion, high land prices and the displacement of uses valued by local communities.

The Council seeks to reduce these effects through the implementation of the planning policies, standards and proposals contained in this UDP, which set out how the Council intends to deal with planning, transport and environmental issues. In this way, we can manage change while protecting what is best about the Borough's environment.



**John Thane**

*Chair of Environment Committee*

# I Introduction to the Plan

# I Introduction to the Plan

## I Requirement to prepare a Unitary Development Plan

- 1.1 Each London borough is required by the Town and Country Planning Act 1990 (as amended) to prepare a single or unitary development plan (UDP) containing both strategic and detailed policies and proposals for the development and use of land and premises throughout its area. The London Borough of Camden Unitary Development Plan was adopted on 2 March 2000 and applies to the whole of the area of the Borough. It forms the sole development plan for the area and supersedes the Greater London Development Plan (1979) and the following statutory local plans:
- 1 London Borough of Camden Local Plan 1987 (Borough Plan);
  - 2 GLC (Covent Garden) Action Area Plan 1978;
  - 3 Camden Town Action Area Plan 1979.

## 2 Purpose of the Unitary Development Plan

- 1.2 Development plans set out planning policies to provide the basis for decisions on planning applications and contain proposals for the development and use of land. Section 54A of the Town and Country Planning Act 1990 requires that decisions on proposals to build on land or change its use should be made in accordance with the development plan unless material considerations indicate otherwise.
- 1.3 The key legislation influencing the preparation of the UDP comprises the Town and Country Planning Act 1990 (as amended by the Planning and Compensation Act 1991) and the Town and Country Planning (Development Plans) (England) Regulations 1999. Explanatory government guidance on development plans is given in Planning Policy Guidance (PPG) 1: General Policy and Principles (1997) and PPG 12: Development Plans (1999).
- 1.4 PPG 1 and PPG 12 emphasise the government's commitment to the development plan-led system. PPG 1 summarises the objectives of the system as:

- ensuring rational and consistent decisions;
- achieving greater certainty;
- securing public involvement in shaping local plan policies;
- facilitating quicker planning decisions; and
- reducing the number of misconceived planning applications and appeals (para 41).

### 3 Form and content

1.5 The Unitary Development Plan comprises a Written Statement and a Proposals Map. The Written Statement is in two parts:

**Part 1:** This contains general strategic policies for the use and development of land and buildings in the Borough, formulated within the context of relevant government guidance including RPG3: Strategic Guidance for London Planning Authorities (1996). It also contains sections on the Camden context (living and working in Camden, issues and problems), the structure of the Borough and the Council's overall strategic policy approach. The planning policies set out at the end of Part 1 provide the framework for local planning policies and proposals in each of the topic chapters contained in Part 2.

**Part 2:** This contains more detailed local development control policies and proposals for the use and development of land and buildings in the Borough. Part 2 is divided into topic chapters, each of which is prefaced by the relevant Part 1 policies related to that topic area and a justification for these Part 1 policies. Part 2 also contains the Resources, Implementation and Monitoring chapter (explaining the resources available for implementing the Plan), the Development Standards chapter (containing standards which apply to the implementation of development proposals) and the Proposals Schedules chapter (highlighting key sites and their development potential and major transport proposals).

1.6 Parts 1 and 2 of the Written Statement contain:

- Policies** – these set out the criteria against which proposals for development will be assessed. They may control the nature or location of development as well as its physical form.
- Justifications** – these set out the Council's reasoning for each policy. They may provide an amplification to the policy and in some cases spell out exceptions to policy. They may also refer to Supplementary Planning Guidance and to non-planning policies (where these are relevant and complement the Plan's policies). They should be read together with the policies.
- Standards** – these will normally apply to the implementation of planning proposals. Examples include residential density and parking standards.



d **Proposals** – these are developed for land use and transport. Land use proposals are statements of intent relating to the development of key sites within the Borough. They may be in Council, public or private ownership. Transport proposals relate to the improvement or provision of infrastructure and designation of the road hierarchy. The Plan also contains a schedule of open spaces, which provides information on the designation of open land.

1.7 The Proposals Map shows the sites and areas of the Borough to which proposals and policies relate. It includes transport-related proposals. Where there is any conflict of interpretation between the Proposals Map and the Written Statement, the Written Statement prevails.

## 4 Supplementary Planning Guidance

1.8 The UDP cannot contain information on all matters that are relevant to planning in Camden without becoming excessively long and detailed. The Council has prepared further guidance on relevant matters to supplement the content of the Plan and assist those preparing planning applications. Although only the policies in the Plan have the full status in deciding planning applications which is conferred by section 54A of the Town and Country Planning Act 1990, information contained in Supplementary Planning Guidance (SPG) may be regarded as a ‘material’ consideration in decisions.

1.9 The SPG document lies outside the UDP process and does not form part of the Plan. It is intended to provide additional detailed guidance on good practice and amplification of how policies in the Plan should be implemented. As such, it helps to explain the Council’s overall approach to environmental issues, encourage good practice and provide a framework for taking environmental considerations comprehensively and consistently into account when proposals are implemented.

## 5 Timescale and review

1.10 PPG12 suggests that Part 1 of UDPs should look to provide a strategic framework for development for at least 15 years from the base date of the Plan, whilst Part 2 should have an duration of 10 years from the Plan’s forecast adoption date. The base date of the Plan is 1991, the date of the last Census of Population, while the Plan’s forecast adoption date was 1995/6. The Plan therefore has an end date of 2006.

- 1.11 PPG1 states that plans should be as up-to-date as possible and therefore should be reviewed regularly. The timing and frequency of review will depend on local circumstances and changes in the Plan's context such as new strategic guidance. It is expected that plans should be reviewed in full at least once every five years, with partial reviews as appropriate. It is the Council's intention to embark on an early review of the Plan to cover matters identified by the UPD Inspector for early review and to cover topics which have evolved, or been subject to significant change, since the publication of the Inspector's report.

## 2 Part I: Strategic statement

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## 2 Part I: Strategic statement

### I Introduction

#### Introduction to Part I

- 2.1 Part I of the Plan forms a strategic statement, outlining the Council's strategic approach to policies for the development and use of land within the Borough. It includes sections on the policy framework, the Camden context (living and working in Camden, issues and problems), goals and principles, and an explanation of the structure of the Borough. It concludes with a number of Part I strategic policies which provide the framework for planning policies and proposals in each of the topic chapters contained in Part 2 of the Plan.

#### Introduction to the Borough

- 2.2 The Borough of Camden is defined as an inner London borough, although only part of the Borough (the Central London Area) lies within London's central core. The Borough has an area of approximately 22 square kilometres and a population of 192,000 (Greater London Authority estimate for 2000).
- 2.3 The Borough is centrally located, between Westminster and the City to the south, Brent to the west, Barnet and Haringey to the north and Islington to the East. It lies immediately adjacent to the City and the West End, stretching northwards from Holborn, Bloomsbury and Fitzrovia through King's Cross, Camden Town, Kentish Town, Primrose Hill and Swiss Cottage to the "urban villages" of Hampstead and Highgate. It thus forms a small but important part of Europe's major capital city, with a concentration of shops, offices, hotels, the country's legal centre, London University and large teaching hospitals, together with residential areas of character and elegance and renowned urban squares and green spaces. Well over 200,000 people work in Camden.
- 2.4 The southern part of the Borough is dominated by activities of metropolitan and international significance in the fields of education, law, medicine, the arts, broadcasting, business, commerce, tourism and transport. Several important national and international companies in the fields of business, finance and supporting services have their headquarters here. The area also supports a number of residential communities, a major shopping centre (Tottenham Court Road) and local shops and services, which contribute to the vitality and mixed use character of the area.

- 2.5 On the north side of Euston Road much development has taken place or is proposed around the major stations of King's Cross, St Pancras and Euston and their associated goods yards. Further north, the Borough becomes more residential in character. Residential communities here are served by the three major shopping centres of Kilburn High Road, Finchley Road/Swiss Cottage and Camden Town, characterised not only by a concentration of shops, but also by a mix of uses and local services. There are also a number of smaller district and neighbourhood centres.
- 2.6 The Borough has a number of open spaces and landscape features of strategic significance, including Hampstead Heath, Primrose Hill, Regent's Park and the Regent's Canal. It also has excellent communication links by rail with the north and east of the country and direct links with south London, Kent and Sussex via Thameslink rail services. Camden may also become a significant entry point into Europe, following government announcements that St Pancras will be the second terminus for the international Channel Tunnel rail route via Stratford.

## 2 Policy framework

### National context

- 2.7 National policies are expressed in a range of government White Papers, Planning Policy Guidance Notes (PPGs), Regional Planning Guidance Notes (RPGs), Departmental Circulars and Ministerial Statements. PPGs and RPGs are the principal source of policy guidance on planning matters whilst planning Circulars tend to focus on legislative and procedural matters. References are made to various forms of guidance throughout the Plan. The most significant of these are described below.
- 2.8 This Common Inheritance (White Paper Cm 1200, 1990) sets out Britain's environmental strategy. It includes a general objective of protecting the physical environment through the planning system and other controls and incentives (para 2.7). In a section on land use and the planning system, the paper suggests that conservation and development should not necessarily be regarded as being in conflict. Some priorities are primarily economic, such as:
- growth in the national, regional and local economies;
  - land and premises to provide people with jobs;
  - housing to meet the need of all sectors of society;
  - safe and efficient transport systems; and
  - access to shops which provide choice and value (para 6.5).

- 2.9 Other priorities have conservation as their focus:
- maintaining the character, as well as the vitality, of town and city centres;
  - revitalising older urban areas, so that they become more pleasant places to live and work in;
  - safeguarding and improving the amenity of residential districts; and
  - giving high priority to conserving the built heritage, to good design in new development and to encouraging the arts (para 6.6).
- 2.10 A further important source of national planning policy is the series of Planning Policy Guidance notes (PPGs), and these have been taken into account in the formulation of UDP policy. PPG1: Policy and Principles (1997) emphasises the government’s commitment to a plan-led system of development control and reaffirms that an application for planning permission or an appeal ‘*shall be determined in accordance with the plan, unless material considerations indicate otherwise*’ (para 40). PPG1 also contains guidance on three key areas – sustainable development, mixed use and design.
- 2.11 PPG12: Development Plans (1999) also contains guidance on the preparation of development plans. It identifies a number of key topics to be considered and addressed in development plans (paras 3.2 and 3.3):
- any regional and strategic guidance given by the Secretary of State;
  - current national policies;
  - the resources likely to be available;
  - social, economic and environmental considerations;
  - the conservation of the natural beauty and amenity of the land;
  - the improvement of the physical environment; and
  - the management of traffic.
- 2.12 In particular, authorities “*should consider the relationship of planning policies and proposals to social needs and problems, including their likely impact on different groups in the population, such as ethnic minorities, religious groups, elderly and disabled people, single parent families, students, and disadvantaged people living in deprived areas*” (para 4.13).

## Strategic context

- 2.13 In 1996, the Secretary of State for the Environment issued Strategic Guidance for London Planning Authorities (RPG3). This provides a framework for the preparation of unitary development plans by London boroughs. Strategic Guidance incorporates the London Planning Advisory Committee (LPAC) fourfold vision for London as a city with:
- a strong economy;
  - a high quality environment;
  - a sustainable future; and
  - opportunities for all.

- 2.14 The objectives of Strategic Guidance (para. 1.14) to which local planning authorities must have regard in preparing their plans are to:
- promote London as a world city, recognising its role as a world class business, commercial, educational and heritage centre;
  - maintain and enhance the competitiveness of business, including encouraging manufacturing, services, tourism, culture and the arts;
  - encourage a pattern of land use and provision of transport which minimises harm to the environment and reduces the need to travel especially by car, consistent with the principles of sustainable development;
  - promote urban regeneration, particularly in areas requiring physical improvement or the enhancement of employment opportunities;
  - enhance the vitality, viability and character of town and other local centres as shopping and community facilities that are accessible to all;
  - maximise housing provision in London, consistent with maintaining environmental quality, to meet the changing needs of the population;
  - maintain and improve the natural and open environment, including Metropolitan Open Land and areas of national and international significance;
  - improve the quality and attractiveness of London's urban environment to benefit those who visit, live, work and do business in London;
  - facilitate the development of transport systems which are safe and efficient, and which contribute to the achievement of competitiveness, regeneration and environmental quality; and
  - seek to improve air quality, to reduce waste, pollution and the use of energy, and to encourage recycling.
- 2.15 Strategic Guidance also highlights the role of central London as a world business and commercial centre, but one which also provides cultural, retail, tourism and other services which are of national and international significance. It also emphasises that the area contains a significant residential population which contributes to the life and character of London, as well as including elements of the workforce vital to the centre's economic and other functions. Boroughs are urged to recognise the importance of all these activities and make proper allowance for them in drafting and reviewing their UDPs.
- 2.16 Camden's Unitary Development Plan draws on a number of areas of research conducted by or on behalf of LPAC to inform the process of reviewing strategic guidance. Detailed references to studies undertaken or commissioned by LPAC appear in individual topic chapters.

## 3 Camden context

### The environment

- 2.17 Camden represents a cross-section of urban London, from the commercial districts adjoining the City of London to the south, through residential suburbs built in the Victorian and Edwardian eras, to the open spaces of the Hampstead/Highgate Ridge further north. There is over 100 metres difference in levels from the north to the south of the Borough, which accounts for the magnificent views of central London and its historic buildings attained from Hampstead Heath and Primrose Hill.
- 2.18 Camden's attractiveness is largely based on the survival of a rich and diverse architectural and cultural heritage. A number of distinctive areas can be identified, some of them associated with a particular use or mix of activities, others identified by their architectural integrity. Included amongst these are, for example, the Hatton Garden area, with its long-established jewellery trade; Bloomsbury, with its publishers of fine books and associations with painters, scholars and literary figures; and part of the restored Covent Garden area with its street musicians, craft market and community activities.
- 2.19 The Borough contains a wide diversity of buildings, reflecting a range of uses, architectural styles and periods. There are a number of historic set pieces, including, within the Bloomsbury area, with its formal layout of streets and squares, some of the finest examples of Georgian town planning in Britain. There are also small, well-preserved pockets of domestic architecture.
- 2.20 The Council has designated 34 conservation areas, where there is a special responsibility for preserving and enhancing the character and appearance of the area. These cover some 48% of the land area of the Borough. In addition, there are some 4,000 buildings throughout the Borough that are listed as being of historic or architectural interest, including, for example, Kenwood House and St Pancras Station (both Grade I) as well as more recent developments. Many other buildings are of local significance (for example, fine examples of post-war housing estates that break the traditional pattern of roads and selective redevelopment that has been woven successfully into the urban fabric). Some of the high buildings of this period have become well known landmarks that add to the skyline of church spires and other notable buildings.
- 2.21 Camden also has a substantial legacy of open spaces that break up the dense urban fabric and provide amenity space for residents, visitors and people working in the Borough. In the south, there are the formal gardens and squares of the Inns of Court and the Bloomsbury area, whilst the central part of Camden contains some of the most attractive open spaces, many designated as Metropolitan Open Land (of strategic importance) – for example, Regent's Park, Primrose Hill, Hampstead Heath and Waterlow



Park. There is also the Regent's Canal, which runs below the street level of King's Cross and Camden Town.

## Transport

- 2.22 Key parts of London's strategic transport facilities are located in Camden. Three main rail termini (King's Cross, St Pancras and Euston, with about 80,000 passenger arrivals each day) serve all areas north of London. King's Cross, Tottenham Court Road and Holborn are important interchanges on the underground network. Most of the rail and main road networks are oriented radially towards central London, with the major exceptions being the orbital North London Link from Richmond through West Hampstead and Camden Town to North Woolwich and the Inner Ring Road, of which Euston Road forms a part. There is a dense network of bus services in the central part of the Borough, and further concentrations in the most important centres.
- 2.23 Despite this, walking remains the travel mode used most by Camden residents (43% of journeys) with longer journeys being made by car (28%) and public transport (23%). In 1991, 56% of households in Camden did not have access to a car. Bus passengers entering central London in the morning peak were declining up to 1992, but since then they have stabilised and have started to increase. For the Camden section, the 1996 flows were 10% greater than in 1992. Since 1992, there has been substantial growth in Camden Underground usage, which has exacerbated congestion and safety problems. There have been similar fluctuations in passenger journeys at rail stations in Camden.
- 2.24 Camden has a dense network of heavily used roads. The seven main Camden road links into central London carry 14,000 vehicles in the morning peak period each weekday. A total of 300,000 vehicles cross Camden heading east or west each day. Over the past decade, the flow across Camden's part of central London has remained at roughly the same level – 170,000 vehicles per day in 1991. Not surprisingly, traffic speeds are low. Surveys in 1990-91 recorded an average speed of just over 8 mph, compared to 12 mph in 1980-83. During this period, the volume of cycles and motorcycles on Camden roads fluctuated. After a dramatic rise in 1982, followed by a period of gradual decline, numbers are now stabilising.
- 2.25 The number of road casualties in the Borough has been falling over the last ten years. There are, on average, fewer than 1,800 casualties each year. Of these, over 200 result in serious injury – fatal traffic accidents are now in single figures.

## Camden's population

- 2.26 There are 192,000 people living in Camden, a figure that has been increasing since 1983 (GLA estimate for 2000, based on the 1991 Census).

A persistent feature of Camden's population is the very high proportion of young adults aged 20 to 35, coupled with a low child population. In the past, this imbalance was caused by a constant turnover of young adults (including students) moving into the Borough in their early twenties and out again as they approached thirty. Camden has the largest number of resident students of any London borough and one in three of the 20-24 age group are in full-time education. Almost half of the households in Camden (45%) consist of one person living on their own; a further 5 per cent live in residential institutions, including long-term care. About half of Camden's children live with married or cohabiting couples; the rest are evenly split between single and multi-adult, mainly mixed gender, households.

- 2.27 There have been a number of significant changes in Camden's resident population over the past thirty years. Births have risen from a low point of less than 1,800 in 1977, overtaking deaths in 1981, to more than 2,600 in 1998 and more people remain resident in the Borough and start a family. Comparing Census-based estimates for 1981 and 1991:
- More adults are staying on in the Borough – with the decline in job opportunities overseas and elsewhere in Britain, people who had come to live in Camden for work or study are staying longer and fewer residents are leaving Camden to take up work abroad. 13.1 per cent of the 1981 population was aged 20-24, 12.6 per cent of the 1991 population was aged 25-29.
  - There has been an increase of 25 per cent in the number of children aged under 10, a combination of increasing birth rates and families tending to stay on after the first birth, whereas in the early 1980s 20 per cent of infants born to Camden residents had moved away by their fifth birthday.
  - There has also been an increase in the over-80s, as survival rates improve.
  - Conversely, each age group from 50 to 79 declined in numbers as older adults moved out of Camden around the age of retirement.
- 2.28 Detailed Census information is available at ward and enumeration district level. Analysis at this level reveals great variation both within and between wards. Information and analysis of Census data is widely used across the Council to inform service delivery and the direction of policy. Examples of the practical application of Census analysis to the development of planning policy include its use in assessing the need for affordable housing and the need for social, economic and environmental improvements in Areas for Community Regeneration.
- 2.29 Population projections have been prepared for the boroughs by the London Research Centre (now absorbed into the GLA), based on the 1991 Census and records of births, death and migration since then. Projections beyond the current year are dependent on the scale of future house-building and conversions, and therefore subject to the influences of planning policy. They show a steady rate of increase into the second decade of the century based on an increase in the dwelling stock in line with the aims of Strategic Guidance and no further slackening of occupancy rates. Increases are projected among schoolchildren, those of working age and the very old.

The effect of these changes will be to swell the demand for health care, social and community services, homes, jobs and for education and training places. However, even this growth would not restore the population lost since 1971.

- 2.30 These demographic projections show the demand for additional housing is mainly from one-person households, lone parents and households consisting of several adults sharing accommodation. This has to be balanced by the picture of housing need in the Borough and the Council's statutory responsibilities for housing the homeless. In practice, the overall demand and need for housing in Camden considerably exceeds what can realistically be provided.
- 2.31 The Camden Survey of People with Disabilities and Chronic Sickneses (1988) found that 28,000 people (some 16.3 per cent of Camden's resident population, excluding those living in institutions) had a disability or long-term health problem. Approximately 30 per cent of all Camden households were estimated to contain one or more people with a chronic health problem or difficulty with everyday living. Of those people found to have a disability or long-term health problem, over 55 per cent were aged over 60 (as opposed to 22 per cent of Camden's population as a whole).
- 2.32 The survey uncovered a high level of problems with personal mobility. An estimated 8,600 people (30 per cent of those with a disability or chronic health problem and six per cent of the Borough's resident population) were unable to walk a quarter of a mile on their own. Approximately 4,600 people also had problems getting in and out of their homes; only three per cent of those with a disability felt that their homes had been suitably designed to accommodate a person with a disability. Over 9,000 people had difficulty with, or found it impossible to do, the household shopping, while sizeable numbers experienced varying degrees of difficulty in coping with other everyday tasks. Over four per cent had difficulty using public transport. Most of these people were aged over 60 and nearly half of them over 75. Large numbers of those surveyed received some help or care. Overall, it was estimated that almost 10,000 people within the Borough were involved in providing informal care.

## Camden's housing

- 2.33 There are an estimated 93,700 dwellings in the Borough (London Borough of Camden Housing Strategy and Investment Programme 1999/2000), a growth of seven per cent since 1991. 38% of housing is owned by the Council as a Registered Social Landlord. More than a quarter (27%) of the stock is valued as being in Council tax Bands F to H (more than £120,000); only 12% are valued as Bands A or B (less than £52,000). There has been a large decline in privately-rented accommodation, though this is still a very important component of the housing market in Camden. Conversely, there has been an increase in owner-occupation and housing association property. The local authority-managed stock has diminished by more than twelve per cent since 1991. Further information is given in chapter 6.

## Working in Camden

- 2.34 Camden is characterised not only by a mix of land uses, particularly within the Central London Area, but also by a diverse range of economic activities. The Borough has a number of uses of London-wide, national and international significance, as well as providing a base for more traditional, specialised industries and for services which help to support local businesses and longstanding residential communities. Camden's economy is massive, with nearly a quarter of a million jobs, largely in the buoyant service sector. Between 1991 and 1998, the number of employee jobs in the Borough increased by 43,000, and there are estimated to be 14,000 residents who are self-employed. However, our residential communities include some of the most deprived in the country. The resident workforce in employment increased by 10,000 between 1991 and 1999, and, at the turn of the century, there were 7,000 unemployed.
- 2.35 Throughout the 1980s, employment in Camden hovered just above 200,000 jobs. It dipped to less than 190,000 in 1993, but is now on a decidedly upward path and by September 1998 had reached 245,000 (Annual Employment Survey). Since the 1993 economic trough, employment has grown by 58,000 jobs (more than 30%). Forecasts for the London economy suggest that GDP will continue to grow faster than the UK for the first half of the decade. During the 1980s, Camden (as for London as a whole) experienced a decline in public utilities, transport and communications, tourism, public administration, wholesale distribution and construction; a massive decline in manufacturing employment; growth in retailing, education, welfare services; and spectacular growth in business services.
- 2.36 Service industries provide more than 80% of London's jobs (90% of Camden's). This reliance on its service industries has led to employment growth in the past, but has made London vulnerable during a recession. Many service sector jobs are held by people resident in other parts of London and beyond and provide for national and Metropolitan needs, although a significant proportion cater for local needs. Business and public services together provide work for 180,000 employees.
- 2.37 By contrast, the Annual Employment Survey provides evidence of a continued decline in manufacturing with the loss of 14,700 jobs since 1981 (this represents a greater percentage decline than for London as a whole). This sector has been particularly affected by changes to the Town and Country Planning (Use Classes) Order 1987, which allowed light industrial premises to change to office use without the need for planning permission, thus exposing existing uses to higher value competition. Industries still active in the Borough include printing and publishing, dressmaking and tailoring, as well as non-manufacturing industries such as building and vehicle repairs. Only 15,000 manufacturing jobs remain in Camden.
- 2.38 Employment in retailing is provided by a large number of small employers. As well as the self-employed and family-workers, there were 12,100

employees (in 1,500 businesses) in 1991. Employment in the sector rose by 1,700 jobs in the period 1981-91, an increase of 16 per cent. By contrast, employment in tourism-related activities (including restaurants, clubs and bars as well as hotels, museums, galleries, libraries and recreational facilities) totalled fewer than 14,000 jobs in 1991 (representing a loss of around 3,500 since 1981).

- 2.39 Employment trends are uncertain. However, it appears from demographic data that the size of the resident workforce is projected to grow in line with population increases and the trend towards a growing number of women becoming available for work. At the same time, Camden's position at the heart of the capital means that it is likely to continue to be subject to economic and development pressures to a degree not experienced in many other London boroughs.
- 2.40 The location and density of employment is highly influenced by the transport system and levels of accessibility (in 1991, only 17% of the daily workforce in Camden were resident in the Borough). Employment in Camden is becoming more dispersed, but is still concentrated in two southern wards, Bloomsbury and Holborn, with 83,000 jobs (some 41 per cent of all employment in Camden). Outside this area, the main concentrations of employment lie within the main retail centres of Camden Town, Swiss Cottage and Kilburn.

## 4 Issues and problems

- 2.41 Some of the issues and problems associated with and living and working in Camden include:

### **Poor physical environment in some areas**

- 2.42 As a densely populated area in the heart of the capital city, Camden inevitably experiences a range of environmental problems. The attractiveness of parts of the Borough as highly accessible locations for commercial and other activities leads to problems of overcrowding, heavy traffic, noise and air pollution. The cumulative impact of development is also felt in terms of the wider effects on amenity and environment and the pressures on the existing social and community facilities and services and open space. This problem is experienced throughout the Borough though it is particularly acute in the southern part where commercial pressures are greatest. There are also problems relating to the street environment (its cleanliness, accessibility and the level of safety and security it provides), individual sites, both vacant and in use (which may be derelict, unsightly or even a danger to health), and buildings (which may be dilapidated and in need of repair or renovation).

### Road congestion

- 2.43 Congestion on the main road network not only delays buses, pedestrians crossing roads and other essential traffic, but also spreads peak traffic flows over a longer time period and causes drivers to seek alternative (often inappropriate) routes through residential areas. As a result, both residents and people trying to get to their destinations suffer. Parking controls and traffic calming measures help, but arrangements for their application in specific areas are largely outside the scope of UDP policies. Nevertheless, the planning regime needs to be formulated in a way which helps to reduce road congestion.

### Shortage of adequate housing, especially affordable and special needs housing

- 2.44 There is a high level of housing need in the Borough, evidenced by figures for homelessness and households who are inadequately housed. There is often a substantial mismatch between household size/needs and the accommodation available, compounded by the difficulty of access to affordable housing for rent or sale. Average house prices are substantially higher in Camden than for Greater London as a whole, with only Westminster experiencing higher prices.

### Unemployment/inadequate access to jobs and training

- 2.45 There is a high level of unemployment in the Borough. Although unemployment in Camden has been decreasing since 1993, Camden has a persistently higher rate of unemployment than the adjoining boroughs of Westminster, Barnet or Brent and higher than the Greater London average. Borough residents (especially those who are disadvantaged in competing for jobs) face additional difficulties in securing employment, compounded by a growing mismatch between the skills held by the resident workforce and the employment opportunities available and the high level of competition for jobs and training opportunities from those resident outside the Borough and even beyond the metropolitan area.

### Deficient public transport services

- 2.46 Public transport has a major part to play in providing accessibility in a less environmentally damaging way than private cars. Rail transport particularly felt the strain of dramatic growth in passenger movement through the 1980s. Bus operations have undergone considerable network and scheduling changes to relate to existing demand and traffic conditions, but improvements in reliability have been mixed. The safeguarded and planned rail projects will help in the longer term, provided construction and design is carefully managed to minimise the local environmental impact.

### **Inadequate provision for groups with special physical, cultural, social or economic needs**

- 2.47 The Council recognises that certain groups within the population experience particular difficulties or disadvantages in gaining access to homes, jobs and other facilities and services, taking part in activities or getting around the Borough. The Council's general approach is to plan for equality of access and opportunity for all.

### **Impoverished network of social, community, leisure and cultural facilities**

- 2.48 Data on local demographic trends and the general shift towards "Care in the Community" both indicate the need for enhanced provision of social, community, leisure and culture facilities and welfare services in the Borough. Such uses can make a valuable contribution towards meeting needs and community development objectives as well as providing employment and, in some areas, enhancing the vitality and mix of uses. Whilst decisions around funding and the nature of new provision generally lie beyond the planning authority's control, the Council is concerned to ensure an adequate range, level and distribution of facilities to meet a variety of local needs and to acknowledge the role of voluntary organisations in providing a wide range of support to local communities.

### **Deficiencies in open space provision**

- 2.49 Despite the existence of major areas of open space, there are localised areas in the Borough which are deficient in open space provision. Few opportunities exist for creating new open space. In such a densely built-up area, the preservation of existing small pockets of ecological or amenity space takes on a greater significance for local residents and workers. Whilst this may not always be possible (for example, where a site has already been earmarked for development), there is often scope for the temporary greening of vacant or derelict sites for enjoyment by local communities.

### **Erosion of the character and function of local shopping and service centres and mixed use areas**

- 2.50 Changes in the pattern of retailing and the increasing dominance of the high street by leading multiples has resulted in significant changes. There has, for example, been a gradual decline in the amount of residential accommodation available within shopping centres generally and considerable pressure in smaller local or neighbourhood centres and on the fringes of larger centres for non-retail uses such as restaurants and estate agencies. With the general downturn in the economy in the early

1990s, these pressures lessened, though this trend was accompanied by increasing vacancy levels in many local shopping centres. Some of the character and vitality of major centres can be restored and enhanced by insistence on a mix of uses within larger town centre redevelopment schemes, and encouragement, wherever possible, of the provision of leisure/cultural and community uses and services. The character of mixed use areas which derives from the pattern of activities and the architectural and environmental heritage will also require protection through the Plan's general environment, transport and land use policies, through policies relating to mixed use areas and through policies promoting the provision of a mix of uses in developments.

### Crime prevention and community safety

- 2.51 Crime prevention and community safety issues are addressed in Supplementary Planning Guidance. The guidance shows how sensitive design can reduce the opportunities available for threatening or criminal behaviour, whilst recognising that sensitive design alone does not guarantee safety and freedom from crime. The Council recognises that some sections of society, including women, ethnic minorities, people with disabilities, together with lesbians and gay men, the very young, the elderly and the homeless remain more vulnerable than others and suffer disproportionately both from crime itself and the fear of crime.

## 5 Strategic approach

### The Community Strategy

- 2.52 The Council is currently developing a Community Strategy, with its partners and local people. It will provide the vision and priorities for the Borough in the future and give strategic direction for the Council and other key players in the Borough. The vision in the draft strategy, which is currently out for consultation, is:

*'To create a society where the quality of life improves for everybody. One where inequalities are reduced and all citizens, visitors, businesses and communities can enjoy the benefits of our vibrant and diverse Borough. We will achieve our vision by concentrating on the following priorities, making our Borough:*

- *a better place to live;*
- *a Camden with excellent services;*
- *an economically successful Camden;*
- *a fairer Camden – tackling social exclusion; and*
- *an attractive and environmentally friendly Camden.'*



## Camden's Healthy Cities Project

- 2.53 One of the key objectives which provides a framework for environmental planning in Camden is the World Health Organisation's strategy "Health for All by the Year 2000". The Council's commitment to the principles behind this strategy resulted in a successful joint bid with Bloomsbury and Islington Health Authority for Bloomsbury/Camden to be accepted as one of 25 project 'cities'.
- 2.54 In essence, the WHO strategy emphasised the close interrelationships that exist between the social and physical environment (and hence between people, environments, lifestyles and health), and sought greater recognition of health issues in all aspects of city life, culture and economy. The World Health Organisation has defined the "healthy city" as "*one that is continually creating and improving those physical and social environments and expanding those community resources which enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential*" (WHO Healthy Cities Paper No. 1 1988, p.24).
- 2.55 Some of the key components of the healthy city which the Plan's policies can help to provide include:
- a clean, safe, high quality physical environment (including housing quality);
  - an ecosystem which is stable now and sustainable in the long term;
  - a strong, mutually-supportive and non-exploitative community;
  - a high degree of public participation in and control over the decisions affecting one's life, health and wellbeing;
  - the meeting of basic needs (food, water, shelter, income, safety, work) for all;
  - access to a wide variety of experiences and resources;
  - a diverse, vital and innovative city economy;
  - connection with the past and with cultural heritage;
  - interaction and communication with other groups and individuals;
  - an optimum level of appropriate public health and care services accessible to all; and
  - high health status (WHO Healthy Cities Paper No. 1 1988, p.33).
- These elements provided a strong vision and framework for the development of UDP policies.

## Camden and Islington Health Action Zone

- 2.56 In April 1999, Camden and Islington Health Authority, Camden Council, Islington Council and voluntary and community organisations won a bid to become a Health Action Zone (HAZ), working together to a shared plan for health. The aim is to improve people's health, reduce health inequalities and modernise services.

## Planning goals

2.57 Following on from this approach, Camden's planning strategy is based on two interrelated goals, the achievement of which could have a profound effect on the quality of life in Camden:

### I The achievement of a high quality of environment

- in which to live;
- in which to raise a family/care for children;
- in which to work;
- in which to relax/enjoy leisure or recreation time/social life;
- to travel through;
- to visit;
- in which to learn/develop skills.

2.58 The achievement and enjoyment of such an environment is considered to be the entitlement of all those living, working and spending time in Camden. It builds on the thinking behind and the Council's commitment to the Healthy Cities Project and is also a sustainable approach enabling us to pass the environment on to future generations in as good (or better) a condition as at present.

### 2 The promotion of equality of opportunity and access for all

- to appropriate housing;
- to suitable jobs, education and training;
- to the built environment and open spaces;
- to public facilities and community resources;
- to adequate, safe and accessible transport services;
- to decision-making processes affecting the use and development of land;
- to potential benefits accruing from the redevelopment of major sites and premises.

2.59 The Council's overall strategy (consistent with its Environment Strategy) will be to encourage access throughout the Borough for everyone, seeking, where possible, improvements which benefit the community as a whole.

## Guiding principles

2.60 The following guiding principles have been developed to form an overall framework for controlling and managing change within the Borough:

- 1 the integration of land use and transport policy;
- 2 securing the most efficient and environmentally sustainable use of land and resources;
- 3 recognition of the strategic contribution that Camden's residents and workforce make to London's national and international status;
- 4 balancing objectives aimed at meeting local needs and maintaining and improving local amenity and quality of life with those aimed at making a strategic, London-wide contribution;
- 5 support and protection of existing and future residential communities;
- 6 the identification, protection, enhancement and promotion of Areas of Special Character, and all areas and sites of architectural, historical, archaeological, ecological, environmental or nature conservation significance;
- 7 the encouragement of a mix of uses in accessible areas and on major development sites throughout the Borough;
- 8 the negotiation of benefits for the local community from the development process;
- 9 specific recognition of the needs of priority groups;
- 10 the encouragement of community involvement in decision-making on matters of land allocation, use, development and transport, working in partnership to achieve the Council's local and strategic planning objectives; and
- 11 recognition of the need for continuous monitoring and analysis of demographic, social, environmental conditions, economic and transport trends; monitoring and enforcement of development activity and monitoring of the effectiveness of policies.

## Monitoring at the strategic level

- 2.61 Chapter 3 contains a monitoring statement for the Plan as a whole. The detailed monitoring of land use changes will assist in meeting the requirement to monitor and review the effectiveness and implementation of policies. Additional monitoring will take place in the form of a sustainability appraisal of policies and analyses of the state of the environment.
- 2.62 At the strategic level, the Council will continue to assist in providing information in support of the London Development Monitoring System and monitoring of cross-borough issues carried out at the strategic level. At the Borough level, the Council will undertake monitoring having regard to the objectives of Strategic Guidance (contained in chapter 1 of RPG3) and the principal monitoring concerns for boroughs (expressed in chapter 10 of RPG3). These include:
- analysis of the characteristics, disadvantages and development potential of the Borough, including local needs and opportunities;
  - rates of re-use of land;
  - continued reviews of safeguarded land;
  - the supply of new dwellings, adaptations, conversions and affordable housing;

- the effect of new and proposed retail developments and indicators of the viability and vitality of town centres;
- an assessment of the transport infrastructure, including the provision of public transport, parking standards, traffic congestion and the possible transport impact of major development proposals;
- the provision of Metropolitan Open Land and other open spaces;
- assessment of the quality of the visual environment, including indicators on sites of special quality or character; and
- standards of air quality, levels of waste generation and disposal, including the re-use and recycling of materials and waste.

## 6 Borough structure

### Introduction

- 2.63 The structure of the Borough can be analysed and defined by looking at a number of characteristics, including, for example, the mix of land uses and the functions they perform; character (including environmental and architectural quality); residential content; pattern of employment and distribution of economic activities; level of public transport accessibility; pressures for development; and community needs. Recognition of the differences between areas can be developed as a mechanism for reconciling competing development pressures and needs (including the need for restraint) and as a tool for policy delivery. The boundaries of these areas are illustrated on the Proposals Map.

### Areas of high public transport accessibility

- 2.64 Transport and land use changes need to be planned together to minimise the adverse impact of transport on the environment while maximising accessibility for all. This requires locating development where full advantage can be taken of the more efficient and environmentally less damaging modes – public transport, walking and cycling. Therefore the Council's transport policies are designed to discourage inessential car use and encourage the use of public transport, walking and cycling as alternatives to the private car.
- 2.65 The following areas are identified as having a high level of public transport accessibility:
- King's Cross Opportunity Area;
  - Central London Area;
  - Major Centres (Camden Town, Kilburn High Road, Swiss Cottage/Finchley Road); and
  - Kentish Town and West Hampstead District Centres.

## King's Cross Opportunity Area

- 2.66 The supply in Camden of vacant or underused land with development potential is extremely limited. An important exception is the King's Cross Railway Lands, with a site area of 54 hectares, of which 22 hectares may become capable of development, depending on the extent of new railway proposals. The southern part of the site is accessible to public transport. The remainder can be made more accessible by improvements and additions to the existing transport infrastructure.
- 2.67 The Council has designated the King's Cross Railway Lands as an Opportunity Area to reflect the exceptional opportunities which this site presents for inner city regeneration (see also chapter 13). The site provides the opportunity to achieve a mix of uses which meet a range of objectives and needs. These include the provision of a wide range of housing, especially affordable housing, additional commercial floorspace in the Borough including cultural and leisure uses and new green open spaces. These uses, which in themselves will contribute to a mix of uses on the site, will need to be supported by other social, community and leisure uses to ensure existing facilities in the Borough are not subject to additional pressures from on-site residential and working populations.
- 2.68 The policy approach outlined in chapter 13 provides a framework for assessing the likely impact of proposals on the environment, transport networks and on existing social provision, and for identifying the need for additional infrastructure improvements and facilities (where these are justified by the scale and nature of the development and its impact on the social infrastructure of the surrounding area). The nature, scale and rate of development will be secured by a co-operative strategic approach. Within this, the Council will seek to establish, and agree with applicants, clear guidelines to control the development process and ensure an even stream of mixed uses is provided throughout.

## Areas of Special Character

- 2.69 These are areas which, individually or collectively, are important in defining the character of London. Historic set pieces and important open spaces have been designated as conservation areas. However, two parts of the Borough have been identified additionally as Areas of Special Character (Regent's Canal, and the Hampstead and Highgate Ridge). The purpose of identifying them in this way is to co-ordinate a range of specific policies aimed at assisting in the preservation and enhancement of their local special character. Policies for Camden Town are also included in chapter 15.

## The Central London Area

- 2.70 The Central London Area designation describes that part of the Borough which lies within London's historic central core, broadly defined as the area to the south of the main London rail termini of Euston, St Pancras and King's Cross. The boundaries are based on those described in the government's Strategic Planning Guidance for London Planning Authorities (RPG3) and broadly reflect the boundaries of the Central Statistical Area used in the Census. The exact boundary within Camden has been determined by looking in detail at the pattern and distribution of land uses and is shown on the Proposals Map.
- 2.71 The area is dominated by central London activities, that is, uses of London-wide, national or international significance. Such uses include national and international headquarters connected with finance and business; facilities associated with the media and cultural sector; shopping, including specialist retail outlets of regional, national and international importance; legal and professional services; tourism facilities including hotels and conference centres; transport facilities and other uses providing essential support services and facilities for people living and working in, and visiting, central London. Housing and supporting uses are also classed as key central London activities.
- 2.72 Within the Camden sector of the Central London Area, there is a concentration of business and financial service uses, particularly adjoining the City. There is also a concentration of retail and service uses (including specialist provision) along Tottenham Court Road, of small manufacturing workshops associated with the jewellery and precision industries in Hatton Garden, as well as key activities in the fields of education, law, medicine, the arts, broadcasting, tourism and transport.
- 2.73 There are also large residential and mixed residential areas within central London. The residential population of central London as a whole (Central Statistical Area boundary) is estimated to be over 168,000 – an equivalent size to, say, the whole Borough of Camden or Islington or a free-standing town such as Luton. Camden is typical of central London boroughs in having a substantial residential population and a number of local residential communities within the Central London Area. Although the perception tends to be one of a transient population within this inner city location, this only partially reflects the demographic situation. Many residents are of long-standing in the area. The percentage of household residents within the Camden sector of the Central London Area with a different address one year before the Census (migrants) ranged from 9% in Somers Town ward to 19% in Bloomsbury. Residential communities provide vital support for the area's economic and social functions.
- 2.74 There is also a variety of housing types. Whilst some of the housing is concentrated into estates, much of it is located within buildings containing a variety of uses, thereby forming a key component of the mix of uses within the area as a whole. Some of the supporting services and facilities available to local residents are increasingly under pressure from competing uses.

Examples include shopping and local services (some concentrated in small parades, others dispersed throughout the area) which contribute towards the area's character, vitality and mix of uses.

- 2.75 The reason for designating the area is twofold. First, the area adjoins the City and West End, has a high level of public transport accessibility and is seen as an appropriate location for the preservation and expansion of a range of uses of significance London-wide, uses which enhance the competitiveness of London as a World City.
- 2.76 Secondly, the Council considers it important to help strengthen and sustain the significant local residential population. Local residential communities help to create a vibrant and safe city centre and offer vital support to the area's economic and other functions. The Council recognises that a concentration of commercial development could deprive residents and businesses in the area of vital supporting services and rob the area of its character and diversity. The Council's general approach in this area will therefore be to protect and seek to increase priority residential use, including affordable housing and associated supporting uses, to encourage mixed use development and to balance demands for new central London activities against a concern to protect the quality and amenity of the environment and the safety and efficiency of transport systems. At all times, the Council will take careful account of the effects of development on the environment. The application of rigorous environmental standards and criteria-based policies contained elsewhere in Part 2 of the Plan will not only serve to protect amenity and environment but will also act in the interests of the economy by helping to preserve and promote a high quality of environment.
- 2.77 The intensity of the various activities that are concentrated in the Central London Area has significant implications upon both the road network and public transport services that facilitate the movement of goods and people into and around this area of the Borough and on the environment. The impact on the environment of the transport systems that facilitate these movements may be gauged through the characteristics that these systems display. The main north/south and east/west roads in the Borough, south of and including Euston Road, carry in excess of 30,000 vehicles per day. These high traffic flows are indicative of the high traffic volumes present on the highway network in the south of the Borough. These high volumes lead to congestion that in turn exacerbate the problem of vehicle emissions since queuing and stationary traffic is more polluting than traffic flowing freely. The Council is aware of the environmental problems caused by excessive road traffic and has locational policies for the siting of new developments which will generate high numbers of trips to areas of high public transport accessibility. The Council also seeks to manage the existing traffic on the road network and to deter non-essential trips, particularly commuting trips, by restraining the supply of residential and non-residential parking space.
- 2.78 The Council continues to recognise the important contribution of public transport in aiding the movement of people into and around the Borough. The Central London Area has very high public transport accessibility which

reflects the level of provision of bus, underground and rail services. However, the high usage of the underground in the Central London Area has led to congestion and overcrowding problems at some stations, particularly at peak times. At some sites, the much-needed station improvements which would increase passenger capacity may only be achieved by linking them with proposals to develop commercial floorspace in the vicinity of the underground station.

- 2.79 The problems of road traffic are widely recognised and have led to the development of the concept of Clear Zones. The government is promoting this concept and the Council is working towards the identification of a pilot Clear Zone area within the Borough. A Clear Zone is an area where traffic congestion and environmental pollution are minimised. This would be achieved by the exclusion of through traffic and by changing the mix of the remaining traffic over time in favour of low or zero emission vehicles.

## Areas for Community Regeneration

- 2.80 The Council has identified three Areas for Community Regeneration which largely fall within the Central London Area designation. These areas, comprising parts of King's Cross and Somers Town wards, are characterised not only by extremely high concentrations of households suffering multiple deprivation (for example, unemployment, overcrowding, a high proportion of single parent families and pensioners living alone) but also by relatively poor environmental conditions. Additional tensions have arisen from the relatively high crime rate in the area.
- 2.81 The Somers Town area includes areas to the west of Euston Station (around Drummond Street) and immediately to the east. These areas are at the interface between the predominantly commercial areas along Euston Road and the residential areas to the north. Certain problems inside the Areas for Community Regeneration derive from developments planned to take place outside them. Such uncertainties have contributed to the general lack of investment by businesses and owners in the maintenance and repair of buildings in the area. The problems found within these and surrounding areas are increased by rising land values (the consequence of strong pressure for commercial development) which make it difficult to bring about improvements to the area's physical and social infrastructure and environmental conditions.
- 2.82 The Council has defined these as Areas for Community Regeneration, with the general intention of securing them as residential neighbourhoods and of seeking improved environmental conditions and the provision of additional and improved social, community and leisure facilities and services. The Council recognises that the achievement of improved provision is likely to depend on the availability of additional resources (for example, funding from central government initiatives) and/or developments in the area which provide community uses as part of a mixed use scheme. The policy approach, therefore, is to target any additional resources for environmental improvements or improved social, community and leisure facilities and



services into these areas and to seek to secure the inclusion of such provision in the mix of uses arising from redevelopment schemes which may affect them. The Council will also welcome any improved local access to employment opportunities arising from redevelopment in the area.

## The remainder of the Borough, outside the Central London Area

- 2.83 The Borough as a whole is overlain with a number of designations of strategic significance, illustrated on the Proposals Map. Outside the Central London Area, the Borough is predominantly residential in character, with some pockets of industrial uses, especially adjacent to railway lines and several important local shopping and service centres. The most relevant policies here are those which seek to sustain residential communities and the vital local facilities and services which support them, and to improve the quality of the environment.
- 2.84 Several of the shopping and service centres have a high level of public transport accessibility and may be considered (subject to restrictions on changes of use and environmental controls) to be appropriate locations for business development. It is likely that schemes already in the pipeline will make the major contribution to any floorspace increases and that any further increases will be small in scale. In general, the Council would like to see major and district shopping centres which provide a range of shopping facilities and mix of uses, retain a distinctive character and vitality and offer a high quality of environment.

## 7 Part I policies

- 2.85 The UDP's strategic Part I policies are set out below. The relevant policies are also included at the beginning of the topic chapters.

### 3 Resources, implementation and monitoring

- SRE1 The Council will seek to ensure that all development is sustainable.
- SRE2 The Council will aim to ensure that development promotes equality of opportunity and access for all to a range of facilities and services.
- SRE3 The Council will identify Areas for Community Regeneration based upon Census indices of deprivation with a view to securing them as

residential neighbourhoods and achieving improved environmental conditions within them through the provision of additional and improved social, community and leisure facilities, housing and services.

## 4 Environment

- SEN1 The Council will seek to improve the quality of the physical environment.
- SEN2 The Council will seek to ensure that all development maximises the conservation of resources and energy.
- SEN3 The Council will ensure that development respects the scale and character of the locality, the built and unbuilt context, and incorporates principles of good design.
- SEN4 The Council will protect and enhance the Borough's heritage of townscape, buildings, landscape, archaeology and strategic and local views.
- SEN5 The Council will protect and enhance Metropolitan Open Land, other open land and spaces and the natural environment.

## 5 Transport

- STR1 In controlling the location of new development, the Council will seek to reduce the need to travel, with the aim of encouraging the use of public transport, walking and cycling as alternatives to the private car.
- STR2 The Council will seek to reduce the adverse impact of transport on the quality of the environment.
- STR3 The Council will seek to ensure an efficient transport system is provided.
- STR4 The Council will seek to enhance the safety and security of the transport system.
- STR5 The Council will seek to ensure that the transport system helps to sustain appropriate economic and community development.
- STR6 The Council will seek to ensure that the transport system operates equitably.

## 6 Housing

- SHG1 In exercising its land use planning powers, the Council will regard housing as the priority use of the UDP, and accordingly seek to retain existing residential land and buildings for housing purposes, and to secure net additions to the housing stock wherever possible.
- SHG2 The Council will seek to maintain and improve the character and quality of the residential environment.
- SHG3 The Council will seek to sustain residential communities and improve the accessibility and range of facilities and local services available to meet their needs.
- SHG4 The Council will seek to improve the quality and accessibility of the existing housing stock.
- SHG5 The Council will promote an increase in housing to meet the strategic requirement for the Borough to provide at least 9,135 additional units between 1987 and 2001.
- SHG6 The Council will seek the provision of affordable housing for low and middle income households.
- SHG7 The Council will ensure a good quality of design in all schemes for residential conversion and redevelopment.
- SHG8 The Council will seek the provision of a range of housing to meet London-wide and local needs.
- SHG9 The Council will seek to make a contribution towards improved London-wide provision for gypsies and travellers.

## 7 Economic activities

- SEC1 The Council will seek to conserve and strengthen the strategic and international economic role of parts of Central London, promoting local and London-wide linkages and fostering wherever possible a reduction in the need for resources.
- SEC2 The Council will foster the development of a range of employment uses to match the needs, skills and qualifications of London's resident workforce.

- SEC3 The Council supports the provision of a range of business premises (including accommodation for small firms), suitable for a range of business activities.
- SEC4 The Council will ensure that any expansion of business uses is directed towards areas with a high level of public transport accessibility and designed to an appropriate scale and form, taking account of the potential impact on transportation networks and the quality of the environment.

## 8 Shopping and local services

- SSH1 The Council will seek to sustain and enhance shopping and local service provision by promoting the vitality and viability of town centres and encouraging the provision of a wide range of shops and services that are well located and accessible.
- SSH2 The Council will seek to improve accessibility to and within shopping centres.
- SSH3 The Council will seek an improvement in the quality of the environment in shopping centres.

## 9 Social and community uses

- SSC1 The Council will seek to secure a range of land and buildings for social and community uses that are well located, accessible and sufficient to meet existing and future local and strategic needs.

## 10 Leisure and culture

- SLC1 The Council will seek to retain and enhance the stock of land and buildings in leisure and cultural uses, and will welcome the relocation of those which are poorly sited or give rise to nuisance.
- SLC2 The Council will seek to ensure an appropriate distribution and range of leisure and cultural facilities to meet the needs of all ages and groups within the population.
- SLC3 The Council will encourage the development of new leisure and cultural facilities and activities that are well located and accessible.

## 11 Tourism

- STM1 The Council supports the development of tourism-related uses in appropriate locations within the Borough, where such development can be accommodated without adversely affecting the quality and character of the local environment.
- STM2 The Council will endeavour to control the development of tourism uses to secure maximum opportunities and benefits for the local community and local businesses, whilst ensuring that any harmful effects are minimised.
- STM3 The Council will seek to ensure, as far as possible, equality of access to all tourism facilities, both for visitors to Camden and for the local community.

## 12 Public utilities and services

- SPU1 The Council will encourage public utility and service providers to co-ordinate and consult with the Council before providing new or improved services and facilities.
- SPU2 The Council will seek to facilitate the growth of new and existing telecommunications systems, while remaining fully committed to environmental objectives.

## 13 King's Cross Opportunity Area

- SKC1 The Council will seek a comprehensive approach to the redevelopment of the King's Cross Opportunity Area, which maximises the large scale potential contribution which the site can make to London's commercial prosperity and its attractiveness to tourists, and which provides benefits to neighbouring communities in terms of housing and supporting services, and measures to enhance local access to employment. It must integrate well with its surroundings, both socially and physically, and address the capacity restraints imposed by the existing public transport systems and road network. Such development will be based on principles of sustainability, ensuring mixed use development which respects the industrial heritage of the site, gives priority to good design, and secures efficient transport interchange facilities.

## 14 The Central London Area

- SCL1 The Council seeks to conserve and strengthen the role, character and diversity of the Central London Area, balancing the demand for business

and commercial development and for new cultural, retail and tourism uses with the interests of conservation and the protection of residential amenity and the objective of increasing housing provision.

- SCL2 Within the Central London Area, the Council will encourage mixed use development and an increase in the provision of priority residential use, including affordable housing, together with supporting facilities and services.

## **15 Special Policy Areas**

- SCH1 The Council will seek to conserve and enhance Areas of Special Character and other special policy areas within the Borough, recognising the unique contribution they make towards London's architectural, historic, environmental and cultural diversity.

# 3 Resources, implementation and monitoring

1

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# 3 Resources, implementation and monitoring

## I Part I policies

3.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:

- SRE1 The Council will seek to ensure that all development is sustainable.
- SRE2 The Council will aim to ensure that development promotes equality of opportunity and access for all to a range of facilities and services.
- SRE3 The Council will identify Areas for Community Regeneration based upon Census indices of deprivation with a view to securing them as residential neighbourhoods and achieving improved environmental conditions within them through the provision of additional and improved social, community and leisure facilities, housing and services.

3.2 Planning Policy Guidance Note 12: Development Plans (1999) emphasises that: *“the planning system, and development plans in particular, can make a major contribution to the achievement of the Government’s objectives for sustainable development”* (para 4.1). It goes on to stress the importance of integrating sustainable development and transport and land-use policies in development plans and of ensuring that: *“the environmental and social implications of policies designed to encourage economic growth are fully considered”* (para 4.3). An approach which focuses on maintaining an attractive environment is also likely to contribute towards London’s prosperity and its status and attractiveness as one of the world’s great cities. London has achieved and maintained that position through an ability to adapt to change and to take advantage of new circumstances, while respecting and conserving the inheritance from the past. It is this tradition of balancing the need for change with the effects on the environment, and of balancing strategic with local needs, which this Plan seeks to address.

3.3 The Council is, however, concerned to ensure, as far as possible, that growth and development provide equality of opportunity and access for all to a range of facilities and services (for example, appropriate housing; suitable jobs, education and training; public facilities and community resources). The Council’s approach is to impose standards on new provision, infrastructure and services and, wherever possible, to seek improvements to existing provision which will benefit the community as a whole.



- 3.4 Within this framework, the Council is committed to working in partnership with local people, the voluntary sector, other public sector agencies, local businesses, developers and other relevant bodies to achieve its environmental, land use and transport planning objectives. Part of this process includes a commitment to: involving interested parties in the development of the Plan's objectives, policies, proposals and standards; consultation on proposals for development; and, where necessary, negotiation to secure the proper planning of sites and premises within the Borough.
- 3.5 The Authority is determined to ensure that people with disabilities and others experiencing access difficulties are not prevented from playing a full role in the life of the community due to the design of the environment and are able to participate in and contribute to all community activities, whether as residents, employees or visitors in the area. The Authority is therefore committed to ensuring improved accessibility of the land and buildings, including those within its control.
- 3.6 The Council has identified three areas within the Borough, comprising parts of King's Cross and Somers Town wards, which are characterised not only by extremely high concentrations of households suffering multiple deprivation but also by relatively poor environmental conditions and by strong pressure for commercial development. The problems found within these areas are increased by rising land values, which make it difficult to bring about improvements to the physical and social infrastructure. The Council seeks to secure them as residential neighbourhoods and achieve improved environmental conditions within them.

## 2 Introduction

- 3.7 The key role of the Plan is to set the policy framework for decisions regarding the use and development of land and buildings in the Borough. This chapter considers the resources available for implementing the Plan's policies and proposals; the various roles of the Council, other public bodies, the private sector, voluntary groups and the local community in implementing policies and achieving the objectives of the Plan; and the need to monitor the strategic and local context and the implementation and effectiveness of the Plan's policies and proposals. It concludes with a number of policies which highlight priorities within the Plan and explain the Council's overall approach to achieving the Plan's objectives.

### National context

- 3.8 The Town and Country Planning Act 1990 requires local authorities to keep under review: *"the matters which may be expected to affect the development of their area or the planning of its development"* and, where necessary, to institute surveys of their area to examine those matters (s.11 para 1). Examples include the physical and economic characteristics of the area (and neighbouring areas, where relevant); the size, composition and distribution of the population; and information on communications, traffic and the transport system. The Act also requires an authority, when formulating the general policies in Part I of the UDP, to have regard to the resources likely to be available for implementing the plan (s.12 para 6). Further guidance on monitoring and review is given in Planning Policy Guidance Note 12: Development Plans (1999).

### Strategic context

- 3.9 Strategic guidance (RPG3, 1996) emphasises the importance of continued monitoring of land use change and the needs of London's economy, which is seen as essential so that UDPs can continue to set out relevant and up to date policies. It provides detailed guidance on the main monitoring concerns for Boroughs.

### Camden context – resources available for implementation

#### The Environment, sustainable development and energy conservation

- 3.10 The environment forms an important resource that not only supports all aspects of life on earth, but is constantly altered and affected by man's

activities and decisions. Planning Policy Guidance Note 12 urges authorities to draw up development plans in such a way as to take environmental considerations comprehensively and consistently into account, so that individual development decisions can be taken against an overall strategic framework that reflects environmental priorities, including energy conservation and the need to reduce global warming. Such priorities fall within the concept of “sustainable development” – defined in the Bruntland Report 1987 as: “meeting the needs of the present generation without compromising the ability of future generations to meet their own needs” This does not mean trying to halt further economic growth and development. Rather, those making development decisions must balance the need for growth with environmental considerations to ensure that development is sustainable. As PPG12 notes: “progress towards sustainable development can only be made if the various objectives are considered in an holistic way” (para 4.3).

- 3.11 The conservation of energy and energy efficiency are key considerations to which authorities are required to have regard in the formulation of development plans (PPG12, para 4.4). The Council has therefore developed policies which take account of energy conservation along the lines suggested in PPG12. Examples include:
- promoting the full and effective use of land (subject to environmental standards and controls);
  - reducing the need to travel, particularly by private motor vehicles (thereby reducing harmful CO<sub>2</sub> emissions);
  - encouraging development (especially types of development that attract large numbers of trips) to be located close to public transport networks with spare capacity for an increase in trips; and
  - encouraging use of, and provision of improved facilities for, more efficient and environmentally less damaging travel modes such as public transport, walking and cycling (see also Part I policy SEN2).
- 3.12 These considerations are not only reflected in the development of planning policies, but also through local programmes for implementing the principles established at the 1992 Earth Summit in Rio. The provisions of Agenda 21 urge the preparation at the local level of a local sustainability plan, emphasising that this should be developed through co-operation and participation with local communities and businesses. The Local Agenda 21 Action Plan for Camden, Action for a Sustainable Camden, was published in 1999.

### Land

- 3.13 Implementation of many of the Plan’s policies and proposals depends on the availability of land suitable for development and on opportunities for the expansion and redevelopment of existing premises (within the environmental and transport constraints imposed by the Plan’s policies and standards).

- 3.14 The supply in Camden of vacant or underused land with development potential is extremely limited. Regeneration and re-use of a number of (inner city) sites and premises has already taken place in recent years. One important site remains – the King’s Cross Railway Lands (see chapter 2 and chapter 13). Excluding this site and smaller sites of less than 500 square metres, a total land bank of some 12 hectares has been identified, of which approximately 61% is considered suitable for residential development either in single use or as part of a mixed use scheme. (This is needed to make the required contribution towards meeting the need and demand for housing in London and the region over the period 1992-2006). However, some of the sites are bound by significant development constraints (for example, restricted access or problems of site assembly). There is insufficient land, in any ownership, to meet all of the needs of the Borough’s residents and businesses. Part of the role of the planning system is to balance competing needs and demands through the development plan process.

#### **Financial resources**

- 3.15 The Council does not, at the present time, have sufficient financial resources at its disposal to enable it directly to address many of the key issues requiring investment. Furthermore, it is unable to borrow sufficient resources to fund significant capital development programmes (for example, to build new public sector housing). Implementation of the Plan’s policies and proposals is thus heavily dependent on investment by the private sector, other public sector organisations and through partnership. In all instances the Council plays a significant role in influencing the nature and content of development through the development control process, working alongside and negotiating with applicants to secure the satisfactory development of sites and premises in accordance with the Plan’s objectives, proposals, policies and standards.
- 3.16 In addition, the Council will continue to press Government for more funds to be made available and for permission to borrow in order to address some of the very real social, economic and environmental problems experienced by many Camden residents, tap into all known resources for additional funding for specific projects and purposes, where appropriate (for example, SRB and European funding), and make the best use of the financial resources available to it, in accordance with the Council’s Core Values and operational objectives.

#### **Information resources**

- 3.17 It is important to have access to relevant, up-to-date and accurate information for use in the processes of policy formulation and decision-making and to assist in monitoring the efficiency and effectiveness of policies. Examples include facts and figures about trends or environmental conditions such as land use surveys, surveys of traffic or pedestrian flows, population and employment censuses and surveys, monitoring of trends and

analyses of planning decisions and appeals performance. There is also a need for information on the views of Members and the local community and local businesses. This is useful for setting objectives and for assessing the relevance of policies within the strategic and local contexts. Both types of information require careful analysis and interpretation before they can be used in the policy making process.

### People

- 3.18 Successful implementation of the Plan's policies and proposals is clearly dependent on people – not simply elected Members and officers of the Council across the range of Committees and Services, but also the Government, other public agencies and organisations, the private sector in general (landowners, developers, investors and individuals), the community (individuals and representative organisations) and the voluntary sector. An assessment of the role of these various agents is given in the following section.

## Camden context – implementation roles

### The Council as Planning Authority

- 3.19 The Council carries out a range of statutory and non-statutory planning functions. Principal among these is the control over the use and development of land through the application of the development control system. The Council has responsibility under the planning legislation to determine applications for planning permission in the light of policies, proposals and standards contained in the approved development plan, and other material considerations. Section 54A of the Town and Country Planning Act 1990 (as amended) requires planning applications (and appeals against refusals or non-determination) to be determined in accordance with the development plan unless material considerations indicate otherwise. In cases where the development plan does not contain specific policies relating to a particular development proposal, the planning application will be determined on its merits in the light of all material considerations.
- 3.20 Planning permission is required for most development involving building works or material changes in the way in which land or buildings are used. There are additional controls relating to conservation areas, listed buildings, advertisements and works to trees. The Council is further empowered to take enforcement action to remove, modify or stop unauthorised developments and uses and enforce conditions attached to planning permissions, where such action is deemed appropriate.
- 3.21 Some small-scale development works which are not likely to have a significant impact on amenity or environment (for example, minor physical changes to single family dwelling houses and some changes of use) fall

within permitted development under the Town and Country Planning General Permitted Development Order 1995 and do not require an application for planning permission. Developers who are uncertain about whether or not their proposals constitute permitted development should obtain further advice from the Council's planning enquiry service. The Council will encourage those carrying out permitted development schemes to do so in accordance with the plan's policies and standards in the interests of local amenity and environment.

- 3.22 Other key functions undertaken by the Council as planning authority include the preparation of the Unitary Development Plan (including the identification of sites with development potential); monitoring; the maintenance of an up-to-date information base covering all aspects of the use and development of land, together with demographic, social, employment, environmental and transport-related information; the preparation of planning briefs and guidance notes; and the designation of Conservation Areas (where particular policies and statutory procedures apply).

#### **The Council as Highway Authority**

- 3.23 Under the Highways Act 1980 and the Greater London Authority Act 1999, the Highway Authorities for highways (including footpaths) in the Borough (whether or not maintainable at public expense) are either Camden Council or the Mayor for London. Transport for London (TfL) is the executive for GLA roads, which comprise all Priority (Red) Routes and King's Cross Road and Acton Street. The Council is the Highway Authority for all other roads in the Borough, and has the responsibility to maintain those highways and determine any changes or improvements accorded by the Highways Act 1980. In addition, it has duties to regulate the movement of traffic, parking and enforcement and is consulted on the Mayor's Transport Strategy and public transport service provision by TfL. It also has powers to fund public and community transport. Roads for which Camden is the Highway Authority are known as Borough roads.

#### **The Council as landowner and enabler/developer**

- 3.24 The Council is one of the major landowners in the Borough, although the stock of land with development potential is relatively small. The Council can therefore play a significant role in promoting and initiating development – either directly through the implementation of capital programmes and through its lettings practice and property/sites management, or increasingly, in an enabling role through partnership and through its programme of disposal of land and buildings that are surplus to requirements. In the latter instance, the Council is able to exert some influence over the subsequent use of land and premises through preparation of a planning brief for the land in question, and through the sale and tender process. The role of the Council as landowner and developer should be clearly distinguished from that of local planning authority – the Plan's policies, proposals and standards

apply to development undertaken by the Council in the same way as to other landowners in the Borough.

#### **The Council as advocate**

- 3.25 The Council has identified a number of development-related planning and transport issues and problems which cannot directly be tackled by Council investment or through the development control process. The role of the Council in such instances is limited to an advocative one (for example, of pressing for resources, investment, legislative changes or improved practices). This role can be carried out in a number of ways including political and officer-level representation on appropriate committees and organisations; involvement and co-operation in research studies; partnership with local groups, communities and businesses; and publicity.

#### **The Council in partnership**

- 3.26 The Council is committed to working in partnership with local people, the voluntary sector, other public sector agencies, local businesses, developers and other relevant bodies to achieve its environmental, land use and transport planning objectives. Part of this process includes a commitment to involving interested parties in the development of the Plan's objectives, policies, proposals and standards; to consultation on proposals for development; and, where necessary, to negotiation to secure through partnership the proper planning of sites and premises within the Borough. For example, partnerships of this kind may be secured through Development Trusts on which local communities are democratically represented. The Council also works closely with the voluntary sector to assist in the provision of social and community facilities and local environmental improvements, and with local Registered Social Landlords (RSLs) to reduce the incidence of homelessness and housing need.

#### **Other public sector agencies**

- 3.27 Other public sector agencies (for example, those dealing with health) are likely to have an impact on the Borough during the next ten years through their own strategies of land and property management and through capital programmes for new development or site acquisition. The Council will endeavour to work closely with such agencies to secure implementation of the Plan's policies, standards and objectives.

#### **The voluntary sector and co-operative movement**

- 3.28 The voluntary sector covers an array of non profit-making organisations which play a significant role in service provision, particularly in the areas of

social and community provision, local environmental work, the provision of community transport and, through Registered Social Landlords, in the provision of affordable and special needs housing. The existence of these groups is vital to the Plan's successful implementation since their work often focuses on those in greatest need and on areas of provision which involve local communities and help to improve equality of opportunity and quality of life. In many of their areas of operation, voluntary organisations are often the only agencies capable of providing such services. They are able to react quickly to changes and experiment with services to meet needs more effectively by having more flexible structures and being able to call on voluntary effort. The voluntary sector provides opportunities for the public sector and, to some extent, the private sector, to take a more proactive role in local community development. The Council currently has close links with the voluntary sector and grant-aids a number of organisations. It wishes to develop these links further and act in partnership to achieve the Plan's objectives.

### **The private sector**

- 3.29 The private sector encompasses a range of organisations and individuals from individual householders and community organisations to large private landowners and developers. Successful implementation of the Plan's policies and proposals is heavily dependent on the willingness of this sector to invest within the Borough (and hence on individual perceptions of the attractiveness of the Borough as a place in which to live and work).
- 3.30 This sector can play an important role in achieving the Council's overall planning objectives, not only through the implementation of schemes for development and through planning obligations, but also through partnership and involvement in developing Plan policies and proposals. The Council can assist this process by giving guidance and advice, as appropriate; by maintaining up-to-date information on land availability and any known development constraints; and, above all, through effective consultation on its plans, policies and proposals.

### **Commitment to consultation**

- 3.31 The Council is committed to involving local residents, community organisations and those who work in the Borough in the policy making and implementation processes. It is also committed to consultation with local amenity organisations, conservation area advisory committees, adjoining authorities, other public sector authorities, relevant London-wide and national organisations and any other interested parties. This commitment is in addition to the Council's normal practice of consulting those most likely to be affected by development proposals and the implementation of proposed planning briefs. The Council will continue, so far as resources permit, to provide planning information, advice and guidance, as appropriate, to residents and local groups and to all those affected by, or with an interest in, the use and development of land in Camden. When undertaking



public consultation on planning issues, the Council's aim will be to ensure, as far as possible within available resources, that all members of the community have an opportunity to put their views forward and have them considered. Where appropriate, the Council will provide summary translation material in the most commonly used minority languages.

## Monitoring the Unitary Development Plan

- 3.32 The process of monitoring and reviewing the implementation and effectiveness of development plan policies is a legal requirement under the Town and Country Planning Act 1990. This process, combined with effective consultation, is important in assessing whether or not policies are meeting desired objectives, and in checking whether they remain valid in the light of changing circumstances. The UDP is not a blueprint for development in the Borough – it does not state what the Borough should look in ten years' time. Rather, it will be used to guide development and react to changes.
- 3.33 It is essential that an accurate, up-to-date information base is maintained to serve as a basis for monitoring and reviewing the relevance and impact of the Plan's policies, proposals and standards. This will enable the development of policies which are responsive to changing trends and circumstances and facilitate assessment of the impact of policies on the Borough's physical, social, economic and environmental conditions. As part of this process an annual UDP monitoring report will continue to be produced containing information that is collected and analysed on a regular basis.
- 3.34 The annual UDP monitoring report (which relates to monitoring of both Parts 1 and 2 of the Plan) will continue to include the following analysis of land use changes:
- land use change arising from new developments and changes of use (including, as far as practicable, net changes in floorspace for different uses);
  - residential decisions monitoring (for example, the number and location of residential units given permission, the amount of affordable housing achieved); and
  - completions of major developments (i.e. those over 1000 sqm floorspace or with 10 or more residential units or hotel/hostel rooms).
- 3.35 The Council will consider the need for additional monitoring relating to particular issues. Examples could include analysis of:
- mixed use schemes (number, size and range of uses);
  - parking provision (net change in the number of parking spaces resulting from planning decisions);
  - housing (density of new housing schemes, the location of housing schemes by ward, and the size of units given planning permission);
  - hotel and tourism development (including bedspaces);

- employment land (re-survey of the availability of sites over 1000sqm in B1c, B2 and B8 use);
- shopping (ongoing surveys of retail units in Major, District and Neighbourhood Centres);
- concentrations of food and drink (A3) uses;
- development trends within the Central London Area (as a whole or within particular local areas);
- King's Cross (regular updates on the King's Cross Opportunity Area);
- Proposals Schedule (review and update of the availability of sites identified in the Schedule, together with new sites becoming available for development); and
- appeal decisions.

3.36 This process will be supplemented by the collection, collation, analysis and presentation of information on a range of other issues influencing or defining development trends (for example, relating to transport issues such as car availability and transport usage, population growth and household size/formation rates, housing need, changes in employment and environmental conditions). Information from other sources, such as the Censuses of Population and Employment is also available.

3.37 Reference should also be made to the strategic level monitoring statement given in Part I. Strategic or local level monitoring may prompt the need for plan review. The Unitary Development Plan will generally be reviewed every five years, although significant changes could give rise to the need for an earlier partial or comprehensive review of the Plan.

## 3 Part 2 policies

### Environmental quality and regeneration

RE1 The Council will seek to improve the character and quality of the environment throughout the Borough, promoting in particular the regeneration of areas in need of environmental, physical, social or economic renewal.

3.38 Improving the quality of the environment is one of the guiding principles of this Plan (see chapter 2). Part of this process involves identifying areas in particular need of renewal and, wherever possible, targeting actions and available resources towards those areas. Examples of initiatives which are following this regenerative approach (whether it be of the social, physical, economic or environmental fabric of areas of the Borough) include the preparation of bids for government funding for regeneration and for involvement in European Union partnership projects and schemes and the preparation of planning briefs.

## Residential amenity and environment

**RE2** The Council will seek to ensure that developments will not have an adverse impact on residential amenity, the environment, or the safety and efficiency of transport systems.

- 3.39 The Council is concerned to ensure that individual development decisions are taken against an overall strategic framework that reflects environmental priorities and assists the implementation of sustainable development objectives. It is therefore concerned to ensure that environmental considerations are comprehensively and consistently taken into account when implementing the Plan's policies and proposals and that all development avoids harm to residential amenity, the environment and the safety and efficiency of transport systems. Additional references to general environmental protection and improvement are given in policy EN1 in chapter 4.

### Access for all

**RE3** The Council will require all new development and, where practicable and reasonable, alterations to existing buildings for public purposes to be designed to facilitate access for, and use by, people with disabilities.

- 3.40 The number of disabled people in Camden recorded in the 1991 Census of Population was 22,198 (or 13% of the local population). As the needs of this sector of the community have traditionally been under-represented, the policies and standards contained in the Plan are designed to reverse this trend. As PPG1 (1997) notes: "*proposals for the development of land provide the opportunity to secure a more accessible environment for everyone, including wheelchair users, other people with disabilities, elderly people and those with young children*" (para 33). Developers and local authorities are encouraged to consider the issue of access at any early stage in the design process.
- 3.41 The Council therefore seeks to ensure that all new buildings, activities and public spaces are fully accessible to everyone in the community, in the interests of facilitating equal opportunities and access for all to employment workplaces; shops; public spaces; social, community, leisure and cultural facilities; and other places of work and premises open to visiting members of the public. Part M of the Building Regulations sets out requirements for access into and within new development, including housing. The Council will use its associated roles as Building Control and Entertainments Licensing Authority to co-ordinate provision for disabled people into and within buildings. The Council also wishes to promote the provision of improved access arrangements and facilities in existing premises and in private residential dwellings.
- 3.42 Applicants are advised to consult the Council's Building Control team at an early stage in the formulation of development proposals to ensure

conformity with the relevant standards relating to disabled people. Full details of the type of provision sought to meet specific mobility, sensory and other needs are given in Supplementary Planning Guidance. It should be noted that buildings which take these considerations comprehensively into account are generally more successful and function better for all users.

## Location of development

RE4 The Council has defined the following areas as having the public transport accessibility necessary for land uses that are major generators of travel demand:

- a King's Cross Opportunity Area;
- b Central London Area;
- c Major Centres;
- d Kentish Town and West Hampstead District Centres.

Within each of these areas development proposals for such uses will be considered against the relevant locational policies. The fact that sites are accessible by public transport will not override the locational policies of the Plan nor the need for there to be sufficient capacity to accommodate the increase in passenger trips at an acceptable level of service.

In assessing such developments, the Council will apply a sequential test, where the first preference for locating developments should be for sites in the four areas a) to d) above and only then (and subject to criteria) locations at the edges of areas c) and d) and finally, locations outside all areas a) to d). Applicants will be required to demonstrate that all potential options for their development in these areas have been thoroughly assessed before edge-of-centre and, finally, sites outside these areas are considered for development. Where developments outside areas a to d are proposed, the following factors will be considered:

- the likely harm to the development plan strategy;
- the likely impact of the development on the vitality and viability of existing town centres, including the evening economy;
- their accessibility by a choice of means of transport; and
- their likely effect on overall travel patterns and car use.

3.43 Government guidance (for example, PPG13) explicitly recognises the link between energy conservation and the location of new development. The approach adopted is to guide new development to locations which reduce the need for car journeys and the distances driven, or which permit the choice of more energy-efficient public transport – without encouraging more or longer journeys. This approach further suggests locating new development types that attract trips (for example, office employment, shopping, higher education and leisure) at points such as town centres which are capable of acting as nodes for public transport networks to avoid encouraging substantial increase in car use and where there may be advantages in enabling one journey to serve several purposes. PPG13

(1994) goes on to add that: “*local planning authorities should consider carefully the impacts on travel demand of all new development before planning permission is granted*” (para 2.12). The Council therefore seeks to ensure that any expansion of activities that are likely to generate a significant increase in the number of trips generated is directed towards the most appropriate locations within the Borough where the use of public transport can be maximised and that of private transport minimised.

- 3.44 However, this is simply the first test in locating such development. The Council will also be concerned to ensure, in line with policies contained elsewhere in the plan, that the impact on residential amenity, the environment and transport networks can be kept to a minimum. As part of this assessment, the Council will have regard to the likely impact of development on the public transport system. In general (in line with policy TRI chapter 5), planning permission will only be granted provided the Council is satisfied that the public transport system in the vicinity of the site will have sufficient capacity to accommodate additional passengers and that traffic generation arising from essential operational trips can be accommodated on the surrounding road network without an adverse effect on capacity or environmental conditions.
- 3.45 The Council will also have regard to detailed locational policies for different uses. These further take into account the character, scale and capacity of individual areas to accommodate new uses which attract a significant number of trips. Further details are given in Part I, in chapter 5 and in locational policies relating to potentially high trip-generating uses (for example, business, retail, tourism, leisure and cultural uses). The locational approach and constraints in this policy do not apply to residential development (within Use Classes C2 and C3).

## Mixed use development

RE5 Within the King’s Cross Opportunity Area, the Central London Area and Major Centres, the Council will expect and, in appropriate cases, require proposals to incorporate a mix of land uses. An exception will be made for proposals solely intended to provide residential accommodation. In considering when to require a mix of land uses, the Council will have regard to the character, diversity and vitality of the surrounding area. It will also have regard to the scale and nature of the proposed development and the extent to which the proposals would lead to over-dominance of a single use. In all cases, the Council will seek to maximise the amount of floorspace available for secondary uses.

Reference should also be made to policy HG5 in chapter 6 and to policy SCL2 in chapter 14.

- 3.46 Large parts of the Borough have a well established mixed use character which the Council seeks to retain and extend. Additionally, in the King’s Cross Opportunity Area there is the opportunity to create an area with a wide variety of uses. The incorporation of an element of mixed use into

development schemes for business and commercial uses which are large-scale, either in themselves or in relation to their surroundings, will prevent domination by single uses and enhance the variety and diversity of land uses locally. Planning permission will be refused where failure to incorporate a secondary use would have a demonstrably harmful effect upon the character, diversity or vitality of the area.

- 3.47 A mixed use approach can reduce the need to travel, helping to achieve a sustainable form of development; assist in crime prevention; make an area a more pleasant and interesting place; and may help to secure the implementation of other plan policies, such as maximising the provision of housing (including affordable housing) or increasing the number of small business units. However, it is recognised that there may be circumstances where a mix of uses is not appropriate, for example, where an extension is required for an existing user, or a secondary use cannot physically be achieved on the site.
- 3.48 The appropriate mix and proportion of secondary uses will vary in different locations and will be a matter for discussion with the applicant. There is a wide range of such uses including, shops, restaurants, workshops, other commercial uses, housing, community facilities and open space. In accordance with the Part I strategy to promote the provision of housing and with policy HG5, the Council would particularly welcome an increase in residential accommodation that is independent of the commercial or business use and can be separately accessed at street level. Where transport improvements in the form of additional facilities (such as additional access points or enlarged station facilities) are provided, they will also be considered to contribute to the mix of uses.
- 3.49 The adoption of a mixed use approach means that there will inevitably be occasions when new business development adjoins new or existing residential accommodation. By definition, business uses within Use Class B1 should be capable of operating in residential areas without having an adverse impact on residential amenity. The Council is concerned, however, that in some instances noisy plants and extended hours of operation have had a harmful effect on amenity. The Council seeks therefore to ensure that the amenity of existing residential accommodation is protected and that any new residential provision arising from the implementation of mixed use policies is designed to provide a high standard of amenity and protection from the impact of new business uses.
- 3.50 Where conditions attached to the planning permission would not be sufficient to ensure a satisfactory balance of uses, the Council will seek a planning obligation in accordance with policy RE6g).
- 3.51 Detailed policies for the redevelopment of the King's Cross railway lands site are contained in chapter 13.

## Planning obligations

- RE6 In determining applications for planning permission, the Council will take into consideration the nature, scale and location of the proposed development and, in appropriate circumstances where the need arises directly from the development, will seek contributions towards or a planning obligation under s.106 of the Town and Country Planning Act 1990 (as amended) to secure modifications or improvements to the proposals submitted. These may include:
- a improvements or a contribution towards improvement of the public and community transport system within and outwith the site to cater for the increase in trips attracted by the development;
  - b the provision of reasonable amounts of open space, improved pedestrian and cycle access, landscaped areas and other environmental schemes required by the development or intended to offset the loss of, or impact on, any amenity or resource on the site prior to development;
  - c the conservation and enhancement of buildings, structures or places of historic or architectural interest and Sites of Nature Conservation Importance, including those which do not otherwise form part of the proposal but which will be adversely affected by it;
  - d the provision of appropriate social, educational, recreational, sporting or other community facilities, the need for which arises directly from the development or its impact;
  - e the inclusion of an element of affordable housing in a larger residential development;
  - f the provision of public facilities and services appropriate to the scale, nature and location of retail development;
  - g securing an acceptable balance of uses in a mixed development (see also policy RE5).

The achievement of planning benefits that are not essential to the grant of planning permission (through a planning obligation or unilateral undertaking) will not, in itself, render acceptable a proposal that is not in general accord with the Plan's objectives, policies, standards and proposals.

- 3.52 Proposals for development (especially major schemes) often represent a significant opportunity for the regeneration of an area's social, environmental, economic and transport infrastructure and for the achievement of the Plan's local and strategic objectives. These objectives may be met by the nature and content of the proposed development. In some instances, however, proposals that are large in scale or impact may generate the need for specific improvements to infrastructure or additional provision, without which the proposal would be considered unacceptable. Circular 1/97 (paragraphs B7 to B15) provides further guidance on the circumstances in which planning obligations can reasonably be sought in connection with a grant of planning permission. The Council will seek to ensure that the extent of what is required is fairly and reasonably related in scale and kind to the proposed development. Used correctly, such agreements can assist the best use of land and a properly planned

environment, and contribute to the success of a development. They can also help foster partnership between the developer, the Council and the local community and a shared interest in the local environment and community development. It is important to stress that a planning obligation will only be sought where the Council considers that specific improvements are necessary to the granting of permission. In accordance with Circular 1/97, planning obligations will only be sought under section 106 of the Town and Country Planning Act 1990 (as amended) where it is not possible to deal with the matter through the imposition of a condition.



# 4 Environment

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## 4 Environment

### I Part I policies

4.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:

- SEN1 The Council will seek to improve the quality of the physical environment.
- SEN2 The Council will seek to ensure that all development maximises the conservation of resources and energy.
- SEN3 The Council will ensure that development respects the scale and character of the locality, the built and unbuilt context, and incorporates principles of good design.
- SEN4 The Council will protect and enhance the Borough's heritage of townscape, buildings, landscape, archaeology and strategic and local views.
- SEN5 The Council will protect and enhance Metropolitan Open Land, other open land and spaces and the natural environment.

4.2 SEN1 and SEN2 are based on an acknowledgement of the importance of both local and global environmental quality to an individual's wellbeing. There is increasing realisation that economic growth must be tempered with concern for the environment and positive action to ensure development is sustainable for future generations. These objectives reflect such concerns.

4.3 The policies are based on the recognition that action at the local level makes a very important contribution to enhancing and protecting both the local and the global environment. Detailed implementation of the policies formulated within the framework of these objectives will often rely on the incorporation in development proposals of standards (in chapter 16) and principles of good practice given in the Council's Supplementary Planning Guidance.

## 2 Introduction

- 4.4 The environment is acknowledged to have an important influence on the quality of life. Part I defines two fundamental goals as the basis for Camden's planning strategy. One of these goals is the achievement of a high quality of environment. Part I also outlines a number of guiding principles to protect and improve the quality, and preserve the identity, of Camden's environment.
- 4.5 Land use changes have a strong influence on the quality of the environment through incremental and significant changes. They range from erosion of local amenity and loss of built and natural heritage to degradation through pollution. There is now increasing evidence of the environmental impact of past developments and increasing public concern over local and global environmental issues.
- 4.6 The policies are aimed at accommodating the necessary levels of change required for Camden's continued vitality and prosperity whilst ensuring the protection of amenity, the preservation of the Borough's rich historic, architectural and natural heritage and the effective use of its resources. Development will be encouraged in areas where it can be beneficial provided it responds to the particular demands of the existing townscape, achieves high standards of design and protects amenity and environmental quality. The approach adopted in formulating the policies is to ensure that land uses, the built environment and landscape are considered as a whole and that a sustainable approach to all aspects of planning, design and resource management is achieved.

### National context

- 4.7 National policy recognises that environmental considerations must form a consistent basis for development plans. The government's White Paper, *A Better Quality of Life* (1999), emphasises our responsibility to care for the planet and hand it on in a healthy condition to future generations. It encourages the efficient use of resources and the need to meet the UK's commitment to reduce global warming and ozone depletion. The White Paper states the government's commitment to the "green" concept of sustainable development as not just a moral but a practical imperative and advocates that sustainability is designed into every development and planning policy. It acknowledges that there is an inevitable link between resource conservation in its broadest sense and development and suggests areas for local action towards sustainable development.
- 4.8 Planning Policy Guidance Notes issued by the Government all reflect on and develop national policy expressed in *A Better Quality of Life*. PPG12: *Development Plans* (1999) urges authorities "to take environmental considerations comprehensively and consistently into account" in the preparation of development plans (para 4.4). Similarly, PPG1: *General Policy and*

Principles (1997) puts sustainable development as one of three themes that underpin the Government's approach to the planning system (para 3).

- 4.9 Of particular note is the emphasis the government now places on the essential role of planning system and development plans: *“The planning system, and the preparation of development plans in particular, can make a major contribution to the achievement of the Government's objectives for sustainable development”* (PPG12, para 4.1).
- 4.10 Various national, specialist, appointed and voluntary bodies have also produced detailed advice and research to encourage adequate and appropriate inclusion of environmental policies and proposals in development plans (see references). In parallel, there is growing public awareness and demand for positive action on the environmental consequences of land use and development.

### Regional context

- 4.11 Regional Planning Guidance for the South East (RPG9,1994) states that, *“All development should be planned in ways which work towards securing the objectives of sustainable development”* (section 1.10). It encourages more energy efficient forms and layouts in development while promoting redevelopment and re-cycling of urban land (section 4).

### Strategic context

- 4.12 Strategic Guidance for London Planning Authorities, (RPG3,1996), states that *“future planning activity must incorporate measures to contribute to a more sustainable future”* (para 1.30) and includes the following objectives:
- maintain and improve the natural and open environment, including... Metropolitan Open Land; and
  - improve the quality and attractiveness of London's urban environment to benefit those who visit, live, work and do business in London (para 1.14).

### Camden context

- 4.13 Camden is committed to following government guidance to take a plan-led approach to improving the local environment and fulfilling its responsibilities to global betterment. The environment is a theme throughout the Plan, influencing policies in all the topic chapters. For example, the vital link made between public transport accessibility and the location of development is considered as a major contribution to greater sustainability (see chapter 5).

- 4.14 Decisions on development proposals will need to be taken within this framework of integrated environmental policies. It is essential that the cumulative environmental effects of individual developments are taken into account, not least because of the intensity of potential impacts given the density and diversity of the Borough.
- 4.15 Part I describes the diversity in the character of the environment across the Borough. Camden also experiences a high level of change including in its physical environment. Pressures for change continue to increase while public interest and concern in environmental quality deepen.
- 4.16 Over the last decade, large inner city sites, mostly surplus to public utilities requirements, have been proposed for development, many very intensively. This is further encouraged by commercial tendencies to develop larger areas and buildings. Local reaction to such proposals that have potential for adverse environmental impact or would lead to loss of amenity has been strong.
- 4.17 In addition to the cumulative effect of more intensive development to the south of the Borough, incremental extensions and conversions and development on open land in residential areas to the north have led to loss of amenity or character in some areas.
- 4.18 Other areas of the Borough, such as modern housing estates with large areas of open land, shopping streets, other open spaces and play areas, continue to need significant environmental improvements.
- 4.19 Over the last decade, there has been a general tendency to use higher technologies in building leading to high levels of energy consumption and waste. Some technologies and methods led to health risks.
- 4.20 Despite physical improvements, better practices and stronger legislation, the physical environment continues to be largely inaccessible to people with disabilities, and parents with young children. Environments that give rise to fear of crime affect accessibility for women, elderly people and children. Opportunities will be taken to improve the accessibility and safety of the physical environment.

## 3 Environmental quality

### General environmental protection and improvement

EN1 The Council will seek to ensure that developments will not have an adverse impact on the amenity of the surrounding area and the quality of the wider environment in the short and long term. In particular, the Council will need to be satisfied that developments, whether buildings or changes of use, protect or improve the physical environment, including the Borough's living and working conditions, and its visual amenity.

- 4.21 At the local level, the protection and improvement of local amenity and environmental conditions will be a major consideration in assessing development proposals. In cases where the development could be made acceptable through regulation, conditions may be imposed to enable that development to be granted permission.
- 4.22 At the wider level, sustainable development has now become a necessity to combat environmental degradation and global warming and for the protection of the environment for future generations. It is now acknowledged that developments that enhance their local environment also enhance their own value and 'green' buildings are increasingly more marketable. Certain categories of development are required to be accompanied by an environmental assessment under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999.

### Improvement of neglected and overgrown sites

EN2 The Council will seek to improve areas of neglected and overgrown land which have an adverse effect on local amenity.

- 4.23 Most changes to the environment result from private sector investment in the development of land creating opportunities to make improvements to the local and wider environment and meet local needs. Utilising such opportunities is important for the community and the surrounding environment and also for the realisation of full value and potential of the development itself. Powers under Section 215 of the Town and Country Planning Act 1990 allow local authorities to take steps to require landowners to clean up areas of land that are detrimental to the local amenity.

## Area improvement

EN3 The Council will continue to identify areas for co-ordinated action to improve local environmental conditions by encouraging and directing investment to those areas, and by reducing traffic within them. The participation of developers with the Council and the community in the preparation of plans and proposals to achieve environmental improvement in these areas will be welcomed.

4.24 Co-ordination of resources from public, private and voluntary sources directed to improving conditions in areas of maximum community need will enhance the benefits and will be the main proactive strategy for the environment.

4.25 Community consultation and participation are fundamental parts of Council initiatives. The community will be encouraged to become involved in identifying local problems, priorities for action and promotion of new projects, so that effectiveness and success in implementation and maintenance can be better ensured. The Council will adopt this strategy and approach for other areas of activity and, where appropriate, provide technical advice, for example, for community-led initiatives and projects on planning and design.

## Providing safe and attractive public spaces

EN4 The Council will seek to ensure that all public spaces and buildings create an attractive environment that promotes personal and collective safety and offers a high quality of design.

4.26 PPG1 emphasises the importance of design, one of three themes underlining the Government's approach to planning. It states that "*the appearance and treatment of the spaces between and around buildings is often of comparable importance to the design of the buildings themselves*" (para 14) and that "*good design should be the aim of all those involved in the development process*" (para 15). Similarly, design, management or changes in the environment can help to reduce opportunities for crime. The Council's Supplementary Planning Guidance provides further advice and guidance. Policies on design and community safety are elaborated in EN13 to EN20 below.

## Noise and vibration

EN5 In assessing developments which will place noise generating uses adjacent to noise sensitive uses, or where such uses are proposed in areas that contain noise generating uses already, the Council will have regard to the likely impact of noise disturbance. Although complete elimination of all noise is impracticable, the Council will seek to ensure



such disturbance is kept below the threshold levels set out in Development Standard DS6 (chapter 16).

## Disturbance from plant and machinery

EN6 When considering proposals for, or which include, ventilation ducts and/or air handling equipment the Council will need to be satisfied that such equipment can be operated without causing injury to local amenity in terms of their appearance, location, noise and smell. In assessing the noise impact the Council will have regard to the noise levels set out in Development Standard DS6 (chapter 16).

- 4.27 Noise and vibration can affect health and have a direct impact on local amenity. Its impact can therefore be a material planning consideration. Planning Policy Guidance Note 24: Planning and Noise gives guidance on noise levels and noise exposure categories and these have been used as the basis for the Council's standards. The Council is concerned to ensure, therefore, that development proposals do not give rise to unacceptable noise conditions. The Council will therefore make a careful assessment of likely noise levels before determining planning applications where noise is likely to be present. For the purposes of this policy, noise-generating uses are considered to be railways, roads, B2-B8 industrial/commercial uses and places of entertainment (sport/recreation), including restaurants and clubs. Guidance and advice on ways of minimising noise disturbance through design is included in Supplementary Planning Guidance (SPG).
- 4.28 Ventilation ducts and/or air handling equipment are important aspects of many commercial buildings, restaurants and takeaways. General guidance on appearance, location, noise and smell are contained in SPG. Since these are important aspects as to whether a use may be acceptable, the Council will require full details of all mechanical plant and equipment at planning application stage.

## Noise and disturbance during construction activity

- EN7 Where the construction phase of development proposals is likely to cause particular problems by virtue of its duration, scale, location or complexity of working, the Council will seek to minimise disturbance to amenity and the environment by the use of planning conditions.
- 4.29 Policies throughout this Plan seek to minimise any adverse effects of proposals on amenity and environment, in the interests of all those who live, work and visit the Borough. Some of the worst problems affecting the environment and local amenity are experienced during the construction phase of development. Although this phase is temporary, it can be long in duration. Where construction is likely to affect residential amenity, the Council may assist in co-ordinating a working party of representatives from the local residential community and the developers. Experience has shown

that many areas of concern can be overcome through the adoption of a co-operative stance involving the Council and local residents, and through the negotiation of an agreed programme and phasing of works. The Council has published a Considerate Contractors Manual which sets out and encourages good practice in construction.

## 4 Sustainable development and energy conservation

### Air quality

**EN8** The Council will seek to ensure that all new development is designed to avoid detrimental alterations to the air quality and microclimate in the surrounding area, especially where this may be caused by motor vehicles, and whenever possible to improve them.

4.30 Control of pollution and protection of people against health risks from air pollution is one of the objectives of the Council's Air Quality Strategy. An understanding of air pollution and wind patterns can influence the form of a development. Buildings and landscape features can improve street level air quality and create a comfortable microclimate by, for example, controlling wind velocity and heat absorption, reducing air-borne pollution and avoiding spatial confinement of air pollutants at street level. Further guidance is included in Supplementary Planning Guidance. National policy and strategic planning will affect the Borough's air quality and the Council will continue to seek to influence them. Where developments require authorisation under Part I of the Environmental Protection Act 1990, one of the requirements in granting authorisation is that emissions are minimised and statutory air quality standards are achieved.

4.31 The principal form of air pollution in urban areas is that caused by motor vehicles. The Council's transport policies address this by attempting to restrict inefficient vehicle movements, promote efficient and clean transport modes, reduce the need to travel through land use location policies and control the parking supply. Major developments will require a Transport Impact Assessment which will cover the issue of air pollution (see chapter 5).

### Water quality

**EN9** The Council will seek to ensure that all development is sited and designed to avoid adversely affecting the water environment, to prevent or mitigate flooding, to protect the quality of underground and surface water, and to conserve water resources.

- 4.32 Developments can exacerbate the problems of flooding downstream through an increase in run-off from additional impermeable surfaces. They can also affect water quality and ecology by the rate of flow where discharged. Use of features such as permeable landscapes, planted roofs and water retention ponds can contribute to visual environmental amenity, reduce stress on public drainage systems, safeguard existing and proposed planting, wildlife value and good water management. The Council will consult the Environment Agency, Thames Water, British Waterways and other appropriate bodies on relevant proposals.

## Contaminated land

- EN10 Before determining applications for development on sites which are known to be, or strongly suspected to have been, contaminated to an extent that the proposed development would be adversely affected or statutory requirements infringed, an investigation of the hazards by the developer and proposals for any necessary remedial measures will be required. In cases where contamination is known to be less severe, the Council may make use of planning conditions preventing development until any necessary tests and decontamination programme have been agreed and carried out.
- 4.33 In order to maximise scarce land resources, contaminated land should be brought back into beneficial use in accordance with land use policies in this Plan. Land used in the past for contaminative industrial processes can remain idle for years creating a health hazard and impact amenity in the locality. Contamination of the ground and underground water can affect the health of users of new buildings and needs to be addressed.
- 4.34 Planning Policy Guidance Note 23: Planning and Pollution Control (1994) states that when determining a planning application consideration should be given to whether the proposal takes proper account of contamination.

## Unstable land

- EN11 In determining applications for development in unstable locations, the Council will give consideration to the possible adverse effects on the stability of adjoining land, local amenities and conservation interests. Where instability is suspected, the Council will require applications to be accompanied by a report on the issues relevant to ground instability and indication of the measures to overcome it. Where instability may be such that it cannot satisfactorily be overcome, planning permission may be refused.
- 4.35 Planning Policy Guidance Note 14 Development on Unstable Land (1990) emphasises the need for instability to be taken into account in the planning process. Land instability can result from natural factors or through human intervention. Where land is potentially unstable, development or

intensification of existing land uses can trigger off instability. Geological conditions, such as unstable slopes; ground subject to shrinking and swelling clay; the rising groundwater affecting parts of London, such as much of Hampstead; and made-up ground, landfills or excavations can create problems of instability. In order to prevent risks to property, infrastructure and the public, the physical constraints of the land should be taken into account at the early planning stages so that remedial measures can be fully explored and the site is not sterilised unnecessarily.

## Use of resources

**EN12** The Council will welcome proposals which facilitate the use of renewable energy, are energy efficient, and reduce the overall demand for new and non-renewable resources.

- 4.36 Energy efficiency through development is one of the most important measures that can be taken to meet the imperative of reducing CO<sub>2</sub> emissions. PPG12 has identified conservation of energy as one of the environmental issues that local authorities should consider in development plans. As far as land use considerations are concerned, key issues are location, building type and orientation. Developments can be located in areas with high public transport accessibility to minimise car trips; while buildings and landscapes can be designed to make best use of sunlight, conserve energy, reduce waste and to exploit a site's distinctive microclimate and physical character. Further guidance on green buildings is given in SPG.
- 4.37 Prudent use of resources is in line with the government's A Better Quality of Life, A Strategy for Sustainable Development for the UK (1999). Use of materials from sustainable sources has global and local environmental benefits. The use of recycled materials is encouraged. Provision for recycling waste needs to be planned at an early stage. The Building Research Establishment Environmental Assessment Method (BREEAM) provides a means for the environmental assessment of buildings. Further guidance can be found in SPG.
- 4.38 PPG22 Renewable Energy (1993) states that renewable energy has an important role to play in reducing greenhouse emissions. Use of solar energy, recycling of heat and grey water can be incorporated in building design. The acceptability of a specific proposal will be assessed within the context of other policies of the Plan.

## 5 Design, scale and setting

- 4.39 The fabric of Camden has to adapt to meet changing social needs and the requirements of economic activity. This change has to be regulated in order to satisfy these needs with minimum disruption and disbenefits. The cumulative effect of development can put pressures on infrastructure and services and can damage the character and amenity of established areas. Sensitive planning control of the amount of development and its physical form, in addition to the type and intensity of its use, is necessary to prevent overdevelopment of the site in order to safeguard local amenity and improve the environment of the Borough. To assist in this process, in addition to the relevant policies set out in this chapter, the Council will assess applications against the various standards in chapter 16, and will also seek to guide proposals by applying the various guidelines set out in the Supplementary Planning Guidance document (which has been produced in conjunction with this UDP).

### Design of new development

EN13 The Council will encourage high standards of design in all development.

- 4.40 Well-designed buildings can improve the quality of the existing environment, reinforce local distinctiveness and create a sense of place. Good design requires an understanding of the context in which development takes place. The Council expects a written statement setting out the design principles adopted to be submitted, together with illustrative material, with applications.

### Setting of new development

- EN14 All proposals for development should be sensitive to, and compatible with, the scale and character of their surroundings. In determining applications for planning permission, the Council will have regard to the wider setting of the proposed development. In particular, the Council will take into account the following considerations:
- a the character of the area, in terms of existing land uses and general environmental quality, including its degree of openness;
  - b the prevailing architectural style of the area;
  - c the scale and general proportions of surrounding development, including bulk, massing, height, footprint, typical plot sizes and the relationship to any nearby 'landmark' building;
  - d the impact of the proposal on existing views and skylines; and
  - e the established pattern of public highways.

- 4.41 Camden is a densely built-up Borough where the majority of development takes place on infill sites or through the replacement or extension of existing buildings. It has a long tradition of development which left a variety of character and style. The local and historic character should be the context from which good design of new development derives inspiration; tradition will normally provide a guide for bulk and scale together with conformity to established street patterns, facades, activities and uses.
- 4.42 Excessive height can have intrusive effects on the immediate environment as well as over the whole area from which the building is visible. Over-bulky buildings can have an overbearing effect, resulting in canyon-like streets and alleyways, poor standards of daylighting and an uncomfortable microclimate.
- 4.43 The siting and massing of new buildings has to be controlled to avoid harmful intrusions into important local views and the skyline. In particular, buildings that are higher and bulkier than their surroundings can have a visual impact over a wide area, altering the existing skyline, affecting attractive views and the character of open spaces (see EN52); they can also dominate, obscure or detract from buildings of townscape importance or important landmarks.
- 4.44 In the past, buildings have been erected which have spoilt the historic skyline and the established character of some areas and have adversely affected the local environment; in such cases, or in circumstances where it is generally accepted that the townscape is of poor quality, the design approach should aim to maximise the opportunities for an improved environment of the highest quality.
- 4.45 In order to assess whether a development relates satisfactorily to its surroundings, the Council normally will require context drawings, the scope of these to be determined by the nature of the proposal and the sensitivity of the area. In assessing proposals for development, consideration will be given to the effect on the appearance of a building of plant and services not contained within the envelope of the building.

## Landscaping

- EN15 The Council will seek a high standard of external landscaping in connection with all development.
- 4.46 The configuration and detailed design of unbuilt spaces and their interrelationship with the built environment contribute to the scale and character and quality of the townscape. Unbuilt spaces, if appropriately landscaped, will contribute to the local amenity and ecological balance and added benefits can be obtained from the imaginative use of planting on buildings (see SPG).

- 4.47 There is a general need for more greenery and open space, capable of supporting wildlife and to provide a lung for city dwellers, to be incorporated into the urban fabric, particularly in densely built-up parts of the Borough. This could, over time, reverse the loss to development of open areas and achieve a significant increase in greenery to remedy existing deficiencies. At the local level, a landscaped open space would improve the amenity of users of the development and occupiers of nearby buildings.
- 4.48 The landscaping of open spaces should form an integral part of the layout of any buildings on the site and should therefore be considered at the earliest stages in the design process.

## Site layout

- EN16 In formulating proposals for the layout of development sites, developers will be expected to have particular regard to the following:
- a existing site contours;
  - b the presence of existing trees, shrubs and other vegetation;
  - c the existing pattern of public highways;
  - d whether any existing buildings, structures or other artefacts on the site warrant retention for their intrinsic physical, historical or architectural qualities; and
  - e the existing amount and distribution of any unbuilt space within the site which makes a positive contribution to the character of the area.

- 4.49 It is important that the layout of any development responds to its location, both in terms of the context of the site and its physical qualities. New development should be woven into the surrounding urban fabric, incorporating existing buildings or structures with local or historic associations, continuing existing street patterns and pedestrian routes and following the natural ground levels.
- 4.50 The value of trees and vegetation in urban areas is acknowledged to provide amenity to people and habitat for wildlife, enhance the character of local areas, ameliorate air pollution and improve local microclimates. In addition, unbuilt spaces can also form a significant element and could be intrinsic to the character of the established townscape and should be protected and respected in any new development.

## External appearance of development in shopping centres

- EN17 The Council will require that new developments in existing shopping centres complement the retail character of their surroundings and provide lively and attractive street level frontages. Where an existing

street has a prevailing rhythm created by the width of shopfronts, the Council will expect proposals to preserve the general form and character of those frontages.

- 4.51 In town centres, large single use buildings can result in lifeless areas – lack of entrances and windows can create a very forbidding environment and alter the pattern of movement in and the safety of surrounding streets. Similarly, inward looking developments, including shopping malls and precincts, can result in sterile surroundings. Most of Camden’s town centres and shopping parades date back to the 19th century and earlier, having developed from commercial activities that first took place within or attracted to dwelling houses. The shopfront width has been determined by the early pattern of development in the street, usually surviving to this day.

## Design of infill developments

EN18 The design of infill schemes should have regard to the following features of existing neighbouring development:

- a building lines;
- b building heights;
- c plot widths;
- d parapet lines, roof lines and other elevational detailing; and
- e materials.

All such proposals will be expected to make a positive contribution to their surroundings.

- 4.52 The general character, scale and proportion of the street and its buildings provide the essence of the existing townscape scene and should form the starting point for the design of any infill development. In most circumstances, the aim will not be to mimic the character of the surroundings by replicating existing buildings or introducing pastiche. There is a long tradition of innovative design in the Borough and modern architecture has played an important role in the renewal of the built environment which has been successful where the character of the surrounding areas has been respected. All too often developers and their agents seek to impress a corporate image, make an architectural statement through the design of buildings or adopt a standard design which does not recognise the established character of the surroundings, the scale, proportions and detailing of nearby buildings and the prevalent materials used in their construction.

## Amenity for occupiers and neighbours

EN19 In assessing the impact of development, the Council will take into account the following considerations:

- a the implications for daylight and sunlight into and between properties;



- b the extent of any loss of privacy; and
- c the degree of visual intrusion.

- 4.53 It is important that in all development proposals, including extensions to existing buildings, any harmful effects to the amenity of occupiers of existing and proposed buildings on the site and neighbouring properties is avoided, especially in the case of residential buildings. The design of development should allow sufficient daylight and sunlight into buildings and land, give consideration to the potential effects on visual privacy and safeguard the outlook from premises. The Council will apply the standards recommended in the Building Research Establishment report: Site Layout Planning for Daylight and Sunlight - A Guide to Good Practice (1991), which gives advice on sunlight and daylight. Whilst this document does not operate fixed planning standards, they will be taken into account when considering planning applications, having regard to existing lighting conditions. Wherever possible, the Council will seek to improve existing light conditions. In matters relating to overlooking the Council will be guided by Development Standard DS5 in chapter 16.

## Community safety

- EN20 The Council will encourage a sensitive design approach to the built environment which aims at reducing the opportunities for threatening and criminal behaviour and which promotes personal safety and the security of property.

- 4.54 The Council is concerned to encourage development proposals which adopt designs to help mitigate against the proliferation of crime. Circular 5/94 Planning Out Crime (para 13) advises local authorities to establish principles for the design, layout and landscaping of new residential or commercial development. These should have the objective of making crime more difficult to commit, increase the risk of detection and provide people with a safer, more secure environment. Further guidance on community safety design principles is given in the Council's Supplementary Planning Guidance. Applicants are also advised to contact the local Police Crime Prevention Design Adviser, especially for larger schemes.

## 6 Extensions and alterations

- 4.55 Alterations and extensions are often necessary to adapt or enlarge a building, extend its useful life or to meet modern safety standards. If unsympathetically carried out they can spoil the appearance of the building and other buildings in the neighbourhood. Collectively, unsympathetic alterations and extensions can have a detrimental effect on the townscape of whole areas; conservation areas are particularly vulnerable to the erosion of their character through insensitive alterations or extensions,

however minor. Unsuitable extensions can also distort the original plan form which contributes to the historic pattern of an area. Proposals for alterations and extensions will be judged against the policies relating to all development set out in section 5 of this chapter, with additional more specific requirements for different types of alteration and extension being set out in the policies that follow.

## Alterations to existing buildings

EN21 In dealing with applications involving alterations, the Council will seek the retention of existing original features or their restoration if they have been lost, where these are either an important townscape element or contribute to the architectural integrity or proportions of a building or group of buildings. Materials which make a positive contribution to the character of the building should be used.

- 4.56 The loss of architectural features such as cornices, mouldings, architraves, porches and chimneys, can alter the scale and proportions of a building. The replacement of windows and doors and the cladding and painting of brickwork can also spoil the appearance of buildings and can be particularly damaging if the building forms part of a uniform group. Alterations should be carried out in materials that enhance the building, or, where appropriate, match the materials used in the original building.

## Extensions to existing buildings

EN22 In considering applications for extensions to existing buildings, the Council will seek to ensure that proposals relate to the form, proportions and character of the building and its setting and have regard to the historic pattern of development in the surrounding area. Extensions should be subordinate to the original building in terms of scale, situation or use of materials and should not dominate neighbouring buildings.

- 4.57 Disproportionately large extensions can disfigure a building and upset its proportions. Insensitive siting of extensions can aggravate the problem, for example, side extensions that occupy the space between semi-detached houses forming a group. Rear extensions are likely to have no impact on the street scene unless they are visible, such as in corner properties, but should be carefully sited and proportioned to respect the historic plan form in the area, the integrity and proportions of the original building and the amenities of adjoining occupiers. In some cases, a back extension to a single property in an otherwise unspoilt group would detract from the uniformity of the rear elevation.

## Reduction of garden amenity

EN23 The Council will seek to ensure that extensions do not materially reduce the amenity value of existing open space as a result of their siting, size and form. In areas of open space deficiency or where an individual garden or yard is already very small, the Council will resist any extension that would lead to a further loss of open space.

4.58 Extensions can also diminish the amenity value of gardens or yard space to an unacceptable level by reducing their actual size, by encroaching in a way that results in a less efficient layout or by having a detrimental effect on the amount of sunlight reaching the garden/yard or adjoining properties (see SPG for further details).

## Roof alterations and extensions

EN24 The Council will resist inappropriate alterations and extensions at roof level. In determining whether a particular proposal is inappropriate, the Council will have regard to the following criteria:

- a the prominence of the roof concerned;
- b the characteristics of the roof and those of neighbouring buildings in terms of shape, design, materials, and the existence of traditional features such as chimney stacks and protruding fire walls;
- c the symmetry of pairs, and the integrity of terraces and other cohesive building groups; and
- d the proportions and architectural treatment of the building itself and its relationship to the original style and materials of other buildings in the vicinity.

Where the opportunity arises, the Council will welcome the removal or improvement of existing unsympathetic roof alterations or extensions.

4.59 Roof extensions can be a practical way of increasing the floorspace of buildings, but such extensions can often have a significant effect on the appearance of the existing building and its surroundings. Special care is therefore needed in their siting, design, size, proportions and materials, particularly in areas where roofs are plainly visible over a wide area, and where roofs are an especially attractive feature of the building or locality. Extensions or alterations to the roof will not always be acceptable. There will be situations which are particularly sensitive to extensions/alterations to individual roofs, such as: built up areas around open spaces, where the topography or the alignment of streets allow views of the rooflines, rooftops, projecting party walls and chimney stacks, or where a building is already higher and more prominent than its neighbours. Not many streets in Camden retain the original roofline of their buildings, it is therefore important to preserve the roofs unaltered where this occurs. Where, despite past breaches, it is desirable to prevent further erosion of the roofscape/rooflines, existing precedents will not necessarily justify the granting of permission for similar extensions or extensions or alterations.

- 4.60 The Council will, in appropriate circumstances, require drawings which show the proposal in the context of the whole building and neighbouring properties in order to facilitate the assessment of schemes. Detailed design guidance is contained in SPG.

### Railings and garden walls

- EN25 In areas or streets where traditional railings or garden walls are part of the established character, the Council will seek their retention and where appropriate encourage the erection of replica railings or new walls to a traditional pattern or specification.

### Forecourt parking

- EN26 Where planning permission is required for development facilitating forecourt or front garden parking, the Council will have regard to the following considerations in the assessment of proposals:
- a the contribution which the existing forecourt or garden, and its means of enclosure, makes to the visual appearance of the area;
  - b the cumulative visual impact of any existing roadside and/or forecourt and front garden parking in the area;
  - c the nature and extent of any landscaping, surfacing or other ameliorative works which may be proposed to offset any adverse visual impact; and
  - d the likely implications for the safe and free flow of traffic on the highway network.

- 4.61 Railings and boundary walls are characteristic features in large parts of Camden. Front gardens are significant in the townscape in the north of the Borough where they contribute to the setting of a building or terrace. Off-street parking in front of the building line breaks the traditional form of enclosure in the street, deprives the building of its setting and can involve the loss of trees and planting which are of amenity value to the area as a whole. Breaches to boundaries and the formation of crossovers and hardstandings will lead to the erosion, over time, of the character of a street or area unless there are opportunities for offsetting any harmful effects through generous landscaping or other means. The issue of forecourt parking, access to the highway, and crossover provision are inter-related and the Council will take into consideration both environmental and highway factors. Conservation areas are particularly sensitive to the loss of front gardens and their enclosures. Guidance on forecourt parking will be included in the individual conservation area statements to be incorporated into SPG. Exceptions to the policy may be made if the property is occupied by a person with a disability. In such cases applications will be considered on their merits.
- 4.62 Planning permission is required for the construction of an access and of an area of hardstanding within the curtilage of a property except in limited

cases where the property is a single dwelling house and such development is permitted by the Town and Country Planning (General Permitted Development) Order (1995). Householders are strongly advised to contact the Council's Environment department before arranging any works of this type. The provision of a crossover requires the approval of the Highway Authority, that is, the Council for all roads in the Borough except GLA roads for which Transport for London is the Highway Authority. The Highways Act 1980 (s.184) identifies three relevant highway matters for the authority to consider when deciding applications for new crossovers:

- prevention of damage to the footway;
- safe access to and egress from premises; and
- the need to facilitate the passage of vehicular traffic on the highway.

- 4.63 Proposals for forecourt parking will also be assessed against the parking standards appropriate for the land use given in the Annex to chapter 16. Further advice on general design and ameliorative measures where front garden parking is acceptable is contained in Supplementary Planning Guidance.

## Basement areas

EN27 The Council will oppose development within basement areas, whether by infilling or excavation, where this would detract from the original design of the building or the established character of the street.

- 4.64 Basement areas in buildings are an important townscape feature in many streets in Camden and any extent of infill can adversely affect the relationship between the building and the street. Similarly, the excavation of basement areas, whether it is to create habitable rooms at lower ground level or to form a separate access for a commercial use in the basement, can have a detrimental effect on the appearance of the building and the streetscene and may result in the loss of garden space. The loss of forecourt space in front of shops can be particularly damaging to the commercial activities and the appearance of a parade. Excavation can also affect the structural integrity of the building and the stability of the ground (see also policy EN11).

## Shopfronts

EN28 Outside conservation areas, the Council will seek the retention and restoration of shopfronts which are noteworthy for their special architectural character. Where new shopfronts are proposed, the Council will seek to ensure high standards of design and external appearance. In assessing schemes, the Council will have regard to the relationship between the design of the proposed shopfront and the upper floors of the building, and to the general characteristics of original shopfronts in the area, giving encouragement to good quality modern shopfronts in appropriate circumstances.

- 4.65 Shopfronts are particularly susceptible to commercial pressures for their replacement in response to fast changing retail trends. Traditional shopfronts are a townscape feature and a historical resource which should be protected and kept in good repair. There is a tendency for the design of shopfronts to be dictated by house styles, particularly in the case of retail or food chains, by the convenience of standard solutions or the latest fashion, with no regard to the architecture of the building within which it is inserted or other shopfronts in the street. There will be circumstances where a contemporary shopfront design, if of high quality, can meet the above requirements. In other situations a traditional design relevant to the period of the building may be more appropriate. All new and substantially altered shopfronts should wherever possible allow access by people with disabilities and others with restricted mobility. For shopfronts in conservation areas see policy EN34. For detailed design guidance see Supplementary Planning Guidance.

## Shopfront signs and blinds

- EN29 When assessing proposals for shopfront features such as canopies, blinds, shutters and cash dispensers, the Council will have regard to the following considerations:
- a whether their position, design and materials would be appropriate to the character, scale and architectural period of the shopfront and the building on which they are placed;
  - b how sympathetically they would relate to other buildings in the street;
  - c whether important architectural features of the building and shopfront would be obscured or damaged; and
  - d whether public safety would be put at risk.
- Such proposals within conservation areas will also be judged having regard to whether they would preserve or enhance the character or appearance of the area.

- 4.66 Features such as signs and blinds can sometimes perform a useful function and contribute to the character of a commercial area. However, they can also detract from the appearance of buildings, be obtrusive features in the streetscene, and create unnecessary visual clutter, especially if poorly designed and too prominent. Incorrect siting can result in a safety hazard to pedestrians and motorists, and can obscure important features of the building. Where cash dispensers (ATMs – Automatic Teller Machines) are being proposed, the Council will require them to be positioned so that they are accessible to people with disabilities. For further guidance, see Supplementary Planning Guidance.

## Advertisements

- EN30 In the assessment of applications for consent to display advertisements, the Council will seek to ensure that their position, design, size and

materials are appropriate to the character and scale of the building or structure on which they are placed and other buildings in the street, that they do not obscure or damage important architectural features, and that public safety is not at risk. Within conservation areas, the use of painted fascia signs and traditional hanging signs on business premises will be welcomed, and internally illuminated fascia box and projecting signs will be resisted.

- 4.67 Signs are important to the vitality and function of commercial areas but their indiscriminate proliferation can lead to visual clutter. If poorly designed or sited, too prominent or out of scale, advertisements can detract from the appearance of individual buildings or structures; be obtrusive features in the wider streetscene, especially in conservation areas; be detrimental to the amenity of residential areas; and can result in a safety hazard to pedestrians and motorists. A profusion of estate agent boards can have a detrimental impact on the environment in terms of visual clutter, especially in conservation areas. For this reason, a direction has been made (under Regulation 7 of the Town and Country Planning (Control of Advertisements) Regulations 1992) preventing the display of boards without the express consent of the Council in three conservation areas (Hampstead Village, South Hill Park and Swiss Cottage).
- 4.68 In assessing proposals for advertisements, the Council will also be guided by PPG19 on Outdoor Advertisement Control.

## 7 Conservation and heritage

- 4.69 Chapter 15 identifies two Areas of Special Character: Regents Canal and the Hampstead and Highgate Ridge. These areas are individually important but also make a unique contribution towards London's architectural, historic, environmental and cultural diversity. Each of these areas is covered either wholly or in part by conservation area status.
- 4.70 Many other areas warrant protection or enhancement for their contribution to the locality and have been designated as conservation areas (EN31- EN37). Buildings which individually or for their group value are important to Camden's heritage have been listed by the Department of Culture, Media and Sport and protection is also extended to those buildings and structures from the past of which only archaeological remains have survived.
- 4.71 The Planning (Listed Buildings and Conservation Areas) Act 1990 consolidates previous legislation placing duties on and conferring powers to local planning authorities in relation to the conservation of the built environment. The government, through PPG12 has emphasised the importance of giving high priority to conserving the built and archaeological

heritage in reconciling priorities in the public interest. PPG15 contains government policy guidance on the historic environment whilst Circular 14/97 contains relevant directions and gives advice on demolition, following the House of Lords judgement in the case of Shimizu (UK) Ltd v Westminster City Council. Together, PPG15 and Circular 14/97 supersede DoE Circular 8/87. Advice on archaeology is given in PPG16.

- 4.72 Under the 1990 Act, planning authorities have a duty to identify areas the character or appearance of which it is desirable to preserve or enhance, and to designate them as conservation areas. Further requirements relate to the periodic review of past designations to determine whether any additional parts should become conservation areas. Appendix EN1 lists the 34 conservation areas in the Borough. Policies that apply to conservation areas are set out in this section of the Plan. Proposals for development in conservation areas will also be judged for their effect on the character and appearance of the area as identified in the individual assessment documents which the Council will continue to produce in consultation with local residents and other interested parties. These will be incorporated into SPG as they become available. In accordance with Circular 14/97, conservation area consent for the total or substantial demolition of an unlisted building in a conservation area is required. The Council has to be given notice of any works to trees in a conservation area.
- 4.73 The Secretary of State for Culture, Media and Sport has a duty to compile lists of buildings of special architectural and/or historic interest and some 4,460 buildings in Camden are so listed. Works to listed buildings require consent from the Council, whether these affect the building itself, internally or externally, or structures within the curtilage of the building. Development which may affect the setting of a listed building also requires special consideration. In accordance with the conservation agreement, English Heritage will authorise the Council to determine most applications for Grade II listed buildings; the Council will continue to be directed by English Heritage in its decision to grant listed building consent to all Grade I and Grade II\* buildings.
- 4.74 The Town & Country Planning (General Permitted Development) Order 1995 exempts certain categories of development from planning control. It is often the architectural detail, materials, colour or minor structures such as garden walls which make a significant contribution to the appearance of an area. These changes can gradually erode the conservation area or an area of unified townscape quality and may have to be controlled by Article 4 Direction, which removes particular permitted development rights. Where additional information is considered necessary to determine planning applications, the Council will require these with the powers provided by Regulations issued under the Town and Country Planning Act 1990.

## Character and appearance of conservation areas

- EN31 The Council will seek to ensure that development in conservation areas preserves or enhances their special character or appearance, and is of high quality in terms of design, materials and execution. Applicants will



be expected to provide sufficient information about the proposed development and its immediate setting to enable the Council to assess the potential effect of the proposal on the character or appearance of the conservation area.

- 4.75 The particular characteristics of each conservation area may place constraints on the form of new development. It is important that every new building is designed not as a separate entity but as part of a larger whole which has a well established character of its own. Changes in the pattern of uses can also gradually erode the character of an area even if the buildings remain relatively unaltered. It is therefore important that uses which contribute to the character of a conservation area are not displaced by redevelopment or change of use. These will be identified in the historic assessment of conservation areas to be incorporated in SPG. The architectural characteristics of a conservation area derive from the detailing of existing buildings and the particular materials used in their construction. The Council will encourage the use of durable and preferably natural materials, traditional to the particular conservation area, in all development proposals. Where buildings within a conservation area are being altered for the provision of access for people with disabilities, the Council will balance this against the interests of conservation and preservation.

## Demolition of unlisted buildings in conservation areas

EN32 The Council will seek the retention of buildings which make a positive contribution to the character or appearance of a conservation area. In all other cases, consent for demolition of an unlisted building in a conservation area will normally be granted only where it can be shown that the building detracts from the character of the area or where the contribution of the proposed replacement when compared with that of the existing building would be of more or equal benefit to the conservation area. Before any consent for demolition is granted, the Council must be satisfied that there are acceptable detailed plans for the redevelopment and, in the case of substantial demolition, that the proposals safeguard the integrity of the building.

- 4.76 Many buildings, both listed and unlisted, make a contribution to the character and appearance of a conservation area and their retention is important to the preservation of that character. Account will be taken of the group value, the context and the setting of any buildings, as well as their intrinsic quality as individual buildings. If a building detracts from the conservation area in which it is located, its loss would cause no harm provided the redevelopment proposal enhances the area and no unsightly gaps remain. When a building makes little or no contribution to the character or appearance of the conservation area, the Council will assess the contribution made by any replacement against that of the existing building. When considering applications for demolition of a substantial part of a building, the Council will have to be satisfied that the parts that would be lost are not essential to the contribution the building makes to the conservation area and that effective measures to ensure its structural stability will be taken during demolition and building works.

## Restoration and maintenance of buildings in conservation areas

EN33 Where permission is necessary for the repair and maintenance of unlisted buildings in conservation areas, the Council will seek to ensure that the design and detailing of the proposed works is of a high standard, and materials are used which are sympathetic to, or which make a positive contribution to, the architecture and character of the building and its surroundings. Where practical and appropriate, the Council will welcome proposals which include the replacement of original features which have been lost, and the removal of past alterations and structures which detract from the character or appearance of the building and its conservation area setting.

- 4.77 Preservation or enhancement of a conservation area depends greatly on the special interest of its buildings and other structures and their setting. A building should not be deliberately allowed to fall into disrepair in order to justify its demolition. Major problems are often the result of neglect. Regular maintenance and repair are therefore the key to the preservation of buildings in a conservation area. To restore the integrity of a building, particularly if it forms part of a homogeneous group, original features which have been lost or are beyond repair should be replaced and damaging alterations or extensions should be reversed. Restoration, repair and maintenance should be carried out using materials which are sympathetic to the design and historic character of the building or structure in order to preserve or enhance the quality of the conservation area. As the setting of buildings depends on the appropriate treatment and condition of its surroundings, their grounds should be kept in a good condition and environmentally compatible.

## Shopfronts in conservation areas

EN34 Within conservation areas, the removal or unsympathetic alteration of shopfronts which make a positive contribution to the character or appearance of the area will be resisted, and their repair will be encouraged. Where the existing shopfront is considered to be out of character with the building and/or area, the Council will encourage installation of a new shopfront which is appropriate to the building, and enhances the character or appearance of the conservation area. When replacement of, or alterations to, a shopfront are proposed, the Council will seek to ensure that its design, detailing, execution and materials are of a high quality, accord with the special characteristics of the building and preserve or enhance the special character or appearance of the conservation area.

- 4.78 Traditional shopfronts are a townscape feature which should be protected and maintained in good repair. In the past, commercial pressures have led to the loss of shopfronts of historic interest, which could have been repaired successfully, and their replacement with poor quality shopfronts to

the detriment of the quality of the conservation area. If a shopfront is replaced or altered, the design should respect the characteristics of the building and, where appropriate, retain or restore framework features such as pilasters, fascias and console brackets. As shopfronts are seen at close quarters, the detailing and the quality of materials, execution and finishes are important. Reference should be made to the English Historic Towns Forum publication on shopfronts and advertisements and, in the case of listed buildings, the guidance for shopfronts from English Heritage. Particular shopfronts of historic or architectural interest will be identified in the historic assessment of conservation areas to be incorporated in SPG. For shopfront features and signs, reference should be made to policies EN29 and EN30.

## Trees in conservation areas

**EN35** The Council will seek the retention and protection of trees which contribute to the character or appearance of the conservation area and will promote enhancement through additional or replacement planting. Developers will be expected to incorporate any such trees sensitively into the design of proposals.

4.79 Trees make a significant contribution to the character and appearance of a conservation area and are protected under the Town and Country Planning Act. The combination of species and size of trees and their distribution on the site can have a particular effect on the townscape; it is therefore unlikely that replacement planting in another part of the site will preserve the character of the conservation area, particularly if a mature tree is lost. Care should therefore be taken in the design and layout of schemes to ensure that existing significant trees can be retained. Developers should regard the existence of trees on site not as a constraint but as a valuable townscape feature that will enhance the development as well as the wider area. The loss of trees will not be allowed solely on the basis that new planting will be undertaken elsewhere on the site.

## Structures of interest in conservation areas

**EN36** The Council will seek to ensure, where practicable, that structures which make a positive contribution to the character or appearance of a conservation area are preserved and retained in their setting. If this is not practicable, the Council will welcome their re-use elsewhere in the development.

4.80 Structures, other than buildings, can contribute to the character and appearance of a conservation area. These may become redundant when the use with which they are associated ceases. Camden has a rich heritage in this respect: canal bridges, gasometers, underground vaults and tunnels, posts, lamps, paving, bollards and signs. The retention of such structures and their integration into a development can help to establish a link with the past and the locality and enhance the conservation area.

## Proposals outside conservation areas

EN37 When assessing a proposal for development outside a conservation area which may affect its character or appearance, the Council will consider whether the development preserves or enhances the conservation area and may require additional information (as set out in EN31) before determining the application.

- 4.81 The character or appearance of a conservation area could be affected by development outside the designated area but visible from it. For example, a high or bulky building could have a visual impact on an area some distance away.

## Preservation of listed buildings

EN38 There will be a general presumption in favour of the preservation of listed buildings, and all applications for Listed Building Consent will be considered having special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses.

- 4.82 Listed buildings are an irreplaceable resource that has to be protected and adequately maintained for future generations. There are 4,460 buildings and structures in Camden that are on the statutory list for their architectural or historic interest. Listed buildings make a contribution to the townscape of Camden, either as individual buildings or for their group value. In order to retain the integrity of a listed building, the Council needs to control external as well as internal works which would affect its character, appearance or structural stability. Any disturbance to the structure could result in serious defects requiring further works which could put additional strain on the structure. Physical damage to the structure of a listed building can arise from demolition or construction works to the building or adjoining buildings, uses of the building leading to overloading or heavy traffic close to the building. Rebuilding behind the facade of a listed building will not normally be considered acceptable. Where listed buildings are being altered for the provision of access for people with disabilities, the Council will balance this against the interests of conservation and preservation. Listed buildings would have been designed originally to fit into a particular context or form part of a set piece. The setting of a listed building may be limited to its immediate surroundings but often can extend some distance from it, especially if a high or bulky building is proposed. The value of a listed building can be greatly diminished if unsympathetic development nearby mars its appearance or the harmonious relationship with its surroundings.
- 4.83 The Council's decisions on Grade I and II\* listed buildings are subject to the direction of English Heritage (see para 4.73). The Council also has to notify the Royal Commission on Historic and Ancient Monuments for England prior to the demolition of a listed building.

## Use of listed buildings

**EN39** The Council will seek to ensure that listed buildings are used for purposes which make a positive contribution to their fabric, interior, and setting. Proposals for the continued use of buildings for the purpose for which they were originally designed, or for the reversion to that use where it has been changed, will be particularly welcomed and, where possible, supported, provided this would not be in conflict with other policies of the Plan. Proposals that would result in the loss of architectural features, obscure the original plan form, layout, structural integrity or otherwise diminish the historic value of the building will be resisted.

- 4.84** The best use for a historic building is the use for which it was designed and wherever possible this original use should continue or be returned to if at all possible. The best way of securing the upkeep of historic buildings is to keep them in active use. This may, most often, be the original use but, when a building erected for a need which no longer exists becomes vacant appropriate alternative uses will be considered to secure the survival of the building. In all cases, the Council will consider whether a proposed change of use and the subsequent alterations the new use may require will preserve the architectural or historic interest of the listed building. Planning permission will not normally be granted for a change of use that would conflict with other policies in the Plan, and preference will be given to any priority use, such as housing.

## Restoration of listed buildings

**EN40** The Council will seek the retention and repair rather than replacement of structural elements and other original features in a listed building. Only where original features are missing or have deteriorated beyond repair should they be replaced. For replacement work the use of non-traditional materials will be resisted.

- 4.85** When listed buildings have been neglected and are in need of repair, structural elements deteriorate and architectural features are damaged or lost. It is important to the integrity and long term survival of historic buildings that repair work is kept to the minimum necessary to stabilise and conserve the building. Later alterations including earlier repairs may be important as part of the cumulative history of a building. Where a listed building is at risk, the Council will use its powers to secure the necessary repairs.
- 4.86** Where repair work to a listed building is to be undertaken, reference should be made to the English Heritage publication 'The Repair of Historic Buildings'(1995).

## Preservation of archaeological heritage

EN41 The Council will seek to protect, enhance and preserve sites of archaeological interest and their settings. When researching the development potential of a site, developers should, in all cases, undertake their own archaeological desk-based assessments of whether the site is known or likely to contain archaeological remains. Within Archaeological Priority Areas and on other sites having archaeological potential, the Council may require an archaeological field evaluation to be carried out before a planning application is determined.

## Retaining archaeological sites and their setting

EN42 The Council will recommend that important archaeological remains acquire due statutory protection. There will be a presumption in favour of the physical preservation of nationally important archaeological remains, whether scheduled or not, and important archaeological remains should be preserved in situ. Where the preservation of such remains in situ cannot be achieved, the Council will require that no development shall take place until satisfactory excavation and recording of the remains have been carried out on site by an archaeological organisation approved by the Council. In appropriate cases, the Council may seek voluntary agreements to cover such matters, including the publication of the results, or may grant planning permission subject to conditions. Where developers do not propose due provision for accommodating important remains, permission may be refused.

4.87 The history of the Borough indicates that there is considerable likelihood that archaeological remains will be found in certain parts of the Borough which are identified on the Proposals Map as Archaeological Priority Areas. There have already been many individual finds in other parts of the Borough, and no location can be ruled out. The Council will consult with, and be guided by, English Heritage (Greater London Archaeology Advisory Service) on the archaeological implications of development proposals, especially within the Archaeological Priority Areas and in the vicinity of known find spots. A record of these is maintained by the English Heritage Greater London Archaeology Advisory Service (Greater London Sites and Monuments Record).

4.88 Where there is good reason to believe that there are remains of archaeological importance, the Council will consider directing applicants to supply further details of proposed developments, including the results of archaeological desk-based assessment and field evaluation, under the provisions of Article 3(2) of the Town and Country Planning (General Development Procedure) Order 1995. If important archaeological remains are found, developers should adopt measures which allow the remains to be permanently preserved in situ. In other cases, the Council may seek to secure provision for the analysis, interpretation, display and publication of the results of archaeological investigation and of any finds.

## Strategic views

- EN43 When assessing development proposals, the Council will protect the strategic views of St. Paul's Cathedral and the Palace of Westminster identified by the Secretary of State for the Environment. The measures for protecting strategic views apply to all proposals including the replacement of buildings which currently obstruct or mar the views and proposals for buildings within the shadow of existing high buildings.

## Viewing corridor

- EN44 The Council will normally refuse a development within a viewing corridor if the proposed height exceeds the development plane between the viewpoint and either the base of the lower drum of St. Paul's Cathedral or the general roofline of the Palace of Westminster.

## Wider setting of strategic views

- EN45 The Council will resist development within the defined "wider setting consultation area" and "background consultation area" which would adversely affect the strategic views. The improvement of the views will be sought when existing buildings of excessive height are redeveloped. Applicants will be expected to provide montage studies of the likely impact of a proposal which is within the defined area where it is thought it will breach the Development Plane Threshold Height.

- 4.89 Strategic planning guidance for London advises that the skyline and strategic views of national importance should be safeguarded in UDPs. Ten strategic views have been identified by a Joint Working Party of London Planning Authorities, eight of St. Paul's Cathedral and two of the Palace of Westminster all of which traverse more than one Borough. Five views originate in Camden (from Primrose Hill and Parliament Hill to both St. Paul's and the Palace of Westminster and from Kenwood to St. Paul's). Two others originating outside the Borough (of St. Paul's from Greenwich and from Blackheath Park) have their background covering part of the Borough. Regional Planning Guidance (RPG3A) describes the considerations which should be applied within the defined Viewing Corridors, and Wider Setting Consultation Areas and the Background Consultation Areas. The Secretary of State has made directions under the Town & Country Planning General Development Order 1988 which define the Viewing Corridors, the Background Consultation Area and the Wider Setting Consultation Area. The directions set out the circumstances where consultation on planning applications for development which could affect the strategic views should be undertaken with other Local Planning Authorities. Where the Council is minded to grant permission against the advice of another Local Planning Authority involved in protecting that view, the Direction requires the application to be submitted to the DETR to assess whether it should be called in for the Secretary of State's determination.

## 8 Open space and the natural environment

### Metropolitan Open Land

- EN46 There is a general presumption against inappropriate development in Metropolitan Open Land, which will only be permitted in very special circumstances. For the purposes of this policy, appropriate development includes:
- a agriculture, orchards, woodland and forestry;
  - b cemeteries and associated crematoria;
  - c existing institutions standing in extensive grounds;
  - d nature conservation and wildlife;
  - e rivers, canals, reservoirs, lakes, docks, and other open water;
  - f predominantly outdoor recreational facilities, including arts and cultural activities;
  - g allotments and nursery gardens;
  - h short stay camping and caravanning on sites designated by the Local Planning Authority;
  - i open-air tourist facilities.

- 4.90 Metropolitan Open Land (MOL) brings benefits to the whole of London and within the local urban area by providing useful and attractive breaks in the built up area and by retaining a variety of high quality open spaces, landscapes and areas important for their recreational, nature conservation, cultural and historic value. There is a long term commitment by local and central government to maintain and enhance metropolitan open land by keeping it free from unsuitable development and land uses. There is therefore a need to set out acceptable uses in MOL which recognises the landscape and nature conservation value of the land and its importance as a place of informal recreation for Londoners. In line with the presumption against inappropriate development in Metropolitan Open Land, attempts should first be made to locate any new informal open air recreational or tourist uses elsewhere within Camden or its adjoining Boroughs. The guidelines for buildings ancillary to uses acceptable in MOL outlined in Table 5 (page 92) of LPAC Advice on Strategic Planning Guidance for London (1994) and paragraphs 7.7 and 7.8 in RPG3 will be used to assess the impact of such proposals. It is also important to recognise the need for management plans to enhance and improve the landscape character of Metropolitan Open Land. There is strong need to protect existing open land and a need to consider the nature and form of development and land uses in the vicinity of the MOL especially to protect its setting. Metropolitan Open Land is shown on the UDP Proposals Map.



## Green Chains, Green Corridors and Metropolitan Walks

EN47 The Council, in conjunction with other Boroughs, has designated a network of green chains and corridors for the purpose of establishing a recreational and nature conservation resource, as shown on the Proposals Map. The Council will oppose any development which would destroy or impair the character of those parts of the network which are, or become, established, and will protect the identified 'missing links' from development. Schemes to enhance the value of green chains and corridors, and to provide the 'missing links' will be promoted. The Council will also develop metropolitan and local walks to improve access to and linkages between open spaces and green chains, and to provide pedestrian routes in pleasant environments.

- 4.91 All green chains act as corridors, however the concept of green chains places more emphasis on access and a strategic role while green corridor extends to a more local level, involving narrower pieces of linear wildlife habitat where the emphasis is on wildlife function. Although not always appropriate to have public access, they may also provide in the urban environment access routes for people living, working and visiting the Borough in natural surroundings enhancing their health and well-being.
- 4.92 Metropolitan walks are a network of walks agreed by the London Walking Forum and endorsed by LPAC in Advice on Strategic Planning Guidance for London (1994). They would enhance access to open spaces and generally improve movement in the urban area for pedestrians and wherever possible for cyclists in a safer and pleasant environment. They will provide opportunities for alternative transport with significant environmental benefits.
- 4.93 The Greenways initiative (a safer and pleasant pedestrian route from King's Cross to Lincoln's Inn Fields developed in partnership with the voluntary sector in 1987-8) has been extended and incorporated into the network. The Proposals Map shows a number of routes but the Council will aim in the longer term to achieve borough-wide networks.

### Public and private open space

- EN48 The Council will not permit development of public or private open space identified in the Schedules of Open Land Proposals and on the Proposals Map, unless:
- a the proposal is for development ancillary to the use of the land as public or private open space; or
  - b in the case of private open space, it is for development ancillary to a use taking place on land of which the open space concerned forms part, and for which there is a demonstrable need that cannot reasonably be satisfied elsewhere.

In either case, the development must be sufficiently small in scale to enable the open character of the land to be retained.

## Parks and Gardens of Special Historic Interest and London Squares

EN49 The Council will not permit development which may adversely affect the integrity, setting, historic and nature conservation interest of parks, gardens and London Squares. Where appropriate, it will encourage their restoration and management to enhance their value.

## Other green open land

EN50 The Council will oppose development on other green open land (OGOL), such as allotments, grounds of housing estates and institutions, large gardens, backlands, rail embankments, verges and vacant land not otherwise categorised.

## Playing fields and open sports and recreational facilities

EN51 The Council will resist proposals for the development of existing playing fields and open sports and recreational facilities attached to schools and other large institutions such as colleges, hospitals and estates and sports clubs, or of the grounds of such establishments, where they are suitable for continued use as playing fields or open sports and recreational facilities. Development will not be permitted unless it is ancillary to, and necessary for, such use and does not detract from the open character of the land.

4.94 In defining public and private open space, the Council recognises the wider role of open land in addition to its recreational, amenity, nature conservation and aesthetic value, whether or not there is public access to it. It contributes to the health, well-being and quality of life; it is an important part of the heritage of the urban environment; it enhances quality and character of local areas; and business and tourism are attracted to it. It also alleviates the effects of pollution, improves air quality and microclimate and has considerable ecological value. The government recognises in Planning Policy Guidance Note 17: Sport and Recreation (1991) that use of land as open space is no less important than other uses, and once built on it is lost to the community for ever. Other open space is protected through legislation such as the London Squares Preservation Act, 1931. English Heritage has prepared a Register of Parks and Gardens of Special Historic Interest, and the Council will consult with English Heritage over proposals affecting sites included on the English Heritage Register of Parks and Gardens of Special Historic Interest. In exceptional circumstances, development ancillary to the use of the land as public or private open space may be acceptable and proposals for the development

of other green open land could be acceptable only if equivalent open space provision is made either in the same locality to meet the same needs as the open space it is to replace, or in another area of the Borough deficient in public open space (as defined in Table 7.1 of RPG3, using the techniques in the Llewellyn Davies Report/LPAC report ‘Open Space Planning in London’ (1992) and using other criteria). See Appendix EN3 and Figure EN1.

- 4.95 Public open space, private open space and other green open land are defined in the UDP glossary. Public and private open spaces are also listed in the schedules and shown on the Proposals Map. Other green open land, as defined, contributes to the realisation of a wider role for open space and also needs to be protected. It constitutes a potential resource from which new local open space can be created as and when opportunities and resources become available. PPG17 refers to playing fields, whether school playing fields, or those owned by other public, private or voluntary organisations, as having special significance both for their recreational and amenity value and, in towns and cities, for their contribution to the green space of an urban environment. It goes on to say “*when not required for their original purposes, they may be able to meet the growing need for recreational land in the wider community*” (para 41).
- 4.96 A recent study by the London Ecology Unit has shown that development of back garden land, in addition to disturbance and loss of amenity, reduces the local nature conservation value for residents. The study found that, for example, an increased density of development in such areas lead to substantial decline in the variety of birds.

## Development bordering designated open spaces

EN52 The Council will resist development bordering public and private open spaces which is detrimental to their integrity, appearance and setting in terms of height, scale or massing or which, in terms of its use, is likely to intrude on the public enjoyment of those spaces.

- 4.97 Often the location and variety of open spaces, combined with the defining built and architectural elements, are unique to not only the local area but also to London. Their success and viability is closely linked to scale, character and quality of adjacent townscape and development. Development that encroaches directly through land take, or indirectly through inappropriate design, can have an impact upon these spaces and will equally be resisted.

## Provision of public open space in new developments

EN53 The Council will seek the provision of public open space and publicly accessible space, particularly green space, in new developments, including internal courtyards. In seeking the provision of new open space, the Council will give priority to those areas identified as deficient.

The Council will also welcome the provision of green space having a non-recreational role and which improves the balance of green space to built environment. Where new public open spaces and improvements to existing public open spaces are proposed, the Council will, wherever practical, require developers to make these accessible to people with disabilities.

- 4.98 Controlling the loss of open space and creating accessible new spaces in urban areas offers all users and visitors more contact with the natural environment and meet their formal and informal recreation needs. Open spaces also contribute to the improvement of air quality and microclimate in the urban area and can provide safe and pleasant routes. They can improve the environmental quality of an area helping to facilitate regeneration.
- 4.99 Camden co-operated with LPAC in a comprehensive study of all forms of open land, including open space in the Borough, to develop a methodology of establishing open space deficiency. The study highlighted that purely quantitative evaluation is inadequate as a basis for assessing value and local needs. These are equally dependant on qualitative considerations such as housing quality, population mix and density, local demands, ease of access on foot, natural and constructed barriers to access and on the actual quality and viability of the land. The Council will adopt the standards contained in Table 7.1 of RPG3 as the minimum benchmark (with the exception of standards for parking at district and larger parks) but will also assess overall environmental quality. For the provision of outdoor playing space the standards recommended by the National Playing Fields Association will be taken into account (Table A in PPG17).
- 4.100 The Council will especially aim to improve provision at the local, smaller scale with easy, immediate and safe access to development proposals. The Council also values streetscapes, pedestrian areas and small pockets of land in contributing to environmental quality and open space provision. Some areas of the Borough with dense development need early attention to utilise any opportunity to improve open space provision. They include parts of King's Cross, St John's and West End wards. The Council will work with the community in creating and improving open space to meet local needs. Imaginative use of even the smaller spaces, for example for ball games, can enhance the benefits from open space, and community involvement in the management and development of such uses is important. Designated open spaces are shown on the Proposals Map, with details given in Appendix EN3 Schedule of Open Spaces.

## Vacant and derelict land

- EN54 The Council will initiate and support schemes that involve bringing vacant, derelict or unused land into beneficial use. In particular, the Council will favour proposals involving the use of such land as open space for nature conservation and local amenity on a permanent or temporary basis.

- 4.101 The Council will promote and encourage schemes for bringing vacant land into beneficial use, with the assistance of grant aid where available. The Council is particularly anxious to secure the use of vacant land as open space for nature conservation and the enjoyment of local people. Community based initiatives and local management will be encouraged and supported where appropriate.

## 9 Nature conservation

- 4.102 The Council will promote greater awareness of nature conservation and other environmental issues through publications, by involving local communities and voluntary organisations in sites and their management, by improving and encouraging access and use of sites, and by supporting, where appropriate, the provision of formal and informal environmental education. In addition to environmental and health benefits that may accrue as a result, nature conservation has an important role in education and community development. The National Curriculum includes environmental education as a cross-curricular theme, making the local availability of suitable sites even more important.

### Sites of Special Scientific Interest and Local Nature Reserves

- EN55 The Council will oppose development that would result in the destruction of, or damage to, Sites of Special Scientific Interest (SSSIs), or statutory Local Nature Reserves (LNRs) as identified on the Proposals Map, unless damaging impacts on wildlife or important physical features can be prevented by the imposition of planning conditions in any permission granted.

### Sites of nature conservation importance

- EN56 The Council will oppose development that would result in the destruction of, or damage to, sites of metropolitan, Borough or local nature conservation importance (as shown on the Proposals Map and listed in Appendix EN3: Schedule of Open Spaces), unless damaging impacts on wildlife or important physical features can be prevented by the imposition of planning conditions in any permission granted.

### New sites of nature conservation importance

- EN57 The Council will encourage the creation of new sites and habitats and will seek the enhancement and upgrading of the nature conservation

value of existing sites by sensitive design, appropriate planting and management. New sites and habitat creation will be targeted to areas deficient in wildlife interest and will receive the relevant protection described above. Local Nature Reserves will be designated where appropriate.

## Sites outside the Borough

EN58 The Council will urge adjacent boroughs to recognise and protect the nature conservation importance of land near the boundary with Camden.

- 4.103 The maintenance of a balanced and diverse environment is essential. If the natural environment suffers degradation, the quality of human life suffers as a consequence. PPG12 requires local authorities to take account of the environment in the widest sense in plan preparation including conservation and enhancement of wildlife species and habitats (para 4.4). Planning Policy Guidance Note 9: Nature Conservation (1994) restates the Government's commitment to conserving natural heritage and sets out the principles and policies that apply to the reflection of nature conservation priorities in land use planning. It also sets out the legislative framework for nature conservation, which includes the Countryside and Wildlife Act 1981. This duty embraces the conservation of flora, fauna, geological and physiographic features and extends to the urban as well as rural areas. Other sites of nature conservation are important for nature and landscape conservation and make a significant contribution to the quality and amenity of green spaces in the Borough. Camden is relatively deficient in wildlife resources so sites of lesser intrinsic value are of greater social importance to the community. The Council has adopted the London Ecology Unit's definition of areas of deficiency based on one kilometre distance to an accessible site of metropolitan or Borough importance as the minimum benchmark, and will also take into account the qualitative nature of local areas.

## Impact of development

EN59 In assessing proposals, the Council will take into account the existing and potential nature conservation interest of a site and its relevance to green corridors and chains. The Council will seek the protection and enhancement of habitats and features of nature conservation interest of a site.

- 4.104 Vacant sites may have an intrinsic nature conservation value especially if they have been left undisturbed for a while. To enhance the balance and diversity of natural environment of the Borough and meet local needs, it is important for the development to respond to the special interest of the site. The Council will have regard to the advice and guidance produced by the specialist environmental advisory groups including London Ecology Unit, English Nature, London Wildlife Trust and Friends of the Earth, and

will encourage land owners and developers to take these into account in the development and management of their land.

## Management for nature conservation

EN60 The Council will promote nature conservation in the management of its own and other land for which planning applications are made by, for example, the production of management plans for important sites. It will encourage owners, managers, statutory authorities, schools and health authorities to manage their land for the benefit of wildlife by the use of management agreements where appropriate, and improve and encourage access to, and use of, sites. Wherever possible, the Council will encourage developers to make such land accessible to people with disabilities.

- 4.105 Appropriate management will protect, enhance and prevent the loss of nature conservation interest in land. Loss of interest as a result of lack of management will not be accepted as a reason to alter the character or use of land. It should also encourage increased access to, and use of, sites and help boost environmental education in schools and community involvement in environmental issues.

# 10 Trees and woodland

## Tree canopy and vegetation

EN61 The Council will protect and enhance the Borough's tree canopy and vegetation through the use of appropriate legislation and the implementation of a tree strategy for the management of the Borough's tree canopy. When assessing proposals for development, the Council will seek the enhancement of the Borough's tree canopy, and of the amenity and nature conservation interest of individual sites, through new planting and associated landscaping works.

## Ancient woodlands

EN62 Development will not be permitted where it may have a detrimental impact on ancient woodlands within Hampstead Heath or elsewhere in the Borough.

## Urban forestry

EN63 On the sites designated for urban forestry in Appendix EN3 - Schedule of Open Spaces, the Council will seek agreement with the owners concerned to secure tree planting in the interests of improving local amenity, wildlife habitats, ameliorating air pollution or improving microclimates.

- 4.106 Trees, existing vegetation and woodlands, either as specimens or in groups, taken together form the Borough's tree canopy. The value of vegetation in urban areas is acknowledged to provide, inter alia, amenity to people and habitat for wildlife, enhance the character of local areas, ameliorate air pollution and improve local microclimates. The Council has approved a Tree Strategy and will implement tree planting on its own land in accordance with the strategy. To complement this approach it will seek agreement to planting on private land where appropriate. An initial list of sites is included in the Schedule of Open Spaces. Works to trees will be regulated through development control, issuing TPOs, TPO applications and conservation area notifications. (Trees to be retained on development sites should be protected according to BS 5837:1990.) Where appropriate, deadwood arising from woodland and tree management should be left in situ to provide an important element of woodland ecosystems.



## Appendix EN1: List of conservation areas

Number	Name of conservation area
1	Alexandra Road
2	Bartholomew Estate
3	Belsize Park
4	Bloomsbury
5	Camden Square
6	Camden Town
7	Charlotte Street
8	Dartmouth Park
9	Denmark Street
10	Elsworthy
11	Eton
12	Fitzjohns/Netherhall
13	Hampstead Village
14	Hatton Garden
15	Highgate Village
16	Holly Lodge Estate
17	Jeffrey's Street
18	Kelly Street
19	Kentish Town
20	King's Cross/St Pancras
21	Kingsway
22	Mansfield
23	Parkhill
24	Primrose Hill
25	Priory Road
26	Redington/Frognaal
27	Regent's Canal
28	Regent's Park
29	Seven Dials (Covent Garden)
30	South Hill Park
31	St John's Wood
32	Strand
33	Swiss Cottage
34	West End Green/Parsifal Road

## Appendix EN2: Schedule of ancient monuments

No.	Monument Title	Grid Reference
I	Mound (Boadicea's Grave), Hampstead Heath	TQ 273 864

## Appendix EN3: Schedule of open spaces

- 4.107 All open spaces in the Borough are listed in two schedules:
- Public Open Spaces
  - Private Open Spaces.
- 4.108 In addition, the following designations are shown for each site where applicable:
- London Squares
  - Urban Forest
  - Gardens of Special Historic Importance (GSHI)
  - Metropolitan Open Land
  - Ancient Woodlands
  - Sites of Special Scientific Interest (SSSI)
  - Sites of Nature Conservation Importance (SNI)
  - Allotments
  - Local Nature Reserves.
- 4.109 All of these designations are defined in the glossary. The UDP Proposals map also shows alignments of:
- Green Chains and Corridors (existing and 'missing links')
  - Metropolitan Walks (existing and 'potential links').
- 4.110 These are linear in nature and are not individually identified in the schedule below as sites. However, in the case of Green Chains, the existence of an open space designation adjacent to a linear link (such as a railway corridor) does lead to the designation of the linear link as a Green Chain. For further information please refer to policy EN47 which covers Green Chains and Metropolitan Walks.

## Deficiency analysis map

- 4.111 Deficiency of open space in Camden has been assessed using the types of publicly accessible open space in table 7.1 of RPG3. A map has also been produced showing the theoretical catchment areas of each of these types

of open space (Figure EN1). The distance for the catchment of a small local park is defined by RPG3 as less than 0.4km. In practice this has been defined as 280m (LPAC 1992, para 6.2.19). The use of direct line fixed radii has a number of disadvantages, but it is an indication of deficiency. This will be refined when resources permit.

## Deficiency analysis at ward level

4.112 Table 6.5.3 of the LPAC report Open Space Planning in London (1992) lists wards considered being deficient in Local and Small Local parks. This has been reproduced below as a supplement to the deficiency map.

Ward	Deficient at small local park level	Deficient at local park level	Number of additional open spaces (0-2ha)	Number of additional open spaces (2-20ha)
<i>Highgate</i>		YES	20	1
<i>Hampstead Town</i>			-	-
<i>Frognal</i>	YES		11	-
<i>Fortune Green</i>			-	-
<i>West End</i>		YES	3	1
<i>Kilburn</i>	YES		9	-
<i>Fitzjohn's</i>			-	-
<i>South End</i>			-	-
<i>Gospel Oak</i>			-	-
<i>St John's</i>		YES	12	-
<i>Caversham</i>			-	-
<i>Castlehaven</i>		YES	16	1
<i>Grafton</i>			-	-
<i>Belsize</i>		YES	-	-
<i>Swiss Cottage</i>	YES	YES	9	-
<i>Priory</i>	YES		7	-
<i>Adelaide</i>			-	-
<i>Chalk Farm</i>			-	-
<i>Camden</i>	YES		7	-
<i>St Pancras</i>			-	-
<i>Regent's Park</i>				-
<i>Somers Town</i>	YES		21	-
<i>King's Cross</i>			-	-
<i>Brunswick</i>	YES		13	-
<i>Bloomsbury</i>	YES	YES	11	-
<i>Holborn</i>	YES		8	-

## Further work on deficiency analysis

4.113 During the review of the UDP it is intended, subject to resources, to take a more refined look at deficiency. This will include:

- refining catchment area boundaries for each Public Open Space;
- assessing the quality of facilities and their provision in existing public open spaces;
- assessing opportunities for new publicly accessible open spaces in areas of deficiency;
- taking account of further advice.

## Appendix EN3: Schedule of open spaces

### Public open spaces (Sites 1 to 115)

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
1	<b>Agar Grove Estate</b>		YES								Grassed Public Open Space with Urban Forest planting and with central square
2	<b>Agar Grove Open Space</b>										Public Open Space on railway embankment
3	<b>Ainsworth Park</b>										Large Public Open Space in Hampstead featuring a pond and five children's play areas
4	<b>Amphill Square</b>	YES									Public Open Space in Squares Preservation Area site of the original site of a smaller area in the site of the existing site
5	<b>Antrim Grove Public Gardens</b>										Green Public Open Space in Belsize Park area.
6	<b>Argyle School Community Garden</b>										Public Open Space in community garden since 1987 when it was created by 'Brightening Up London'

Site	Name No.	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
7	<b>Argyle Square</b>	YES									Public Open Space Squares Preservati
8	<b>Bell Moor</b>										Public Open Space well-maintained law to the South East
9	<b>Belsize Wood Open Space</b>							B2.1			Heavily wooded Pu designated a borou Conservation Impo Ecology Unit.
10	<b>Bishops Wood</b>				MOL1	YES		M72			Ancient Woodland bounds of Hampst
11	<b>Bloomsbury Square Gardens</b>	YES		1117							Public Open Space Squares Preservati also designated a Historic Interest by
12	<b>Branch Hill site 1 SNI</b>							B1.2	YES		Designated a borou Conservation Impo Ecology Unit.

13	<b>Branch Hill Site 3</b>			B1.2	YES	Proposed Public Open Space, allotments, designated as a Site of Nature Conservation Interest. London Ecology Unit has agreed a community garden to be created on this site. A satisfactory resolution will be required for access and management.
14	<b>British Museum Grounds</b>					Public Open Space. The forecourt area of the British Museum.
15	<b>Broadhurst Copse</b>					Green Public Open Space. Broadhurst Gardens.
16	<b>Brookes Market Open Space</b>					Public Open Space. The area between Street and Dorrington Street.
17	<b>Brunswick Square Gardens</b>	YES		1119		Public Open Space. Brunswick Square Gardens. Designated a Garden of Special Interest by London Council. The garden is open from midday to dusk.
18	<b>Burlington Court Triangle</b>					Small triangle of land adjacent to Pond Square, bounded by railings.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
19	<b>Calthorpe Project</b>							L5			Former wartime built in 1983 as a community garden run by local community. It has wheelchair access and is a Local Nature Conservation Ecology Unit. which has been designated as a
20	<b>Camden Gardens</b>	YES									Green, triangular field in the London Square 1931 and situated between Road and Camden
21	<b>Camden Square Gardens</b>	YES									Public Open Space. Squares Preservation Order. Approximately one garden is a dog
22	<b>Camden Square Walkway</b>										This is a Public Open Space. Camden Square Garden Chapel. It was originally a church but is now protected by bollards
23	<b>Canal Land (Baynes St to St Pancras Way)</b>										Towpath Public Open Space by access agreement



24	<b>Cantelowes Gardens</b>		Large, Green Public Open Space in Camden Town which contains children's play area.
25	<b>Chalcot Square</b>		Partially wooded Public Open Space bounded by railings with a central paved seating area close to Chalk Farm. Open Space.
26	<b>Chalton Street Open Space</b>		Semi-wooded and grassy Open Space bounded by railings containing a children's play area.
27	<b>Clarence Gardens</b>		Green Public Open Space with zigzag paved pathway bounded by low rise apartment blocks.
28	<b>Clarence Way Open Space</b>		Children's play area with public access to Lorraine Court and Clarence Way.
29	<b>College Crescent</b>		Small, triangular Public Open Space featuring a drinking fountain by The Heath & Open Space Society.
30	<b>College Gardens</b>	YES	Public Open Space consisting of Squares Preservation Area.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
31	<b>Crabtree Fields</b>										Green Public Open Space situated between Colville Place and Whitfield Street and
32	<b>Crown Close Open Space</b>										Temporary Public Open Space consisting of hard-surfaced play area and grassed area.
33	<b>Cumberland Market</b>										Green Public Open Space bounded by shrubbery to the East of Regent
34	<b>Elm Village</b>										Green, split-level Public Open Space featuring a children's play area
35	<b>Elsworthy Road Enclosure</b>	YES									Listed in the London Conservation Act 1990 as a Public Open Space bounded on all sides by Elsworthy Road.
36	<b>Eton Avenue</b>	YES									Small, triangular Public Open Space listed in the London Conservation Act 1990 and formed between Adamson Road and Winchester Road.

37	<b>Euston Square Gardens</b>	YES	Public Open Space Squares Preservation forming two garden war memorial in fr
38	<b>Falkland Place Open Space</b>		Public Open Space children's playgroun pathway between Fa Leverton Place
39	<b>Flask Walk</b>	YES	Public Open Space Squares Preservation of a grass strip bo
40	<b>Fortune Green</b>		Partially wooded Pu adjoining Hampstea Fortune Green Play
41	<b>Frederick Street Community Garden</b>		Public Open Space community garden old bomb-site and raised beds and a users
42	<b>Goldington Crescent Gardens</b>	YES	Public Open Space Squares Preservation forming a wooded Goldington Crescent

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
43	<b>Gospel Oak Open Space</b>										Large Public Open children's playgroup Camden Council's
44	<b>Grafton Terrace Playground</b>										Green Public Open children's playgroup Gospel Oak.
45	<b>Grove Terrace Squares</b>	YES									Green Public Open the frontage to the as Grove Terrace. These open spaces London Squares Pr
46	<b>Hampstead Green</b>										Green Public Open managed for its e Camden Council's
47	<b>Hampstead Heath</b>				MOL1			M72			This important site Metropolitan Open metropolitan Site Importance by Lon includes tracts of Sites of Special Sci
48	<b>Hampstead Road Open Space</b>										Public Open Space with seating area.

49	<b>Harrington Square</b>	YES	Public Open Space Squares Preservation
50	<b>Hawley Street Open Space</b>		Public Open Space pedestrianised area pitch, children's play shrubbery.
51	<b>Heath Street Shrubbery</b>	YES	Long narrow Public in the London Square 1931 and forming between The Mount
52	<b>High Street Shrubbery</b>	YES	Public Open Space Squares Preservation a grassed central Hampstead High Street
53	<b>Highgate Enclosures</b>		Set of three public Open Spaces on High the Grove Terrace
54	<b>Highgate New Town Open Space</b>		Public Open Space Cemetery comprising surrounded by trees
55	<b>Hillfield Road Open Space</b>		A small hillside Public of grass and trees of Hillfield Road.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
56	<b>Holly Bush Hill</b>	YES									Triangular Public Open Space at the junction of Hollybush Hill and listed in the London Preservation Act 1991.
57	<b>Islip Street Playground</b>										Green Public Open Space in Town which includes playgrounds.
58	<b>Iverson Road Open Space</b>										Public Open Space including playground, situated on railway embankment on Iverson Road.
59	<b>Judd St Open Space</b>										Public Open Space on Judd Street providing green space to Kings Cross.
60	<b>Keats' House Grounds</b>			1120							The grounds of Keats' House designated a Garden of Special Interest by English Heritage.
61	<b>Kenwood</b>			1039	MOL1			M72			Public Open Space of Special Historic Interest, a Metropolitan Conservation Area, a Conservation Improvement Ecology Unit, and Open Land. Also includes woodland and SSSI.

62	<b>Kenwood/ Hampstead Heath</b>		1039	MOLI	YES	YES	M72		Ancient Woodland and Hampstead Heath
63	<b>Kenwood/ Hampstead Heath</b>		1039	MOLI		YES	M72		SSSI falling within Hampstead Heath
64	<b>Kilburn Grange Park</b>								Large Public Open courts, children's p paddling pool.
65	<b>Leighton Crescent Playground</b>	YES							Public Open Space Squares Preservation bounded by reside Leighton Crescent
66	<b>Lincoln's Inn Fields</b>	YES	1813				L12		Large grassed Pub listed in the Lond Preservation Act 1 Garden of Special English Heritage, a of Nature Conserva by London Ecology
67	<b>Linstead Street Open Space</b>								Paved Public Open corner of Linstead Palmerston Road. raised beds and so

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
68	<b>Lismore Circus</b>	YES									Public Open Space playground, two cricket courts, and a central space listed in the Preservation Act 19
69	<b>Maitland Park Enclosure</b>	YES									Small Public Open grassed crescent bounded by the roadways Park Road and listed London Squares Pre
70	<b>Maygrove Open Space</b>										Green Public Open running alongside the Maygrove Road.
71	<b>Maygrove Peace Park</b>										Green Public Open children's playground
72	<b>Maygrove Peace Park (corner of)</b>										Temporary Public Open the Hall in the North Peace Park.
73	<b>Mill Lane (no. 160)</b>							L3			Temporary Open Space garden and pond, community horticultural project for learning disabilities.



									designated as a local Conservation Important should have an elevated
74	<b>Mill Lane Triangle</b>	YES							Public Open Space Squares Preservation known as West End
75	<b>Montpelier Gardens</b>								Partially wooded Public Open Space accessible from Brentford
76	<b>Mount Pleasant</b>								Roughly triangular Public Open Space at the Mount Pleasant Gough Street junction
77	<b>Munster Square</b>								Green Public Open Space Regent's Park.
78	<b>North Wood</b>		1039	MOLI	YES	YES	M72		SSSI and Ancient Woodland within Kenwood and
79	<b>Northways Corner</b>								Teardrop-shaped Public Open Space at the junction of Colindale Avenue and Finchley Road.
80	<b>Oakley Square</b>	YES							Public Open Space Squares Preservation Northern tip of the square is a private residence.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
81	<b>Peace Garden</b>										Public Open Space Cromer Street and as a community g includes raised be a barbecue area a
82	<b>Phoenix Community Garden</b>					L4					Now a permanent close to St Giles' I includes such feat children's play are and ample seating a local Site of Na Importance by Lon
83	<b>Pond Square</b>	YES									Leafy Public Open London Squares Pr registered as a Vill and as Common L
84	<b>Primrose Gardens</b>										Cigar-shaped Publi a central reservati of Primrose Garde
85	<b>Primrose Hill Open Space</b>				MOL5			B2.5			Very large Public views over London to Chalk Farm. It as Metropolitan Op borough Site of Na Importance by the

86	<b>Purchase Street Open Space</b>					Green Public Open soft-surfaced children's play area.
87	<b>Quex Road Playground</b>					Small children's play area with general public access. Adjacent to St Mary's Church of England School.
88	<b>Red Lion Square</b>	YES				Green Public Open Space. Bloomsbury listed in the London Squares Preservation Order.
89	<b>Regent Square</b>	YES				Public Open Space. London Squares Preservation Order.
90	<b>Regent's Canal</b>				M6	Large Public Open Space running through London, designated as a metropolitan Site of Special Scientific Interest. Conservation Importance. London Ecology Unit Green Chain.
91	<b>Regent's Park</b>		1156	MOL6	M97	Large green open space designated as a Garden of Special Interest by English Heritage. Designated as Open Land. However, the eastern side of the park is the Borough of Camden.
92	<b>Rochester Place</b>					Green Public Open Space. Adjacent to St Richard of Chichester School.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
93	<b>Rochester Terrace Gardens</b>	YES									Public Open Space Squares Preservation including a children
94	<b>Rosemont Community Garden</b>							BI.6			This new Public Op become a communi nearby Housing Ass
95	<b>Russell Square Gardens</b>	YES		1121				LI1			Public Open Space Squares Preservation designated a Garde Interest by English Site of Nature Cons by the London Eco
96	<b>South End Green</b>	YES									Public Open Space Squares Preservation forming a two part junction of Pond St Constantine Road a
97	<b>South End Triangle</b>										Wooded, triangular at the junction of South End Road, W East Heath Road.
98	<b>South Grove Square</b>	YES									Small grassed 'islan South Grove and H bounded by railings

				walkway. This site is part of the London Squares Project.
99	<b>Spaniards End</b>			Small green Public Open Space at the end of Spaniards Road.
100	<b>St Benet's Ground (b)</b>			Public Open Space with seating surrounding St Benet's Church and All Saints' Church.
101	<b>Sumatra Road Playground</b>			Green Public Open Space on Sumatra Road which includes a playground.
102	<b>Swiss Cottage Public Open Space</b>			Grassed Public Open Space on Finchley Road featuring a playground.
103	<b>Talacre Public Open Space</b>			Public Open Space featuring small and large pitches and a children's play area.
104	<b>Tavistock Square</b>	YES		Public Open Space in Tavistock Square Preservation Area.
105	<b>The Alf Barrett Playground</b>			Refurbished in 1999, landscaped, local Public Open Space for walking dogs and also includes a soft play area.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
106	<b>The Dell</b>										Concrete Public Open Space with four stands of young trees.
107	<b>The Grove Square</b>	YES									Two grassed areas of public open space and lying directly adjacent to the Regent's Canal Reservoir, this site is included in the Regent's Canal Squares Preservation Order.
108	<b>The Warren</b>										Combination of public open space including a games pitch, children's play area and paved square bordering the Regent's Canal.
109	<b>Tolmers Square</b>										Green Public Open Space located between Hampstead Road and Regent's Canal Street.
110	<b>Waterlow Park</b>			1845	MOL4			B1.3			Partially wooded Public Open Space designated a Garden of Historic Interest by English Heritage and a London Borough Site of Natural Importance by the London Borough of Camden Unit, and as Metropolitan Open Land.
111	<b>Westbere Copse</b>							B1.6			Green Public Open Space located between Regent's Canal and Regent's Park, London Borough Site of Natural Importance by the London Borough of Camden Unit, and as Metropolitan Open Land.

112	<b>Whitfield Gardens</b>		Paved Public Open Space containing a bus stop, a bus shelter, a bus stop shelter, a bus stop shelter, a bus stop shelter and several mature trees.
113	<b>Wicklow Street Open Space</b>		Public Open Space comprising games pitch and a playground.
114	<b>Windmill Hill Enclosures</b>		Three green Public Open Spaces comprising lawn and trees on Windmill Hill in the north of the site.
115	<b>Woburn Square</b>	YES	Public Open Space comprising a lawn and trees. Woburn Square is a Squares Preservation Area and is owned by the University of Cambridge. It is open to the public from 10am to 3pm Monday to Friday.

**PRIVATE OPEN SPACES (Sites 116 to 289)**

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
116	<b>Abbey Road Open Space</b>										Green Private Open Space South Hampstead.
117	<b>Adelaide Community Garden</b>								YES		Green open space also used by residents of tower blocks.
118	<b>Adelaide Road Private Nature Reserve</b>		YES					B1.5			Wooded Private Open Space of a borough Site of Nature Importance by the Council and subject to Urban Design arrangements
119	<b>Adelaide Road Nature Reserve</b>							B1.5			Wooded Private Open Space of a borough Site of Nature Importance by the Council
120	<b>Antrim Road Allotments</b>								YES		Allotments site to be retained at Antrim Grove Public Open Space
121	<b>Athlone House</b>				MOL1			M72			Publicly accessible open space which is also Metropolitan Open Land including ponds and trees at Caen Wood Towers



122	<b>Augustus and Redhill Allotments</b>			YES	a) allotments. The situated between A Redhill Street and residential develop b) private open sp
123	<b>Barnfield &amp; Woodfield Open Space</b>				Rectangular, green Space in the Belsi
124	<b>Barrow Hill Reservoir</b>		MOL5		Designated as Met Open Land, this co clearly visible from Primrose Hill Open
125	<b>Beckington Open Space</b>	YES			Open space between and Warden Road Forest plantings by
126	<b>Bedford Hotel Grounds</b>				Partially wooded, Space to the rear
127	<b>Bedford Square Gardens</b>	YES	1154		Private Open Space 1775 and 1780, li Squares Preservation designated a Gard Interest by English
128	<b>Beechwood</b>			MOL1	Private Open Space is also Metropolita

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
129	<b>Belsize Wood Play Area</b>										Green, Private Open Space, Globe Lawn Tennis
130	<b>Belsize Wood Nature Reserve</b>							B2.1			Heavily wooded Private Open Space designated a borough Conservation Important Area
131	<b>BHS Garden</b>										Small Private Open Space, British Home Stores, Hampstead Road conservation area, well-maintained garden, shrubbery.
132	<b>Branch Hill site 2 SNI</b>							B1.2			Wooded (proposed) Private Open Space designated a borough Nature Conservation Important Area, the London Ecology Unit
133	<b>Branch Hill SNI (only)</b>							B1.2			Partially wooded Private Open Space designated a borough Conservation Important Area, London Ecology Unit
134	<b>Broadhurst Gardens Meadow</b>							B2.2			Partially wooded Private Open Space designated a borough Conservation Important Area, Ecology Unit. The

					to the general public enclosed by the garden properties.
135	<b>Bromwich House Gardens</b>				Private Open Space in the private garden of 13 Bromwich House, Witanhurst Lane. The site features ponds and a lawn.
136	<b>Camden Square Play Centre</b>	YES			Open Space which includes Camden Square Gardens and London Squares designed to that site, but has no direct access. Site includes an adventure playground.
137	<b>Camden Street Playground</b>				Hard-surfaced Private Open Space at the corner of Camden Street and St. John Street.
138	<b>Camley St Natural Park Open Space</b>		M95	YES	Publicly accessible Open Space created in 1984 on the site of a former designated a Local Nature Reserve. It contains a mosaic of habitats and has also been designated a Site of Nature Conservation Interest by the London Ecology Unit.
139	<b>Canfield Greencroft Open Space</b>				Green Private Open Space consisting of the gardens of the residences.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
140	<b>Carlton Playing Court</b>										Publicly accessible consisting of a grassed plot. Carlton Primary School.
141	<b>Cartwright Gardens</b>	YES									Private Open Space Squares Preservation including two tennis courts.
142	<b>Chalcot Gardens</b>	YES									Cigar-shaped Private Open Space with trees and shrubs. Chalcot Squares Preservation.
143	<b>Chaston Nursery School Grounds</b>										Private Open Space areas and adventure playground to Kilburn Grange Road.
144	<b>Chester Terrace</b>										Private Open Space Regent Park, formerly used for residential properties.
145	<b>Clarence Way Games Pitch</b>										Hardcore games pitch with public access, located on Clarence Court and Candlish Way.

146	<b>College Lane Open Space</b>			Publicly accessible green space alongside the College Lane.
147	<b>Collingham Nursery</b>		L9	Private Open Space lying adjacent to St. Designated a local Conservation Important Ecology Unit.
148	<b>Community Centre Playground, Swiss Cottage</b>			Small Private Open Space consisting of a children's playground the Community Centre.
149	<b>Compayne Open Space</b>			Green Private Open Space to the general public enclosed by the garden surrounding residential.
150	<b>Coram's Fields</b>	1119		Private Open Space of Special Historic London Ecology Unit covered by an access for children only.
151	<b>Cumberland Market Playground</b>			Publicly accessible playground, adjacent to Redhill Allotments, for 3-11 year olds.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
152	<b>Cumberland Terrace</b>										Private Open Space adjacent to Regent's Park, formerly used for residential purposes.
153	<b>Dudley Court Gardens</b>										Completely enclosed garden comprising gardens of several houses both for use only by residents of Dudley Court.
154	<b>East Heath Open Space</b>										Partially wooded Private Open Space between Well Walk and...
155	<b>Fairhazel Open Space</b>										Green Private Open Space bounded by the gardens of several houses but accessible through a gate at either end.
156	<b>Fairseat</b>			1845	MOL4			BI.3			Private Open Space designated as a Garden of Special Interest by English Nature, as Open Land, and as a Site of Nature Conservation Interest. London Ecology Unit...
157	<b>Falkland Lawn</b>										Publicly accessible green space adjacent to Falkland Open Space.

158	<b>Fitzroy Farm &amp; Heathfield Park</b>				Large, partially woody Open Space to the East of the site.
159	<b>Fitzroy Open Space</b>				Large, green Private Open Space adjacent to the East of the site. Hampstead Heath Open Space, tennis courts, and other green spaces.
160	<b>Fitzroy Park Allotments</b>		MOLI	YES	Triangular allotment site on the Metropolitan Open Space of Hampstead Heath.
161	<b>Fitzroy Square</b>	YES			Private Open Space. Squares Preservation Order. Gardens are generally well maintained but closed on occasions due to damage from blooms from damaged trees. Original surrounding area has been pedestrianised.
162	<b>Fortune Green Play Centre</b>				Private Open Space. Fortune Green.
163	<b>Frognaal Court Wood</b>			B2.3	Wooded Private Open Space. A borough Site of Importance by the Ecology Unit.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
164	<b>Frogna Lane Gardens</b>							L7			Wooded triangular site designated a local Conservation Impo Ecology Unit. Public arrangement with
165	<b>Gainsborough Gardens</b>	YES									Wooded Private O West of Hampstea London Squares Pr
166	<b>Garden of 21A Heath Street</b>										Wooded Private O adjacent to cemet
167	<b>Garden of 36A Highgate West Hill</b>										Private Open Spac garden of a prop
168	<b>Garden of Friends House</b>										Publicly accessible situated between Leslie Foster House Gardens.
169	<b>Garden of Heath House</b>				MOL						Green Private Ope Metropolitan Open the large garden by Hampstead Hea



170	<b>Garden of Summit Lodge</b>	MOLI	Private Open Space Metropolitan Open Space the large garden of to the western edge
171	<b>Gardens adj. to Hampstead Ponds</b> (see description for further details)	MOLI	(Full address: part of Site, gardens of Spence including the Garden Byron Villas, Athenaeum and Upfleet, Silverdale Faircroft, Beechey Court Private Open Space Metropolitan Open Space the gardens of property the Vale of Health an important visual connection from the Heath and between that and the
172	<b>Gardens of 28 and 30 Avenue Road</b>		Private Open Space private gardens with Primrose Hill Open
173	<b>Gardens of Millfield Place</b>		Private Open Space edge of Hampstead the gardens of property Place.
174	<b>Gardens of The Grove</b>		Partially wooded Private behind the property
175	<b>Globe Lawn Tennis Club</b>		Green Private Open Belsize Park Tube Station

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
176	<b>Gloucester Gate</b>										Private Open Space Regent's Park, former to residential prop
177	<b>Goldhurst Open Space</b>										Wooded Private O by the gardens of residences and adj Fairhazel Open Spa
178	<b>Gondar Gardens</b>										Small, green Public to Gondar Gardens
179	<b>Gondar Gardens Reservoir</b>										Green Private Open Hampstead Cemete
180	<b>Goods Way Open Space</b>							L14			Temp Private Open community tree nu production scheme Planning permission as temp ecology p and field studies c in the Kings Cross
181	<b>Gordon Square Garden</b>	YES						L13			Publicly accessible listed in the Lond Act 1931, and also of Nature Conserva London Ecology U

182	<b>Gospel Oak Carlton SNI</b>	B1.4	Private Open Space Site of Nature Conservation the London Ecology Unit.
183	<b>Gospel Oak Woodyard SNI</b>	B1.4	Partially wooded Private Open Space designated a borough Site of Nature Conservation Importance Ecology Unit.
184	<b>Gospel Oak Cressfield SNI</b>	B1.4	Wooded Private Open Space a borough Site of Nature Conservation Importance by the
185	<b>Gospel Oak Station SNI</b>	B1.4	Wooded Private Open Space a borough Site of Nature Conservation Importance by the
186	<b>Gospel Oak Ingestre SNI</b>	B1.4	Wooded Private Open Space a borough Site of Nature Conservation Importance by the
187	<b>Gospel Oak Churchill SNI</b>	B1.4	Green Private Open Space borough Site of Nature Conservation Importance by the
188	<b>Gospel Oak Gantry SNI</b>	B1.4	Green Private Open Space borough Site of Nature Conservation Importance by the

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
189	<b>Gospel Oak Depot SNI</b>							B1.4			Green Private Open Space. A borough Site of Nature Importance by the
190	<b>Gospel Oak Station Wood</b>		YES					B1.4			Small Private Open Space. Gospel Oak Tube Station. Urban Forest plant
191	<b>Gower Gardens, University College London</b>										Partially wooded area belonging to the University of London, situated close to the
192	<b>Gray's Inn Gardens</b>	YES		1299							Publicly accessible area listed in the London Act 1931 and also of Special Historic Heritage. The gardens have 17th Century origins.
193	<b>Gray's Inn Square</b>	YES		1299							Publicly accessible area listed in the London Act 1931 and designated as a Special Historic Interest
194	<b>Maryon Wilson Green Triangle</b>								YES		Wooded area enclosed by the surrounding residential development. Open Space.

195	<b>Greville Place Nature Reserve</b>		L2	Private Open Space, used for breeding birds, designed as a Nature Conservation Area. London Ecology Unit and London Wildlife Trust.
196	<b>Hampstead &amp; Cumberland Clubs</b>			Large, green Private Open Space of Hampstead Cricket and Tennis Club.
197	<b>Hampstead Cemetery</b>		B1.1	Large, green Private Open Space, a borough Site of Community Importance by the London Ecology Unit.
198	<b>Hampstead Heath Cricket Field</b>	MOLI		Private Open Space, used by the Corporation of London and the Metropolitan Open Space Society, adjacent to Hampstead Heath, used by neighbouring schools.
199	<b>Hampstead Parish Churchyard</b>		B2.4	Partially wooded Private Open Space churchyard in two parts, a borough Site of Natural Beauty of Importance by the London Ecology Unit.
200	<b>Hampstead Square Gardens</b>			Small, green Private Open Space at the junction of Hampstead Square and Cannon Place.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
201	<b>Harrison Street Wildflower Meadow</b>										Private Open Space meadow set up by Action Camden in A managed by the Hi
202	<b>Heath-Edge Gardens, Parliament Hill</b>										Private Open Space of properties adja of Hampstead Heath
203	<b>Highgate Cemetery (East)</b>			1803	MOL3			M88			Heavily wooded Pri a Garden of Specia English Heritage, as Nature Conservation London Ecology Uni Open Land. Entry
204	<b>Highgate Cemetery (West)</b>			1803	MOL2			M88			Heavily wooded Pri a Garden of Specia Heritage, a metropo Conservation Import Unit and also as M by fee and guided
205	<b>Highgate Reservoir</b>										Private Open Space and adjoining grass Grove and Highgate
206	<b>Hillfield Court Gardens</b>										Publicly accessible g associated with the

207	<b>Holly Court School Grounds</b>				Wooded Private Open Space. New housing development. Holly Court School, 1-7 (consecutive) Holly Court Road.
208	<b>Holly Gardens</b>				Green Private Open Space. Properties on Highgate Road.
209	<b>Holly Lodge Gardens</b>			LI	Partially wooded Private Open Space. Designated a local Nature Conservation Importance Ecology Unit.
210	<b>Inverforth House/ The Hill</b>	1153	MOLI		Private Open Space. Garden and pergola. Not accessible. The lattice work is visible. Views of the surrounding area. Site is designated a Historic Interest by Camden Council and as Metropolitan Open Space.
211	<b>Iverson Medley Orchard</b>				Overgrown, green Private Open Space. Inaccessible to the public. Site is completely enclosed.
212	<b>Jenny Wood Nature Reserve</b>			BI.6	Green Private Open Space. Borough Site of Natural Importance.
213	<b>Keats and Downshire Gardens</b>				Large Private Open Space. Gardens of properties on Keats End Road and Downshire Road.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
214	<b>Kentish Town City Farm</b>		YES					L6			Green Private Open Space local Site of Natural Importance by the and subject to Urban Farm by arrangement. No public is possible the nature of the
215	<b>Kenwood Nursery</b>							M72			Private Open Space Hampstead Heath machinery and equipment maintenance of the includes an 'Eco-Fi
216	<b>La Sainte Union School Grounds</b>										Mainly green Private Open Space tennis courts, near
217	<b>Lincoln's Inn</b>										Large Private Open Space Lincoln's Inn Fields and partially wooded enjoyment by the
218	<b>Lissenden Gardens</b>	YES									Private Open Space Squares Preservation consisting of a terrace three sides by shrubs



219	<b>Malet Street Gardens</b>				University of London Space situated below consisting of grassed mature trees. The April to September, 11am to 3pm.
220	<b>Manor Cottage garden, Greenmoor and Fleet House, Vale of Health</b>			MOLI	Green Private Open comprising the garden as Manor Cottage in The site is designated Open Land and maps to the views from between that and the
221	<b>Mansfield Club Grounds</b>				Private Open Space comprising bowling tennis courts.
222	<b>Mecklenburgh Square Gardens</b>	YES		1119	Private Open Space Squares Preservation a Garden of Special London Ecology Unit and tennis court are key-holding residents
223	<b>Midland Crescent Embankment SNI</b>				B1.6 Partially wooded designated a borough Conservation Import Ecology Unit.
224	<b>Montague Bedford Gardens</b>				Private Open Space residences of Bedford

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
225	<b>Montpelier Play Centre</b>										Green Private Open Space Montpelier Gardens
226	<b>Mortimer Terrace Nature Reserve</b>							B1.4			Wooded Private Open Space a borough Site of Special Importance by the Council
227	<b>New Square, Lincoln's Inn</b>	YES									Publicly accessible listed in the London Act 1931, and forms part of open spaces in the borough
228	<b>North Fairground Site, Vale of Health</b>				MOL1						Private Open Space Heath and designated Open Land.
229	<b>Old Buildings, Lincoln's Inn</b>	YES									Private Open Space Squares Preservation Order
230	<b>Old Square, Lincoln's Inn</b>	YES									Publicly accessible listed in the London Act 1931.
231	<b>Oriel Place Garden</b>										Roughly triangular Open Space in the centre of the site

232	<b>Palmerston Road Open Space</b>		Grassed Private Open Space with railings, opposite King's Cross Station.
233	<b>Parkhill Chapel</b>		Wooded Private Open Space between Fleet Road and the railway.
234	<b>Parliament Court Gardens</b>	B1.4	Green Private Open Space in the London Borough of Camden. Site of National Importance and access for residents of Parliament Court.
235	<b>Plot 10 Adventure Playground</b>		Private adventure playground on Chalton Street Open Space. "Plot 10" charity for children only.
236	<b>Queen Square Garden</b> YES		Private Open Space. Listed in the London Borough of Camden Act 1931. This designation does not, however, cover the garden to the South.
237	<b>Quex Road Open Space</b>		Private Open Space. St Mary's Church of England School grounds.
238	<b>Railway Embankment, Medley Road</b>	B1.6	Private Open Space. Site of Nature Conservation. Part of the London Ecology Centre. Wooded railway embankment on the North London Line.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
239	<b>Railway Embankment, Agar Grove</b>		YES								Green open space with trees and shrubs. Plantings by arrangement with the Council.
240	<b>Railway Embankment, Broomsleigh Street</b>							B1.6			Wooded Private Open Space. Site of Nature Conservation Importance by the Council.
241	<b>Railway Embankment, Carlton Road Junction</b>							B1.4			Partially wooded Private Open Space adjacent to Kentish Town. Site designated a borough Site of Nature Conservation Importance by the Council. Ecology Unit.
242	<b>Railway Embankment, Fordwych Road</b>							B1.6			Wooded Private Open Space. Site of Nature Conservation Importance by the Council.
243	<b>Railway Embankment, Kentish Town Junction</b>		YES					B1.4			Strip of embankment with trees and shrubs. Site of Nature Conservation Importance by the Council. Ecology Unit. Urban Forest planting.
244	<b>Railway Embankment, Netherwood Street</b>		YES					B1.6			Substantial tract of wooded Private Open Space. Site of Nature Conservation Importance by the Council. Ecology Unit.

245	<b>Railway Embankment, Oak Village</b>		BI.4	YES	Wooded allotment s Site of Nature Cons the London Ecology on Oak Village at C
246	<b>Railway Embankment, Rosemont Road</b>		BI.6		Private Open Space Site of Nature Cons the London Ecology of the site is, subje legal agreement, to Nature Reserve with
247	<b>Railway Embankment, Westbere Road</b>		BI.6		Green Private Open Hampstead designat of Nature Conservat
248	<b>Railway Embankments, Hampstead Heath</b>		BI.4	YES	Large, green open s railway lines runnin Hampstead Heath. a borough Site of I Importance by the Unit, and parts of allotments.
249	<b>Regents Park Terrace</b>	YES			Private Open Space Squares Preservation
250	<b>Ridgemount Gardens</b>				Wooded Private Op
251	<b>Rochester Square</b>	YES			Private Open Space Squares Preservation

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
252	<b>Sarre Minster Open Space</b>										Private Open Space by the gardens of p Road, Minster Road
253	<b>School Playing Field, Highgate</b>				MOLI						Private Open Space school playing field Hampstead Heath. Heath's Metropolitan
254	<b>SNI Between Tracks west of WE Lane</b>							BI.6			Green Private Open borough Site of Nat Importance by the
255	<b>SNI r/o Fordwych Road</b>							BI.6			Wooded Private Op a borough Site of Nat Importance by the
256	<b>SNI r/o Iverson Road (N East)</b>							BI.6			Wooded Private Op a borough Site of Nat Importance by the
257	<b>SNI r/o Iverson Road (S west)</b>							BI.6			Wooded Private Op a borough Site of Nat Importance by the
258	<b>SNI r/o Westcroft Close</b>							BI.6			Green Private Open a borough Site of Nat Importance by the

259	<b>SNI west of WE Lane</b>			B1.6	Green Private Open Space borough Site of Natural Importance by the
260	<b>South Grove Gardens</b>				Private lawned area South Grove House
261	<b>South Square</b>	YES	1299		A Private Open Space area listed in the L Preservation Act 19 a Garden of Special by English Heritage.
262	<b>Spedan Close Gardens</b>			B1.2	Well-maintained green Space on residential
263	<b>Sports Centre Games Pitch</b>				Large games pitch Cottage Public Open Sports Centre by Ca
264	<b>St Andrew's Gardens</b>			L8	Publicly accessible formerly a cemetery Site of Nature Cons by the London Ecol
265	<b>St Benet's Ground (a)</b>				Green Private Open St Benet and All Sa Lupton Street. The be opened to the p

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
266	<b>St George's Gardens</b>			1827				L9			Publicly accessible garden. Designated a Garden of Historic Interest by English Heritage. History as an early garden. The site was a local Site of Natural Importance by the
267	<b>St George's Nursery</b>										Small, narrow private garden. St George's Gardens
268	<b>St Georges Terrace</b>	YES									Narrow, green private garden. Primrose Hill Road. London Squares Pre
269	<b>St James' Garden</b>							L10			Publicly accessible garden. Designated a local Site of Conservation Importance. Ecology Unit and football pitch and children's
270	<b>St Katherine's Precinct</b>										Publicly accessible garden. forming the front garden. Danish Church, and stone inscribed with



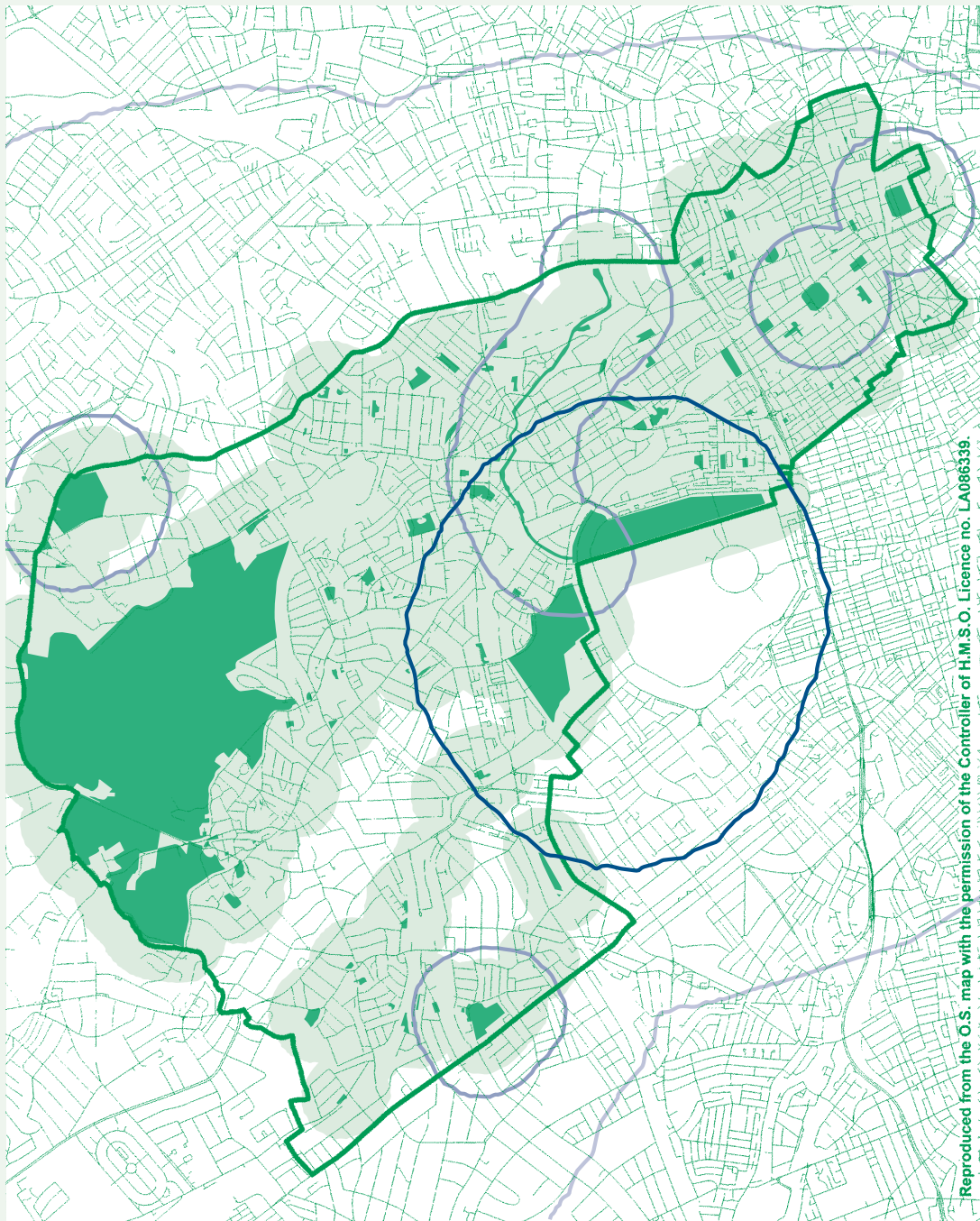
271	<b>St Martin's Garden</b>		Publicly accessible on site of former g surfaced children's p site is bounded by and networked by
272	<b>St Pancras Gardens</b>	1832	Publicly accessible public garden now Open Space, and al Special Historic Inte Heritage due to its medieval churchyard
273	<b>St Paul's Chapel</b>		Private Open Space St Paul's Chapel an The original church was bomb damaged World War and was the 1950s. The sit a children's nursery
274	<b>St. Giles' Churchyard and Playground</b>		Publicly accessible consisting of church playground.
275	<b>Swiss Cottage Private Open Space</b>		Publicly accessible p Space, next to Swiss Space, where The S hold regular market

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
276	<b>Talacre Private Open Space</b>										Private Open Space Talacre Action Group within the grounds Open Space.
277	<b>Terrace Reservoir</b>				MOL						Private Open Space Metropolitan Open to the West of Ha
278	<b>The British Library Forecourt</b>										Largely paved Private consisting of raised large statue of Isaac disabled access to gate and the site daylight hours.
279	<b>The Elms, Fitzroy Park</b>				MOL						Partially wooded Private including Elm Cott This site is also d Open Land.
280	<b>The Elms, Spaniards End</b>				MOL						Large, green Private to Hampstead Hea Metropolitan Open

281	<b>Three Acres Community Play Project</b>		Large Private Open playground providing services including a for under-fives, after girls group. The site for a play scheme
282	<b>Torriano Open Space</b>	YES	Publicly accessible green on Torriano Avenue Forest plantings by
283	<b>Torrington Square</b>		Publicly accessible Open Space owned by the London. It features by mature trees with area to the North to the South.
284	<b>Tower Court Gardens</b>		Private Open Space
285	<b>Wadham Gardens</b>	YES	Private Open Space London Squares Project Previously owned by is now under the control made up of surrounding each purchased share
286	<b>West Heath Lawn Tennis Club</b>		Private Open Space College London (Har situated either side reservoir.

Site No.	Name	London Square	Urban Forest	GSHI	MOL	Ancient Woodland	SSSI	SNI	Allotment	Local Reserve	Description
287	<b>Westfield</b>										Large former college site, redeveloped for housing. Open Space as core.
288	<b>Whittington Adventure Playground</b>										Private adventure playground adjacent to Swiss Open Space.
289	<b>Witanhurst Gardens</b>										Private Open Space. large private garden. 41 Highgate West tennis courts and

**Figure EN1: Public Open Space Catchment Areas**



**Key:**

- Individual open space
- Small Local Parks catchment
- Local Parks catchment
- District Parks catchment
- Metropolitan Parks catchment
- Borough boundary

# 5 Transport

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# 5 Transport

## I Part I policies

- 5.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:
- STR1 In controlling the location of new development, the Council will seek to reduce the need to travel, with the aim of encouraging the use of public transport, walking and cycling as alternatives to the private car.
  - STR2 The Council will seek to reduce the adverse impact of transport on the quality of the environment.
  - STR3 The Council will seek to ensure an efficient transport system is provided.
  - STR4 The Council will seek to enhance the safety and security of the transport system.
  - STR5 The Council will seek to ensure that the transport system helps to sustain appropriate economic and community development.
  - STR6 The Council will seek to ensure that the transport system operates equitably.
- 5.2 The Council will seek to improve the conditions for everybody who lives and works in the Borough by promoting the strategic transport policies given above. Improved accessibility is achieved partly by better transport provision and partly through the location of appropriate facilities relative to transport provision. Improving accessibility through locational policies will also reduce the need to travel. The Council's policies will be directed towards maximising accessibility for all: the needs of transport disadvantaged groups, such as women, elderly people, children, people on low incomes and people with disabilities, will receive particular attention.
- 5.3 To improve environmental quality for people through transport requires tackling such issues as air and noise pollution, physical danger, visual intrusion, comfort and convenience, severance, intimidation, townscape quality and ecology. One of the most persistent problems is the effect of road transport on air quality and therefore health. The Council's transport policies are designed to assist the Healthy Cities Project. Because of the increasing adverse impacts of traffic on the quality of the environment, targets which can be measured will be set in the Council's annual Interim Transport Plan (to become Local Implementation Plan with the setting up



of the Greater London Authority). It includes the most effective and efficient use of land and road space, minimising both the use of energy resources and the production of air and noise pollution. Relating transport and land-use is a vital element in creating a more efficient transport system and minimising the need to travel.

- 5.4 The Council's policies embrace the safety and security of all people living, working and passing through the Borough. The safety and security of vulnerable groups, such as women, young and elderly people, is of particular concern to the Council.
- 5.5 Transport improvements should aim positively to support both economic and community development in the areas they serve. In so doing, any negative effects (for example, in terms of the environment) that do occur must be minimised or overcome. Equity in transport provision requires designing schemes and operating the system fairly to avoid undue discrimination against groups of people and to overcome transport disadvantage.

## 2 Introduction

- 5.6 Transport provision and land-use planning are interdependent and changes in one almost always have an impact upon the other. Decisions that change the transport system must take into account the effect on surrounding land uses and land use development needs to take account of access for people and goods. The Council, in formulating its transport and land-use policies, is mindful of this interaction.

### National context

- 5.7 The 1998 White Paper, A New Deal for Transport: Better for Everyone, sets the national framework for all aspects of transport policy and its integration with land use, environment and safety. Two issues have come more to the fore in recent years: environment and safety.
- 5.8 There is a growing awareness of the major environmental disbenefits of unrestrained car use in the country in general and in urban areas in particular. The unrestrained use of cars adds to atmospheric pollution and possible greenhouse effects, and increases society's dependence on oil-based fuels. There is now public recognition of the associated problems leading to increased pressure to limit car use and promote alternatives, such as public transport, walking and cycling. The contribution of road transport to pollution levels and their main effects on the environment and on the health and well-being of individuals is shown in Table TR 1.

**Table TRI: Atmospheric emissions from road transport**

Pollutant	Change in transport emissions 1970-1996 <sup>1</sup>	Road transport's contribution to total emissions in London <sup>2</sup>	Effects
Carbon monoxide (CO)	-28%	97%	Deprives body of oxygen, and is lethal at high doses. At low doses can impair concentration.
Nitrogen oxides (NOx)	+26%	75%	Ground level ozone and acid rain. Increases susceptibility to asthma, viral infections and irritate lungs.
Volatile organic compounds (VOC)	0%	53%	Reacts with NOx to form ground level ozone. Some, for example, benzene, are cancer causing agents.
Black smoke	+99%		Associated with wide range of respiratory symptoms.
Particulates (PM10)	+13%	77%	Particulates can carry carcinogenic materials into the lungs. It gives poor air quality.
Sulphur dioxide (SO <sub>2</sub> )	-16%	23%	Acid rain. May provoke wheezing and exacerbate asthma.
Carbon Dioxide (CO <sub>2</sub> )	+92%	29%	The main greenhouse gas leading to global warming.

Sources:

<sup>1</sup> Digest of Environmental Statistics, No. 20. DETR, 1998<sup>2</sup> London Atmospheric Emissions Inventory, London Research Centre, 1997

- 5.9 The Council has developed policies, supported by government policy guidance, that seek to reduce the need to travel, particularly by car. Thus, one of the Council's main strategies to minimise travel demand by car is to guide the location of development to areas well served by public transport.
- 5.10 The government also recognises the dangers of the road environment and has set a target of reducing the number of people killed or seriously injured in road accidents by 40% by 2010 (50% for children). The location, access and design of new development and associated on-street measures can make a significant contribution to avoiding or reducing traffic conflicts that lead to accidents.

## Regional / strategic context

- 5.11 RPG3 Strategic Guidance for London Planning Authorities, issued in May 1996, gives general guidance on transport aspects of planning. RPG3 will be superseded in due course by the Mayor's Spatial Development and Transport Strategies.
- 5.12 Existing estimates suggest that motor traffic could grow up to 2010 by 0.375% per annum in inner London and by less than 0.25% in the Central Area. Although growth is much lower than previously estimated, if this comes about the implications for efficient movement, the environment and safety are severe. In inner London and parts of outer London, the potential demand for movement in private vehicles outstrips the supply of road and parking space. Extensive road building in inner London has been ruled out because that cannot solve the problem of congestion. New highway capacity only attracts more traffic and therefore adds to the social, environmental and economic disbenefits. Parking controls are identified as being influential in combating congestion, particularly that caused by car commuting.

## Camden context

- 5.13 Being at the centre of a large urban area, people living, working or visiting in Camden experience the problems associated with increasing vehicle use. This increasing use has degraded the environment by air pollution, noise, severance and visual intrusion. It also creates problems of road safety and delays to buses, essential vehicles and the emergency services.
- 5.14 Road accidents are a major cause of injury within the Borough and result in an average of 7 fatalities a year, of which 5 are pedestrians. There are around 1,600 casualties on Camden roads each year, imposing large costs on the community as well as causing distress to many individuals. Therefore, it is a major aim of the Council as set out in its Road Safety Plan to reduce the number and severity of accidents, through its statutory duty to prepare and carry out a programme of educational and engineering measures designed to promote road safety.
- 5.15 Transport policies support the Council's strategy of improving accessibility through the promotion of public transport, restraint of road traffic and minimising environmental damage and danger. They are consistent with the aims and principles of Camden's Healthy Cities Project and seek to:
- locate development that attracts a significant number of trips in areas with good public transport accessibility;
  - limit the use of cars by parking controls, restrictions on access, through movement and speed;
  - support London-wide policies for traffic restraint;

- provide bus priorities and advocate the improvement in rail services which can then act as alternatives to the use of the car; and
- provide segregated cycle facilities, pedestrian priority and crossing facilities.

## 3 Transport and land use

### Public transport accessible development

**TRI** The Council will seek to ensure that development which attracts a significant net increase in the number of trips is located in areas of the Borough with a high level of public transport accessibility. The Council will not normally grant planning permission for such development unless it is satisfied that the public transport system in the vicinity of the site has, or will have, sufficient capacity to accommodate the net increase in passenger trips at an acceptable level of service.

5.16 A major theme of the strategy is interrelating public transport accessibility and the location of development, which is supported by PPG12: Development Plans and PPG13: Transport. This recognises the need to locate development which attracts trips (such as offices, shops, hotels and leisure facilities), in areas of the Borough with a high level of public transport accessibility, which not only maximises access to jobs and services, but also minimises the need to use private transport. The Council has developed public transport accessibility indices, based on access times to bus and rail services and service frequencies, to illustrate the relative accessibility of different parts of Camden (see Appendix TRI).

5.17 These indices are translated into a development control tool by focusing on locations within the catchment areas of a major node on the public transport network. The areas considered to have a high level of public transport accessibility are:

**a King's Cross Opportunity Area**

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**b The Central London Area**

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**c Major centres:**

Camden Town  
 Kilburn High Road  
 Swiss Cottage/Finchley Road

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**d District Centres:**

Kentish Town  
 West Hampstead.

- 5.18 Proposals that generate freight movements will be assessed against policy TR24.
- 5.19 The initial test of planning applications for land uses which attract a significant number of trips will be whether they are located in one of the appropriate areas listed above. If this test is satisfied, further tests of the planning application will take account of other planning, environmental and transport matters in assessing the impact. An important transport consideration is the capacity of the system to cope with extra trips and whether the capacity of the system will be exceeded, or its quality of service will be adversely affected. Outside the areas listed in paragraph 5.17, public transport services are unlikely to be able to cope with significant increases in trips without improvements in services.
- 5.20 Where developments that will attract a significant net increase in trips are located near to congested public transport facilities, the Council shall consult the relevant operator(s) about their views of the effect on their services. The Council will take account of committed improvements by the operators to facilities and services. If the scale of the development warrants further analytical work, such as studying the congestion effects at an underground station, the developer may have to agree to further work on the impact of the development as proposed under policy TR3.
- 5.21 As part of the development control process it is necessary to consider the impact of development on the public transport system. Planning permission will not be granted unless the public transport system has sufficient capacity or is likely to have an increase in capacity through, for example, committed relief works on the underground. In certain cases, there may be scope for the developer to make a financial contribution through a planning obligation under section 106 of Town and Country Planning Act 1990 (as amended) to increase capacity (see policy RE6). New development will be focussed on locations which reduce the need for travel. When new developments impose extra travel demands, the Council will consider the scope for securing contributions to help finance necessary improvements to roads and public transport facilities.
- 5.22 A number of railway schemes have been proposed through Camden to address the problem of congestion. These include Chelsea-Hackney Line (serving King's Cross and Tottenham Court Road) and Crossrail (serving Tottenham Court Road and Farringdon). Both these would reduce congestion on existing lines and at the stations served. Other improvements to stations are considered from time to time by London Underground. Account will be taken of proposals when determining planning applications. However, a development proposal is likely to be opposed where it requires a transport improvement which is unlikely to happen.

## Unsustainable development

**TR2** The Council will oppose development which is demonstrably harmful to the objective of ensuring sustainable development. Accordingly, proposals will be resisted where public transport services and facilities for walking and cycling are not available or not to be provided and there would consequently be an over-dependence upon the use of private motor vehicles. The requirement for a Transport Impact Statement in policy TR3 will be used to inform the Council of the development's impact.

- 5.23 In recent years there has been a marked trend towards centralising health, education and other public services to achieve economies of scale, to increase flexibility of operations and reduce direct transport costs. The effect has been to make users bear the costs of transport and to increase the need to travel. Individual organisations may obtain a benefit, by placing considerable external costs on, for example, the environment and transport services which cause delay and frustration, inconvenience and damage to health and well-being. The external costs are not taken into account when locational decisions are made with the overall effect on the community being adverse.
- 5.24 In terms of accessibility, the effects of land use change are most keenly felt by people who walk and cycle, by people who are transport disadvantaged generally and, in particular, those with mobility difficulties. The Council is committed to encouraging those methods of travel which do not reinforce inequities in the transport system and, as far as is possible, allow equal access to all sections of the community.
- 5.25 The Council will resist land-use changes that worsen accessibility, that increase overall travel distances to local facilities, or that disadvantage more efficient or environmentally-friendly modes such as public transport, walking and cycling. When assessing land use development proposals, the Council will take into account factors such as levels of car parking, access to the public transport system, contributions to improve public and community transport facilities and effects on the road network.

## Transport Impact Statements

**TR3** The Council will, where appropriate, require developers of schemes to provide a Transport Impact Statement or Assessment, in accordance with the guidelines set out in Appendix TR2.

- 5.26 The Council is aware of the serious transport and environmental problems affecting the Borough and therefore supports and pursues policies that tackle these problems within the framework of its overall objectives. Many problems, such as air pollution, traffic congestion and road safety have proved to be very persistent and, therefore, any land use change that

exacerbates these problems is considered highly undesirable. To fully assess the effect of land use changes, the Council requires information from applicants in the form of a “Transport Impact Statement” (see Appendix TR2) which addresses both environmental and transport issues. The Council will then be in a position to make a full assessment of the development’s transport implications.

- 5.27 The identification of the most appropriate areas for the location of new development carries no guarantee that particular proposals submitted for planning permission will be acceptable on transport grounds, either to the Borough or to the Department of the Environment, Transport and the Regions (DETR). A detailed view on the transport implications of individual applications can only be formed when the application is submitted, in the light of available capacity on the relevant road and public transport networks, and any proposals for acceptable expansion of that capacity.
- 5.28 In addition, the Council has developed an integrated Green Transport Strategy, a major theme of which is to reduce dependence on private vehicles with, at the same time, an emphasis on walking, cycling and public transport as alternative modes. To help achieve this change, the Council will strongly encourage applicants to introduce Green Travel Plans for their development proposals. Green Travel Plans have the basic aim of persuading staff and visitors to use methods of transport other than private vehicles to access the development, as far as practicable.
- 5.29 Where developments are proposed that are likely to generate a significant number of trips, applicants will be assisted and encouraged, in partnership with the Council and Transport for London, to develop and implement their own Green Travel Plans. The aim of the plan should be to reduce the number of private vehicles travelling to and from the development. This will be applied to both employees and visitors alike. Measures to reduce private vehicle use will include improving access to, and promoting, public transport, cycling and walking. Fuel type, size of vehicle used in service delivery and the routes taken should also be included in the Green Travel Plan.
- 5.30 Where appropriate the Green Travel Plan will be agreed as part of a section 106 planning obligation in the granting of planning permission for development.

## Cumulative impact of proposals

- TR4 The Council will consider the cumulative impact of development proposals on the transport system when assessing individual planning applications.
- 5.31 Considered in isolation, only the largest proposals may seem to have an adverse impact on the transport system but, clearly, several smaller developments can have the same impact. It is necessary, therefore, to



assess individual applications in the context of other developments and proposals and consider their combined impact on the transport system. The Council will monitor the impact of developments on the locality to assist in the assessment of proposals. Where the transport impact of an individual development is not found to be significant by applying the criteria in Appendix TR2 for Transport Impact Statements, that will be taken into account in the assessment of cumulative impact.

## 4 Public transport

- TR5 The Council will encourage development to locate where public transport capacity to serve it is adequate. Improved public transport provision, or contributions towards such improvements, may be sought within the terms of policy RE6(a). In support of its location policies, the Council will encourage improvements to the public transport system, such as:
- a measures to develop an integrated, safe, secure, affordable and fully accessible public transport system in London and the retention and further development of travel information facilities;
  - b increasing the Borough's network of public transport services and improving interchanges;
  - c making public transport systems fully accessible for all including people with disabilities;
  - d improving bus services and the passenger environment;
  - e providing traffic management and signalling schemes that give priority to buses and reviewing existing schemes to seek improvements, working with adjoining Boroughs where necessary and, in assessing such schemes, giving weight to the efficiency of passenger movement;
  - f implementing the strategic rail programme developed by LPAC and SERPLAN, and supported by the Council;
  - g sufficient investment and financial support for the Underground system to enable early completion of congestion relief work;
  - h constructing the Crossrail lines to a high standard;
  - i consideration of a new station at Maiden Lane on the North London Line to serve existing residents, workers and businesses, and any re-development of the railway lands north of King's Cross/St. Pancras;
  - j Thameslink services to give better links with Camden generally and improving the interchange facilities between all stations at King's Cross and to serve any re-development proposals of the railway lands; and
  - k resisting the closure of railway stations and lines, and any reduction in level of service which the Council regards as unjustified, taking account of available financial resources and the development plans of individual operators.

- 5.32 Excessive use of private cars causes considerable congestion on the Borough's road system. Public transport is generally a more efficient mode (both in terms of energy consumption and use of road space) and is less damaging per passenger mile to the environment.
- 5.33 The pricing system and relative differences in perceived cost and convenience of public transport and private car travel can make public transport less attractive. As well as capital investment, revenue support can improve the provision of public transport at more affordable fares, giving good value for money in wider economic terms. It benefits existing users and can attract more people, including those on low incomes, to use the system. Such support includes the Borough-funded London Concessionary Travel Scheme, a well-established and highly valued service. Maintaining accessibility for a million or so elderly and disabled people promotes independence and a fuller life, reduces the call on other health and social services and reduces use of less-efficient private or special transport services. Overall support for public transport helps ease the general flow of road traffic, thus reducing congestion, the likelihood of accidents and the level of noise and pollution.
- 5.34 The provision of public transport services in Camden is essential for many journeys, including the journey to work and to the majority of residents who do not have access to private transport (particularly so in the case of women, children, young adults and elderly people). Promotion of accessible and integrated public transport, including provision of new links, better interchange, higher frequencies, better reliability and coverage, is complementary to the restraint of private vehicles in the Council's overall transport strategy.
- 5.35 Although some progress has been made, public transport does not adequately accommodate the needs of people with disabilities and other transport disadvantaged people. The Council is committed to using its powers and persuasion to accelerate progress towards achieving accessibility for all people.
- 5.36 Where the need arises directly from a development due to its nature, scale and location, the Council will seek contributions towards, or a planning obligation to secure, modifications or improvements, as set out in policy RE6, to the public and community transport system to cater for the increase in trips attracted by the development. Guidance on the circumstances in which planning obligations can be reasonably sought in connection with a grant of planning permission is given in Circular 16/91. In circumstances where improvements to public and community transport, walking or cycling can be realised and the conditions described above apply, the Council will seek such contributions.

## Buses

- 5.37 Bus services make a vital contribution to the social and economic life of London, performing an important distributive role in inner and central

London. The introduction of bus priority, in particular the London Bus Priority Network, is helping buses and taxis to overcome congested conditions.

- 5.38 Other improvements are needed to make bus services more attractive and accessible. These include better information at bus stops and elsewhere, waiting facilities including shelters with adequate seating and lighting, improved boarding arrangements, wider coverage of areas and times of day, adequate frequencies and crew operation on the busiest routes. Transport for London is extending on-line bus stop information (Countdown) to routes within Camden. The Council actively supports such initiatives and extension to other bus services. Buses are particularly important for the elderly (52% of all their vehicular journeys) and children (31%). To help meet the transport needs of, for example, people with disabilities, those escorting young children and frail elderly people, improvements are required in the design and operation of vehicles. Many lessons have been learnt from various London Transport (now Transport for London), Council, voluntary and government initiatives on wheelchair user accessible services, for example, Dial-a-Ride and Camden Plusbus. These need to be applied to meet the growing support in European Union countries for fully accessible public transport services.
- 5.39 Buses are an energy and space efficient form of motorised travel. On average, cars used by Camden residents carry 1.4 persons, whilst buses (of all sizes) in Camden carry 14.7 people. Buses into central London in the peak period carry, on average, 29 passengers compared to 1.3 per car. Thus, comparing the occupancy of cars and buses, one bus carries as many people as 10.5 cars (22 in the peak). However, a double-decker bus takes the road space of just three cars. With such occupancies, the energy consumption per passenger-kilometre is much less by bus than by car. Bus services can be flexible and cost-effectively expanded to reflect changing demand and should form part of any strategy to improve public transport as a whole. They can also offer some relief to the Underground system.
- 5.40 Bus reliability suffers from the effects of traffic congestion which can be alleviated by bus priority measures. A total of 6.7 km of bus lanes of the London Bus Priority Network were completed in Camden by 1999. The Council is working with other boroughs and Transport for London to extend the network and make bus priority effective, and the service an attractive alternative to car travel. Where it is necessary, associated local management measures should be designed and implemented with bus priority measures, to ensure traffic is not displaced onto unsuitable roads leading to adverse environmental effects on residents and other users.

## Underground

- 5.41 The Underground network is essential to business, commerce and to many communities in the Borough and has traditionally provided a link between the suburbs, the City and the West End. The Underground offers strong

competition to the car, particularly for the journey to work. The Council continues to press for the operating targets set by the government for scheduled mileage, reliability, lift and escalator performance and other criteria to be fully met. The passenger environment of the Underground also should be improved with better lighting, seating, passenger safety and security and the display of information, respecting any original architectural features and the identity of lines.

- 5.42 The lack of investment to replace and refurbish stations has led, in many cases, to a threatening and inaccessible environment. The Council continues to advocate lifts to be installed to provide direct access from the street to platforms on the underground systems. The tragedy of the King's Cross fire exposed many of the problems associated with the day-to-day operation of the station, and the Council expects to see the recommendations contained in the Fennell Report carried out effectively at King's Cross and elsewhere.
- 5.43 A number of stations suffer from acute levels of congestion and these are listed in Appendix TR3, together with the status of any relief works. The Council will only permit development in the catchment area of congested stations if there are identified relief works and investment is available. London Underground will be consulted when assessing the capacity and status of works at stations. However, at other congested stations in the Borough there are no programmed relief works. Development will be allowed in these locations only if the congestion can be relieved. The Council will seek funding through planning obligations based on the number of underground trips generated, where appropriate, and if measures can be implemented.
- 5.44 London Underground has developed plans to renovate signalling, stations and rolling stock to increase capacity and service frequency on the Northern Line which runs north-south through the Borough. New rolling stock has been introduced, which already has led to an improvement in the service. The proposed increase in train frequency by 35% will considerably improve accessibility in that corridor. At present the finance is not forthcoming for full implementation, but the Council wishes to see this investment brought forward to allow these works to be completed at the earliest opportunity.
- 5.45 The Secretary of State for Transport has safeguarded the route (shown on the Proposals Map) of two new rail lines through the capital: a link between Paddington and Liverpool Street, known as Crossrail, and a line between Chelsea and Hackney serving King's Cross and Tottenham Court Road. These lines will relieve congestion on the Central Line (Crossrail) and Victoria and Piccadilly Lines (Chelsea/Hackney Line).

## Railways

- 5.46 Camden is served by a network of local rail routes, which are mostly operated by modern sliding door stock that have benefited from

investment in recent years. The North London Line is the principal orbital route, which runs across the Borough. A new station is advocated at Maiden Lane as part of the development of the Railway Lands. Thameslink provides an important service in linking London north and south of the River and services run between King's Cross Thameslink, Kentish Town and West Hampstead. Local services are also provided between Euston and Watford via Kilburn.

- 5.47 Increasing the attractiveness of local rail services will help to reduce demand for greater road use, especially for the less dense orbital routes. Improving frequencies attracts passengers and improves accessibility across the Borough. For example, more frequent services on the North London and Gospel Oak to Barking lines should be provided. On the other hand, closure of lines and stations reduces the potential for shifting journeys from road to rail. Rail has the potential for being the most effective form of long distance travel for people with disabilities. The Council encourages developments which makes this form of travel more accessible.
- 5.48 The Channel Tunnel Rail Link will terminate at St. Pancras Station, for which safeguarding has been in place since February 1994. The Channel Tunnel Rail Link Act 1996 gave outline planning permission for the works with details submitted for approval by the Council through a special planning regime set up under the Act.
- 5.49 The rail link will provide for international services via the Channel Tunnel and domestic services to Kent. Powers are included within the Act to construct a new Thameslink Station beneath Midland Road and tunnels to connect Thameslink with existing services from Peterborough and Cambridge. The design for St Pancras includes new platforms for the Midland Main Line services. As part of the works, London Underground will construct a new ticket hall for the Underground station to the north of the existing concourse, with new subways leading to the tube line platforms which will improve passenger circulation. A new subway will also link the Metropolitan Line concourse to the new arrival concourse beneath St. Pancras. Construction of the CTRL Terminus will require highways to be permanently altered in the area (see section 9).

## Light rail

- TR6 The Council will consider the suitability of certain areas of the Borough for light rail systems and initiate feasibility studies, and encourage any worthwhile schemes.
- 5.50 Light rail systems can be operated on streets or segregated track, including tunnels and in the right circumstances can provide the best means of moving large numbers of people quickly through an urban area and assist in re-development of underused land in the Borough. Careful account needs to be taken of the impact of any scheme on the environment and residential amenity.

## Taxis and minicabs

- TR7 The Council will:
- a require that all new developments which attract large numbers of taxis make adequate provision for access, boarding and alighting without obstruction of the public highway; and
  - b require new developments, where appropriate, to take account of access by taxi for people with disabilities.

- 5.51 Unless properly designed into developments, provision for large numbers of taxis can create problems of congestion and safety. It is not acceptable to divert these problems onto the surrounding streets through inadequate facilities in new developments.
- 5.52 For many to whom public transport is inaccessible, taxis offer the opportunity to make their own decisions about where and when to travel. Since 1989, all newly licensed taxis in London have to be able to carry a passenger in a wheelchair. Taxis can potentially provide them with levels of accessibility equal to those enjoyed by people not denied access to public transport facilities.
- 5.53 The high cost of taxi travel relative to public transport fares (and in particular concessionary fares) means that the levels of accessibility experienced by some people are severely curtailed by their inability to pay the high cost of taxis. Subsidising taxi travel as public transport, within an overall strategy for accessible transport especially for people with disabilities who are prevented from using other forms of public transport can usefully help redress inequalities in levels of accessibility. Currently, the Council contributes to the London Taxicard Scheme offering subsidised travel by taxi for people with disabilities.
- 5.54 Within London, there are 19,000 licensed taxis and an estimated 35,000 minicabs. The distinction between the two operations is, in practice, somewhat blurred. The use of radios within 'minicabs' enables them to operate much like taxis, with passengers, in effect, hailing them by telephone or by calling at the operator's office. As the private hire industry in London is unregulated, there is concern for the safety and security of passengers. The Council does recognise, however, that minicabs can offer an important service to the community, for example, schemes which offer safe transport to women, and where there is otherwise poor public transport coverage, such as at night. With the setting up of the Greater London Authority, the licensing of all licensed taxis and private hire vehicles will be vested in Transport for London.

## Coaches

- TR8 The Council will:
- a require all new development likely to attract significant coach traffic (for example, hotels) to make adequate provision for access, boarding and alighting without obstruction of the public highway;
  - b seek to provide on-street facilities for the parking, picking-up and setting-down of passengers at appropriate locations at or adjacent to existing tourist attractions; and
  - c resist any growth in ad hoc coach terminals, particularly those involving on-street standing.

- 5.56 Directly following relaxation of controls on the routing and stopping of coaches in 1980, there was a growth in coach activity. However, surveys undertaken between 1986 and 1989 indicate a decline in both commuter and scheduled express coach activity in Central London over the three-year period. General tour coach activity in London, in contrast, increased over the same period. The southern part of the Borough experiences a considerable amount of such tourist coach activity.
- 5.57 Coaches provide a convenient and relatively efficient method of transport for the growing number of tourists. Overseas visitors account for the main source of group travel by coach in London. Their demand for coach travel has been estimated at 1,860,000 coach visitor trips per year. Overseas visitors to London are forecast to increase from 9 million per annum at present to 15 million by 2001 (see chapter 11, para 11.9).
- 5.58 At present, coaches represent a small proportion of total traffic at most locations within central London and, when moving, do not usually constitute a major traffic impediment. However, safety and congestion problems can be created by coaches waiting or parking on the public highway, and can cause considerable visual intrusion and nuisance to residents. Traffic management and enforcement may discourage coach-related land uses, such as booking offices, from inappropriate locations.
- 5.59 A response to increased traffic congestion would be for commuter and scheduled express services to terminate outside Central London. The provision of any major new coach terminals has strategic significance for the capital as a whole. Therefore, there is a need for a wider strategy to be prepared to address the problems of coaches, taking into account relative locational advantages, and proximity to bus and rail facilities and the primary route network.

## 5 Community transport

- TR9 The Council will promote community transport initiatives where it is demonstrated that conventional public transport initiatives are not adequately meeting the needs of transport-disadvantaged groups. In particular, the Council will:
- a facilitate both the provision of a central community transport organisation and the basing of shared community vehicles at locations throughout the Borough;
  - b in assessing development, take account of the need for community transport initiatives to ensure adequate access; and
  - c ensure adequate provision within the site for community transport vehicles, where such facilities are warranted by the volume and nature of trips generated. Any necessary provision, or contributions towards it, may be sought within the terms of policy RE6(a).
- 5.60 Over time, individuals have had to travel further for goods and services because of changes to the pattern of land uses. For groups of people and individuals who suffer restricted mobility, the level of disadvantage is worse. Opportunities for social interaction between friends and neighbours through trips to local facilities and to participate in activities is reduced, especially if public transport is not suitable and private transport is not available. Public transport will not in the foreseeable future provide for all journey needs of transport-disadvantaged people.
- 5.61 Community transport is a way of enabling people to overcome barriers to travel and solving their accessibility problems. It has the additional advantage of enabling people to come together in shared activities, thus developing a sense of local community and participation for many people otherwise isolated.
- 5.62 The Council will advise on and facilitate community transport, but control has to remain within the voluntary sector. By being within the community it serves, community transport is best placed to respond to expressed transport needs. Camden Community Transport is an example of a voluntary sector organisation playing a pivotal role in improving accessibility for transport disadvantaged people in the Borough. It was established, and continues to develop, through municipal/voluntary partnership. An example of this partnership is the innovative Plusbus service.
- 5.63 The Council will support schemes (including by grant-aid) which ensure efficiency and safety within community transport, for example, vehicle sharing schemes, which are designed to maximise vehicle utilisation and driver training schemes, to further improve the safety of operations. The Council will assist with service planning, co-operation with municipal operators, with the replacement of vehicles held within the community and develop links with other community transport agencies. It will promote greater community use of the Council's own passenger vehicle fleets and closer co-operation between community and municipal transport provision.



- 5.64 The Council will ensure adequate access to new land use developments including through the provision of community transport services. In developments that attract large numbers of people such as shopping centres or leisure complexes, it will be necessary to ensure that adequate access is provided within the site for community transport vehicles.

## 6 Traffic restraint

- TR10 The Council will seek to reduce the volume of motor vehicles on Camden's roads, especially at times and in areas which are most congested, by:
- a the use and extension of parking controls;
  - b the use of traffic management; and
  - c appropriate methods of direct London-wide restraint.

When assessing any such measures the Council will have due regard to:

- i the needs of elderly and disabled people;
  - ii the character and needs of the local area; and
  - iii the appropriate needs of residents and business in the affected areas.
- 5.65 As part of the Council's balanced transport strategy, complementing policies that encourage the use and provision of public transport are policies for restraining traffic. These are supplemented by the parking policies set out in the next section. The Council, in common with other boroughs, seeks to restrain traffic by reducing the demand for road space. In doing so, the Council will ensure that conditions are improved for:
- emergency services;
  - buses and other vehicles available for public use;
  - cars used by people with a disability or where public transport is not a suitable alternative;
  - vehicles that are essential to the economy of London, i.e. commercial vehicles and cars used for business use (not commuting or personal) when public transport is not an effective alternative; and
  - pedestrians and cyclists.
- 5.66 By reducing traffic, the adverse effects on the environment can be minimised and allow substantial pedestrian and environmental improvements to be achieved.
- 5.67 The Borough is part of the London Air Quality Network (LAQN) which was established in 1993 to monitor air pollution. The LAQN is seeking to relate the results of monitoring to, inter alia, road traffic. This will be appropriate for monitoring the effects of traffic restraint in the Borough.

The Council has a statutory duty to analyse air quality and designate Air Quality Management Areas for those areas at risk of not meeting government standards. Traffic restraint is one of the tools available to improve air quality.

- 5.68 It is recognised that in the most congested locations, such as central and inner London, the use of motor vehicles will need to be controlled through demand management schemes so as to secure better accessibility for all and the general improvement of the environment. Several methods for achieving traffic restraint have been proposed and examined for feasibility, including parking control, supplementary licensing, permit systems and road pricing. Studies by LPAC have shown how road pricing on the basis of cordons around central and inner London can reduce traffic flows which could, in turn, lead to improvements in the environment with major economic benefits accruing. In addition, a Department of Transport study on Congestion Charging in London (July 1995) suggested that such measures could be an effective way of reducing congestion and the environmental impact of traffic.
- 5.69 Any road traffic restraint policy must be agreed at strategic level and be applied on a London-wide or regional basis. Such a policy must be applied consistently throughout the area. The Council will play its part in achieving a viable and fair policy of traffic restraint. Transport for London will be consulted on any traffic management measures promoted by the Council that will affect GLA Roads. The Council recognises that parking policy is an important element in traffic restraint and has, therefore, developed the policies set out in section 7 below. In the event of a strategic policy of restraint being implemented, the parking regimes within the Borough should be reviewed.
- 5.70 On-street parking controls, therefore, form an integral part of the Council's traffic restraint policy. In addition, regulated parking within a controlled parking zone can improve both safety and general traffic circulation, particularly by maintaining access for emergency and servicing vehicles, and helps to ensure the availability of adequate kerb-side space for servicing vehicles. In particular, well enforced parking restrictions prevent vehicles parking too close to junctions, where inconsiderate parking can create severe difficulties for wheelchair users and carers with pushchairs, blind and partially sighted pedestrians. It can also seriously reduce the inter-visibility between pedestrians crossing and vehicles turning into and out of junctions and streets. Prior to implementing or when modifying Controlled Parking Zones (CPZs), the Council will consult those who live and work in the affected areas of the Borough on the principle of the proposed measures and in the process of design so that often conflicting but accepted needs for kerbside space may be balanced. When assessing proposals for traffic restraint, including parking controls, the Council will have regard to the character and needs of the area, and the appropriate needs of businesses and residents.
- 5.71 To achieve effective restraint and to improve local environmental conditions, it will be necessary in some cases to complement parking

controls with traffic management measures to ensure that improved conditions do not attract additional traffic or increase speeds. Where appropriate to the local road network (see TR20 and related justification), income generated by on-street parking control will be used to fund related traffic calming at the implementation and review stages, as well as other area-wide traffic management schemes.

## 7 Parking controls

- 5.72 Higher car ownership and car usage have led to increased levels of congestion and pollution, reduced vehicle speeds, increased rat-running through local roads and increased demand for parking space. Traffic Management and Parking Guidance for London identifies parking control and enforcement as a key means of reducing congestion. For more than 25 years, traffic restraint has been identified as a key objective and parking control as one of the central means of achieving reductions in traffic. Therefore on-street controls were extended to a large part of the Inner London Parking Area (ILPA), which covered around 40 square miles around the centre of London, including a large part of Camden. The conditions that necessitated this strategy have intensified since the adoption of the Greater London Development Plan and now extend beyond the original ILPA boundary.
- 5.73 Control over the supply of parking is one of the few ways in which the Council can directly influence traffic levels in the Borough. The Council has, therefore, adopted an integrated package of policies which seek to control the availability of all forms of parking space by influencing levels of private non-residential parking, managing the supply of on-street space and regulating the provision and use of public off-street car parking.

### On-street parking controls

- TR11 In considering development proposals, the Council will take into account the likely effect upon on-street parking in the locality, existing or planned CPZs and the need for additional parking controls, having regard to the provisions of policy TR10.
- 5.74 A traffic restraint policy based on limiting the supply of private non-residential parking space can only be of limited effectiveness outside Controlled Parking Zones where people can travel to work by car and park all day on-street. The availability of free kerb-side space for long stay commuter parking not only undermines the Council's traffic restraint policy, but also leads to an inefficient use of kerb-side space to the detriment of residents and essential business users.

## Private non-residential parking

- TR12 The Council will endeavour to deter non-essential vehicle trips by controlling the supply of private non-residential parking space. In particular, the Council will:
- a implement the parking standards (see chapter 16) to control the supply and layout of parking spaces in new developments;
  - b require that adequate and appropriately positioned parking spaces for people with disabilities are provided in developments in accordance with the parking design standards; and
  - c require developers of major schemes to submit proposals which ensure that car parking is not used to facilitate commuter parking.

- 5.75 The application of parking and servicing standards set out in chapter 16 (DS8, DS9 and their Annex) ensures that each application is not considered in isolation but that the cumulative effect of traffic generated by numerous developments are taken into account. Parking standards therefore form a central part of the restraint policies advocated by both the Council and central government. Thus, for the majority of land uses, parking standards are used to restrict the amount of parking to that required for the operational needs of a development. As with a new development and depending on its nature, a change of use can have a significant impact on generated traffic and parking demand. Parking standards should therefore also apply to applications for change of use.
- 5.76 Simply applying car parking standards does not ensure that they are either adhered to, or that the resulting spaces are used for the purposes intended. These problems may be overcome in part by good design, such as clearly designated parking areas, and physically minimising the opportunity for parking outside these areas. However, it is only by managing the car parking space that one can effectively ensure either that it is only occupied by intended users and not abused by car commuters, or that unauthorised areas are not used for additional car parking.
- 5.77 Many people are either unable to use, or have extreme difficulty in using, conventional public transport because of their disability. Although schemes such as Dial-a-Ride and Taxicard provide a solution for some people, for others private cars provide the only practical means of achieving an acceptable level of mobility. The parking standards are designed to cater for people who have no alternative but to use a private car. The Council will ensure that spaces for people with disabilities are close to pedestrian entrances or passenger lifts, and that there are no changes in level or obstructions between these car parking spaces and the points of access.
- 5.78 The amalgamation of light industry and office uses into a single use class has resulted in a conflict between the need to restrain inessential vehicle movement and the need to provide sufficient space to allow for the servicing needs of light industrial uses. Typically, offices need few parking spaces to meet their operational needs and require minimal servicing provision, whereas some light industry not only requires parking for light vehicles but also servicing provision for larger goods vehicles.

- 5.79 If all BI developments have levels of parking and servicing that enable them to be used by BI(c) light industrial uses, those that are, in fact, occupied by office uses will have space for parking above that required by the standards of both the Council and central government. The net result would be a significant increase in inessential car use, particularly by car commuters. Therefore, restrictive car parking standards apply to BI developments as set out in the Annex to Development Standard 8 (chapter 16), and servicing provision will be determined by evidence of operational need.
- 5.80 Similarly, the rationale supports applying different parking standards to hotel and hostel development. The Council seeks to restrict traffic generation from hotels, as with other commercial development, by applying parking standards which limit the supply of parking space. However, outside the Central Area, the Council requires residential development, including hostels, to cater for the demand by residents for parking space.

### Re-use of existing car parks

- TR13 The Council will support appropriate development proposals to convert to alternative (non-parking) uses:
- a private non-residential parking space where it is not required by genuine operational business users;
  - b parking at residential development where it is in excess of current standards (see chapter 16) and not required to meet the parking needs of residents; and
  - c public off-street parking which is surplus to requirements.
- 5.81 Many developments up to the early 1970s were required by the parking standards of the time to provide large amounts of private non-residential parking that is beyond local authority control. Because these spaces are 'free' to the driver, their availability has encouraged the continued use of private cars for trips which could be made by other modes and has contributed to congestion and environmental deterioration throughout the Borough. Where these spaces are in excess of those required to meet operational needs, the Council will welcome proposals to convert them to alternative uses.

### Public off-street parking

- TR14 Public off-street parking will only be allowed where it can be shown to meet an essential need and provided that the applicant enters into an agreement for a management scheme and pricing structure, including annual reviews, to deter car commuter parking.

## Contract parking

- TR15 The Council will resist speculative applications for contract parking. In cases where parking is required for the essential use of business or by local residents, contract parking may be permitted for a limited period of between 12-24 months where:
- a it is linked to named users;
  - b it is supported by evidence that the space is required to meet a genuine operational need which cannot be met by existing private non-residential parking, local public off-street parking or on-street parking; and
  - c the car park does not lead to an unacceptable deterioration in environmental and highway conditions nor threatens road safety.
- 5.82 The provision of public off-street and contract car parks should be managed to complement the Council's traffic restraint policy. Clearly, a policy of traffic restraint based only on restricting the supply of parking space at new development and managing on-street space will be ineffective if off-street space is allowed to increase to cater for the displaced car trips.
- 5.83 Whilst increases in off-street parking charges will help discourage car commuting, the Council does not accept that this will always be achieved through charges. Even if public off-street car parks are operated on a commercial basis, users are merely charged a rate that the land owner feels the market can support, reflecting neither the true congestion nor the environmental cost imposed by additional car trips.
- 5.84 In Camden there are already some 35 public off-street car parks which provide an estimated 4,800 spaces. Most of these car parks offer contract spaces which are used by regular car commuters. To ensure an effective traffic restraint policy, the Council has adopted a package of complementary measures that seek to regulate the supply of all car parking space.
- 5.85 To enable proper consideration, applicants for public car parks will be required to provide the following information in support of proposals:
- a details of the proposed pricing structure which must favour short stay parking (up to two hours) and deter commuters by levying a punitive charge on long stay parking (over six hours); this can be achieved where the cost per hour, not just the total charge, increases significantly with the length of stay;
  - b details of the hours of operation;
  - c details of the proposed means of entry control; and
  - d details of access arrangements and layout of spaces.
- 5.86 Applicants for contract car parks will be required to provide the information in c) and d) above, and to identify the users of the car park together with a statement justifying their need for car parking space.

- 5.87 Potential applicants should bear in mind that planning permission will be refused for public or contract car parks which do not meet the strategic aims of the Council and some essential need. Essential need for off-street parking is defined as one or more of the following:
- replacement for on-street residential/business parking;
  - parking for operational business use in the neighbourhood; and
  - parking for people who have no alternative to use of the car such as disabled car drivers.

## Car-free housing developments

- TR16 The Council will encourage car-free housing developments in locations:
- a which are easily accessible by public transport;
  - b where there is a range of amenities, including shops and leisure activities; and
  - c within a controlled parking zone.

## Residential parking standards

- TR17 The Council will normally apply the parking standards (see chapter 16) to all new-build residential development or where there is a change from non-residential to residential use, so that:
- a they are designed to accommodate the needs of people with disabilities; and
  - b outside the Central London Area, sufficient car parking is provided within the curtilage of the site to accommodate car ownership levels, taking into account public transport accessibility and parking stress; or
  - c within the Central London Area and the King's Cross Opportunity Area, the amount of space devoted to parking is constrained.

Where it is not practicable to comply with the Council's minimum parking standards, the Council will consider designating the development car-free if it is located in an area with parking stress and within a controlled parking zone.

## Parking for residential conversions

- TR18 In schemes for residential conversion (within Use Class C3), the Council will seek, where practicable, to apply residential parking standards. Where this is not practicable, and the site is located in a street defined as heavily parked (identified in Appendix TR4), the Council will normally seek to limit the number of units resulting from subdivision in order to prevent an increase in on-street parking demand. The maximum number of units considered acceptable (subject to

policies on mix and residential standards) will normally be equivalent to the number of existing floors of accommodation within the property, excluding any use of roofspace.

- 5.88 Some parts of the Borough already experience on-street parking stress to a degree which results in obstruction, including double parking and footway parking. This in turn is not only detrimental to road safety, but can in extreme cases hinder access by the emergency services. It is appropriate to link parking standards to car ownership in order to prevent the situation deteriorating further.
- 5.89 The Council's residential parking standards are set out in Development Standard 8 and the Annex (C3 Residential Development) in chapter 16. The provision of adequate parking space is an important element of residential development. However, in congested areas where space is at a premium, a requirement to provide an unnecessarily high level of on-site parking may result in either the number of residential units being reduced to meet the parking standard or, in some constrained sites, make residential development unviable. The development standards acknowledge that under certain circumstances the requirement to provide off-street parking space at residential development could be waived completely. Where this is the case, the Council will consider if the development should be designated as car-free. Such developments can be constructed only within controlled parking zones. No parking will be provided within the development site (except for people with disabilities) and, in order to prevent displacement parking on-street, residents would not be eligible for on-street residents' permits. This enables land within the site that would have been taken up by parking to be used for other uses, such as more residential units or amenity space. As the majority of households in the Borough do not have a car it is considered that there is a substantial, and at present untapped, market for such housing.
- 5.90 Outside the Central London Area, applying a single parking standard to all residential development could prejudice the future provision of low cost housing in the Borough. Therefore, a degree of flexibility is built into the minimum standard of one space per dwelling.
- 5.91 In the Central London Area and King's Cross Opportunity Area, car ownership levels are relatively low for all types of household, the level of public transport accessibility is high and a large number of activities are within walking distance. Because the Council does not wish to actively promote high levels of car ownership, it is appropriate to adopt a flexible approach to on-site parking. Standards have been developed with a low minimum and a maximum, in order to maintain the viability of residential development in the Central Area.
- 5.92 In many residential areas of the Borough, demand for on-street parking exceeds supply. This often leads to obstructive parking (such as parking too close to junctions, footway parking and double parking) which causes inconvenience to passing vehicles, may impede emergency vehicles and reduces the inter-visibility between pedestrians and moving vehicles. The



problems are often worst overnight when residents attempt to find a parking space close to their homes. Subdivision of properties into a larger number of residential units can exacerbate these problems by increasing the pressure for on-street parking. The criteria on mix and residential standards that the Council will use in determining planning applications for conversions are described in policies HG18-20 of chapter 6. Heavily parked streets are listed in Appendix TR4 and illustrated in Map TR1.

- 5.93 The Council has carried out a survey of owner-occupied households in several streets across the Borough to obtain information about car ownership associated with single-family and sub-divided properties. In general, a given property will generate more cars if divided into a larger number of smaller units than into fewer larger units. For example, four one-bedroom converted flats in owner-occupation would be expected to generate 2.8 cars (0.7 x 4), compared to 1.6 for a four-bedroom undivided house in owner-occupation. Therefore, the expected number of cars generated by a property is likely to increase after subdivision and increase demand for on-street space unless an adequate level of off-street parking is provided.

## 8 Road safety

- TR19 The Council will assess the accident risks arising from development proposals, in consultation with Transport for London, where GLA Roads are affected. In particular, the Council will:
- a seek to reduce accidents by promoting schemes which lessen physical conflicts and, will especially promote schemes:
    - i at high risk sites with identifiable problems;
    - ii those designed to protect vulnerable road users such as pedestrians and cyclists;
    - iii enabling area-wide accident remedial measures especially in high risk areas; and
  - b ensure safety is given priority in the design of traffic management/calming and highway schemes and maintain a safety audit procedure. This procedure applies to the design, management and access implications of development as well as schemes promoted by the Council.

- 5.94 Developments which affect the highway or the amount or movement of traffic may have an effect on road safety. The Council's Road Safety Plan provides the basis for translating the policy commitment to safety for all road users into practical action in which local people have an important part to play. There is strong evidence to suggest that most accidents, particularly those involving pedestrians, cyclists, minor injuries or damage, go unreported. Consultation with the community is essential to highlight hazards not borne out by official data. The Council has a Road Safety

Forum, involving representatives from local schools, resident groups and user groups, to discuss regularly all areas of road safety in Camden and to recommend courses of action.

- 5.95 A large proportion of accidents in the Borough occur at high risk sites. The number of accidents at these sites needed significant reduction to meet the government's target of a one-third reduction in casualties by the end of 2000 (compared to the average 1981-85). The government set new road casualty targets (March 2000) to be achieved by 2010 (compared to the average 1984-98):
- a 40% reduction in the number of people killed or seriously injured;
  - a 50% reduction in the number of children killed or seriously injured; and
  - a 10% reduction in the slight casualty rate.
- Nearly half of all casualties occur to vulnerable road users such as pedestrians and cyclists and it is to these groups that the Council gives highest priority for accident reduction. Accident prevention measures generally give excellent rates of return in cost/benefit terms and in the number of accidents saved.
- 5.96 All traffic management and highway schemes will undergo formal safety audit checks at the planning, design and implementation stages. Safety audits have shown positive results in reducing the number of accidents. When general traffic management or highway schemes (or development affecting them) are introduced it is important that safety is not compromised by other objectives such as cost saving or aesthetics. All traffic schemes whether new or existing should provide safe conditions for users. Wherever appropriate and possible, the Council will incorporate safer at-grade provision for different road users into designs to reduce potential conflicts.
- 5.97 In residential areas and areas around schools, many accidents go unreported or the density of accidents is such that traditional accident reduction methods are not appropriate. An area-wide approach to accident reduction can achieve significant accident savings in such areas, particularly where substantial traffic calming is undertaken.
- 5.98 Notwithstanding the effectiveness of many traffic engineering measures in reducing accidents, such measures alone cannot compensate for behavioural factors, which in many cases may be the overriding cause. With appropriate education or training, it is possible to improve the skills, knowledge and awareness of all road users such that the road system is used safely and responsibly. The Council will continue to implement education, training and publicity programmes for all sectors of the community with particular attention being given to vulnerable groups such as children, the elderly, cyclists, motorcyclists and inexperienced road users.

## 9 Traffic management

- TR20 The Council will seek to encourage safer and more effective use of the road network by establishing a three-tier hierarchy of Strategic, London Distributor and Local Roads, and greater use of public transport. The Council will:
- a discourage through traffic using local roads by the appropriate use of traffic management measures and the layout and design of any new roads;
  - b conduct local area studies to:
    - i review the designation of Borough Distributor and Access Roads, and
    - ii promote and implement traffic schemes that support the road hierarchy;
  - c not support additional capacity on the main road network except where justified for new developments or to remove traffic from local roads, with any proposals for new road construction being assessed taking account of:
    - i the Council's traffic restraint policy TR10,
    - ii effects on the environment,
    - iii road safety,
    - iv traffic management arrangements, and
    - v the needs of all road users including pedestrians, bus passengers, people with disabilities and cyclists;
  - d support minor improvements to the King's Cross intersection that allow a reduction in traffic using Acton and Swinton Streets and copes with the extra traffic generated by a Channel Tunnel terminus at St. Pancras but not supporting schemes which involve major demolition;
  - e normally only allow direct vehicular access to Strategic or London Distributor roads where purpose designed junction arrangements are provided;
  - f refuse planning permission unless suitable ameliorative measures can be implemented if these are necessary to accommodate the vehicles and pedestrians generated; and
  - g attach conditions on the grant of planning permission and/or will seek planning obligations within the terms of policy RE6(a) to secure the provision and timing of highway improvements and measures to protect residents from traffic intrusion.

5.99 Increasing car ownership and use has resulted in a growth in traffic within the Borough substantial enough to cause severe congestion on many main roads during most part of the day. One of the undesirable effects of this congestion has been the increased use of minor roads by through traffic avoiding the congested main roads.

- 5.100 The road hierarchy described below aims to control these effects by limiting the number of routes available to through traffic, restraining the use of private cars for trips which could be adequately undertaken by public transport and providing a basis for network planning and the control of development. Developments generating motor vehicles need to be appropriately located in relation to the road hierarchy as well as public transport. In balancing environmental and traffic impacts, consideration should be given to minimising routing through local roads. Developments with vehicular access onto Strategic or London Distributor Roads, however, normally will be permitted only where suitable junction arrangements can be accommodated as part of the proposal.
- 5.101 The hierarchy (shown on Map TR2) is as follows:
- Strategic Roads** provide the distributor network for longer distance vehicle movements within London to the national road network. Known as GLA Roads with the passing of the Greater London Act 1999, Transport for London will be the Highway Authority. Within Camden, they comprise former Trunk Roads and Priority (Red) Routes, and are part of the main bus network and lorry routes.
- London Distributor Roads** provide links to Strategic Roads, for journeys between boroughs and access to town centres, and are part of the main bus routes (most but not all roads on the London Bus Priority Network outside the Central Area). They also provide access to adjacent land uses.
- Local Roads** are all other roads in the Borough and are sub-divided into two categories depending on whether their function is to distribute local traffic or to gain access:
- a **Borough Distributors** provide for movement within Camden, between London Distributor Roads and Local Access Roads, and are mainly for local vehicle movements and serve as suitable routes for emergency vehicles and buses.
  - b **Access Roads** provide links to land and buildings. Some local roads may be fully-pedestrianised while others may have shared-surface. In both cases, conditions for walking will be enhanced.
- 5.102 The road hierarchy takes into account the function and characteristics of roads in the network. The suitability of local roads as access or distributor roads will be reviewed when conducting local area studies. The local area studies will also investigate the possibility of designating areas as low-speed zones. Table TR2 below outlines the approach to traffic management for each of the level and the Schedule of Transport Proposals lists the changes to roads within the hierarchy.

Table TR2: Road hierarchy in Camden

Use	Local Roads Access Roads	Borough Distributors	London Distributor Roads	Strategic Roads
<i>Predominant Functions</i>	Providing access to adjacent land and buildings.	As Access Roads plus collecting and distributing local traffic in Borough, inc. buses.	Attract and serve traffic between boroughs and town centres, providing links to strategic roads.	Serve longer distance through traffic and links to national road network.
<i>Servicing</i>	Control of servicing may be considered for safety & environmental reasons.	As Access Roads	Considerable control	Considerable control
<i>Heavy Goods Vehicle Activity</i>	Essential deliveries only.	Essential deliveries only.	Through trips.	Through trips.
<i>Bus Routes</i>	Suitable to provide for local needs; smaller buses may be necessary.	Suitable for all bus services	Main bus routes. Implementation of bus priority where appropriate.	Main bus routes. Implementation of bus priority where appropriate.
<i>Emergency Vehicle Use</i>	Should not be main through-route.	Suitable for through-route.	Suitable for through-route.	Suitable for through-route
<i>Traffic Management Measures</i>	Selective closures or banned turns to eliminate rat-running. Extensive traffic calming measures, for example, width restrictions, 20mph speed limits, local area lorry bans, subject to requirements of emergency services and buses.	Selective movement restrictions and/or width restrictions to discourage through movements, subject to access needs and requirements of emergency services and buses. Limited traffic calming measures and lorry control.	Measures, which would allow necessary traffic movement, subject to complementary measures on local roads to ensure no increase in overall network capacity and proper provision for pedestrians, cyclists and buses.	As for London Distributor Roads. Some limitation on access to improve flow.

5.103 The overall intention of the hierarchy is to:

- protect against and, where possible reduce the adverse environmental impact of traffic;
- improve conditions for pedestrians and cyclists;
- improve bus services by avoiding long delays;

- reduce accidents;
- reduce the amount of through traffic on local roads;
- maintain and improve the amenity of the Borough; and
- remove goods vehicles from unsuitable routes.

- 5.104 The Council will take into account and seek to balance the interests of affected groups, including residents and businesses, in promoting and monitoring schemes, consulting other authorities such as the London Fire and Emergency Planning Authority (LFEPA), Metropolitan Police etc. through regular liaison meetings. Traffic management schemes and proposals are submitted annually in the Council's Interim Transport Plan (to become Local Implementation Plan with the setting up of the Greater London Authority).
- 5.105 When the capacity of roads is increased, additional traffic is generated which causes more congestion and environmental damage. New road construction or major improvement schemes can be supported only when essential, the design is appropriate to the status of the road and the criteria in policy TR20 are met. The Council abandoned the widening safeguarding of St. Pancras Way in 1987, which it had inherited from the Greater London Council.
- 5.106 The former Department of Transport inherited the safeguarded St. Chad's Place scheme for the King's Cross intersection from the GLC. Due to the lack of benefits compared to the costs, the Department will not be proceeding with this scheme. The Council also has always had engineering concerns about the St. Chad's Place scheme. The choice of St. Pancras as the Channel Tunnel Rail Link Terminus reduces the ability to provide improvements around the King's Cross intersection. Some modest changes to the highway system may be possible that will allow a reduction of traffic using Acton and Swinton Streets. Other roads in the King's Cross/St. Pancras area will change with development of the new terminus. These include an anti-clockwise gyratory system using the southern part of Pancras Road and Midland Road, a realigned Goods Way and York Way, and widening of Euston Road.
- 5.107 Strategic and London Distributor roads are intended to distribute traffic. They therefore have a major traffic role which should normally take precedence over access requirements for individual development sites and premises. In certain circumstances, where the alternative is to provide access from a Local (residential) Road, it may be preferable to allow access from a Strategic or London Distributor Roads and works may be necessary to provide acceptable access.
- 5.108 Where a proposed development generates additional vehicular, pedestrian and cycle movement, it is necessary to ensure that the transport infrastructure can accommodate these additional movements at an appropriate level of service. Where improvements are required, planning permission will only be granted if they are funded in full by the developer in the context of policy RE6(a) and completed before the development opens.

## 10 Pedestrians

- TR21 The Council will:
- a seek to improve conditions for the convenience and safety of pedestrians, to reduce walking times and to enhance the pedestrian environment taking into consideration design, pedestrian access and security, with particular attention being given to provision for members of the groups most likely to be disadvantaged, such as wheelchair users, visually impaired people, children and elderly people;
  - b promote the development of, and implement, networks of safe, accessible and attractive pedestrian routes throughout the Borough;
  - c incorporate the needs of pedestrians in all highway improvement, traffic management, traffic calming and environmental schemes, including bus priority and cycling schemes;
  - d implement schemes to improve pedestrian road crossing facilities particularly in areas of high pedestrian activity such as routes to local schools, shopping streets and public transport interchanges;
  - e implement schemes to ensure that footway widths are commensurate with likely usage, particularly in areas of high pedestrian activity;
  - f seek any necessary provision, or contribution towards it, within the terms of policy RE6;
  - g implement schemes to enhance the pedestrian environment by introducing traffic calming measures where appropriate;
  - h require developers to provide high standard pedestrian facilities within the site, upgrade external links where a significant number of movements will be generated and open up new, or replace, pedestrian routes, particularly where severance has previously occurred; and
  - i require developers and statutory undertakers to reinstate promptly any disturbance to the highway (including the footway) in original materials following site construction works.

5.109 Many Londoners make most or all of their travel on foot. Most motorised and public transport journeys include walking at one or both ends of the trip; some priority groups such as school children are very dependent on walking as a primary mode of transport. Walking is also a healthy, non-polluting mode of transport. As such, the Council considers that facilities for pedestrians are of the utmost importance.

5.110 The highway network is for pedestrians as well as vehicular traffic. Increasing traffic volumes have resulted in deterioration in pedestrian conditions throughout the Borough. Traffic noise and pollution continue to rise and pedestrians as the most vulnerable group now account for about one third of all casualties in road accidents. The Council is therefore committed to improving the safety of pedestrians and ensuring that their needs, particularly those of disadvantaged groups, are fully taken into

consideration in development proposals and in the planning, programming and design of traffic management and environmental schemes. Standards on access for pedestrians and people with disabilities can be found in Supplementary Planning Guidance.

- 5.111 The high traffic volumes on many of Camden's roads make the crossing of them dangerous for pedestrians, particularly those with disabilities. Many roads are also a major cause of severance in the local community. This is exacerbated by the lack of protected crossing facilities along many roads and junctions. To help reduce the conflict with traffic, the Council will develop a network of pedestrian routes throughout the Borough, where possible away from the major roads, with the aims of following clear desire lines or linking residential areas to local amenities or forming leisure routes.
- 5.112 In order to maintain a safe and attractive environment, footway widths must be adequate to accommodate the pedestrian flows predicted to use them. The Council will also develop proposals in its annual transport plan to make areas safer and more attractive to pedestrians in town centres, including wider footways, narrower carriageways and pedestrian-friendly crossings. New developments that will lead to additional pedestrian activity should be preceded, where necessary, by appropriate increases in footway areas. Transport for London will be consulted about proposals that affect a GLA road. An unobstructed footway is necessary to maintain an adequate level of service for all pedestrians and, in particular, to ensure access for people with disabilities and carers with push chairs. Site development may also provide the opportunity for new pedestrian links that will increase accessibility for pedestrians and promote walking as a mode of transport.
- 5.113 Increased car ownership and car commuting in London has resulted in growing demands for on-street parking space. This has led, in many areas, to parking too close to junctions, on footways and across pedestrian crossovers. Except where exemption or specific provision is made, footway parking is unlawful. It reduces footway width and increases maintenance costs. Parking too close to junctions is dangerous to both vehicle drivers and pedestrians because of reduced visibility. Parking across crossovers is inconvenient for all pedestrians and can have a detrimental effect on many people with disabilities. Therefore, the Council intends to implement schemes to enhance the pedestrian environment by acting against illegal or dangerous parking, such as parking too close to junctions, on the footway or across dropped kerbs.
- 5.114 One of the undesirable effects of severe congestion on many of the traditional main roads throughout the day is the increased use of minor residential roads by through traffic. This in turn has a detrimental affect on the local environment, and increases the dangers to pedestrians who need to cross the road. Introducing traffic calming measures, such as road humps, footway buildouts, traffic throttles, entry treatments etc., in residential areas can enhance pedestrian environment and safety substantially. Where appropriate, 20 mile per hour zones will be introduced. Particular attention will be given to areas adjacent to major



roads to ensure that residential areas are protected from possible adverse side effects of these routes, such as increased traffic flows and rat-running.

- 5.115 Poor design or maintenance of footways can be dangerous, particularly for people with disabilities. The footway environment is often littered with obstacles, such as street furniture, tables and chairs, advertisement boards, and the surface cracked or damaged. There are many street works that can increase safety and help people with disabilities to be more mobile, such as dropped kerbs, bollards to prevent vehicles driving on footways and causing damage, and tactile paving. The Council will, therefore, promote and implement streetworks and a high standard of maintenance to assist people with disabilities, including the provision of dropped kerbs and textured paving where appropriate. Supplementary Planning Guidance will apply to all proposals to place street furniture, tables and chairs and other potential obstacles on the footway.
- 5.116 Detailed proposals for pedestrian schemes and improvements to the pedestrian environment are included in the Council's Interim Transport Plan (to become the Local Implementation Plan). In any schemes for pedestrianisation, adequate access will have to be maintained for the servicing of utilities and full consultation will take place with the appropriate authorities.

## 11 Cycling

TR22 The Council will:

- a expand, develop and improve the Borough's cycle network to facilitate safe, pleasant, comfortable and convenient cycling, and in particular:
  - i adopt the London Cycle Network and implement the links shown on Map TR3 (and modifications to it as these become necessary) and develop programmes for the implementation of the remaining sections of the network, and
  - ii where cycle use, potential use or safety considerations warrant, implement local cycle priority and cycle access improvements particularly where they would feed into the strategic cycle network;
- b safeguard the needs of cyclists in all highway improvements, traffic management, traffic calming, pedestrian, bus priority and environmental schemes, with particular regard to the objectives of accessibility and safety, while ensuring that there is no conflict between pedestrians and cyclists;
- c promote and install cycle parking facilities throughout the Borough including within or close to transport interchanges;
- d require developers to provide adequate facilities for cycle movement and parking which is appropriate to the particular development;

- e require developers, where practicable, to provide for new cycle routes (to Development Standard DS7) where the development opens up the opportunity for a new cycle link;
- f consider the provision of facilities for leisure cycling, especially where such facilities can be used by less experienced cyclists to improve their skills;
- g encourage public utilities and developers to minimise the detrimental impact of their activities on road surfaces; and
- h have regard to Development Standards DS7 and DS8 in assessing development proposals.

- 5.117 Cycling is a highly efficient and environmentally-friendly transport mode. It meets other Council transport objectives too, being quicker than walking, flexible (accessibility), efficient in its use of road space and energy, cheap and available to a large section of the community (equity), including some of those unable to own and/or drive a car. Cyclists rarely cause damage to others but are usually the victims; Transport Research Laboratory research shows that only a quarter of accidents involving cyclists and motor vehicles are the fault of the cyclist. However, cyclists are sometimes publicly perceived to be a nuisance. The Council is committed therefore, to improving conditions for cyclists, especially with respect to safety, and promoting good practice by cyclists. However, the Council acknowledges that the needs of cyclists may have to be balanced with those of pedestrians.
- 5.118 In recognising the contribution cycling can make to tackling London's transport and reducing environmental problems, the former London Planning Advisory Committee has adopted a 1,000 mile strategic cycle route network for London (Report 7/89). The network has since been commended by Strategic Planning Guidance for London and detailed cycle schemes and proposals are included in the annual transport plan.
- 5.119 In order to encourage cycle use, adequate provision for safe movement and parking should be made as part of developments such as shops, employment uses, educational and leisure facilities and public transport stations, and in all major developments. Appropriate standards for cycle parking are given in the chapter 16. Similarly, the opportunity will be taken, through the development control process, for new developments to provide cycle routes and priority measures.

## 12 Movement of goods

### Facilities and amenity

- TR23 The Council will:
- a require adequate provision for goods vehicles within all development in line with development standards;
  - b promote measures to concentrate the movement of goods by road on the Strategic and London Distributor Roads by controlling the location of new industrial and commercial premises and heavy goods vehicle operating centres;
  - c promote the provision of suitable facilities for the transfer of goods from road to other modes of transport;
  - d promote measures to protect people from the adverse effects of commercial vehicles, with due consideration given to the needs of industry and the effects on land use policy. In particular the Council will:
    - i seek to maintain the existing controls and implement restrictions on the use of large commercial vehicles during night-time and at weekends,
    - ii promote and implement restrictions on the use of commercial vehicles in residential areas, and
    - iii implement controls over on street parking of commercial vehicles and investigate the demand for a lorry park within the Borough;
 and
  - e where local impacts are acceptable, support and advocate extension of national and regional policies to transfer freight from road to rail or water transport, especially in view of the opportunities provided by the construction of the Channel Tunnel and including a move to upgrade the rail network loading gauge to continental standards.

### Movement of goods in residential areas

- TR24 The Council will not normally permit uses involving the operation of goods vehicles greater than 7.5 tonnes gross vehicle weight (gvw) from the site, or sites receiving frequent deliveries in residential areas.

### Movement of goods on waterways

- TR25 The Council will:
- a promote the use of the Regent's Canal for the transport of materials into and out of development sites adjacent to the Canal where this does not have an adverse effect on the environment; and

- b encourage, in conjunction with British Waterways, the development of freight facilities on cruising waterways, where it will not have an adverse effect on the environment. Suitable sites, particularly for minerals, construction aggregates and waste movement, should be identified where bulk carrying vessels can transfer to local distribution.

- 5.120 The movement of freight is vital to both the local and regional economy. The Council will attempt to facilitate ease of access for goods vehicles whilst, at the same time, acknowledging that a balance has to be drawn between the need to transport goods by road and the adverse environmental consequences of using commercial vehicles. The Council will support applications for grant aid under Section 140 of the 1993 Railways Act for the provision of facilities for freight haulage by inland waterway in appropriate circumstances.
- 5.121 All commercial activities require delivery and servicing by goods vehicles. Adequate provision should therefore be made within all developments to facilitate ease of delivery and servicing whilst causing minimum inconvenience to other road users or pedestrians. The Council will apply standards relating to the servicing by, and parking of, goods vehicles, when considering applications for development. The presumption is that servicing will be carried out on-site but exceptions may be made for small developments or the merits of the case.
- 5.122 The efficient movement of goods and materials requires that the vehicles used for their transport have ease of access to suitable roads. In order to minimise the disturbance caused to residents by goods vehicles, such vehicles must be able to gain early access to Strategic or London Distributor Roads with minimum use of Local Roads (both distributor and access).
- 5.123 The Council recognises the problems that are caused by long distance freight traffic moving by road, especially within urban areas, although those areas very often are either the origin or destination. Therefore, the Council supports policies that allow the transfer of such traffic to the rail or water transport where the local impacts are acceptable. The construction of the Channel Tunnel and upgrading of the rail network could provide the opportunities for this shift to take place.
- 5.124 The Council's policies are intended to facilitate ease of movement for essential goods vehicle traffic on the Strategic and London Distributor Road network whilst minimising the social cost of goods vehicle use. The Council supports the operation of the night-time and weekend lorry restrictions within London to reduce the environmental impact of heavy goods vehicles.
- 5.125 Any non-residential use proposed in a residential area must be able to be carried out without detriment to the amenity of the area because of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit. This 'residential amenity test' is:

- a applied to each part of the use, not simply the inherent qualities of the proposed industrial process;
  - b assessed against the amenity of any surrounding residential area, and not just the environment of the site.
- 5.126 Vehicles operating from the site or delivering to the site are a fundamental part of the use which should, therefore, be subject to the residential amenity test. Land uses generating a significant number of large vehicles would fail the test on the grounds that they are not acceptable in residential areas because of the associated noise, vibration, pollution and intrusion.
- 5.128 The maximum size of vehicle acceptable in a residential area has been assessed with reference to the following considerations:
- a The largest vehicles normally found in residential areas are pantechnicons (about 9.5 metres long) and refuse vehicles (about 8.0 metres long) both with a gvw of 16.23 tonnes. However, vehicles of this size only require infrequent access, normally once a week or less, and are not regarded as setting a standard for the size acceptable on a daily basis.
  - b The majority of service trips in central and inner London are made by light or medium light goods vehicles less than 7.5 tonnes gvw. Therefore, a threshold of 7.5 tonnes would exclude those relatively few uses that generate a significant number of heavy vehicles.
  - c A threshold of 7.5 tonnes gvw, therefore, forms part of a package of measures which seek to improve environmental conditions in residential areas by removing heavy goods vehicles.
- 5.129 The Council's standards for parking and servicing will be applied at all developments. Where an application is made on behalf of a known occupier who requires higher levels of parking or servicing, they will be required to submit details of the anticipated traffic generation, making specific reference to the size of vehicle used and the number of daily movements.
- 5.130 The Regent's Canal is no longer a major route for the transport of freight. As its previous role declined, its importance in ecological and recreational terms has increased. There does still remain however the potential to use the Canal for the movement of certain types of bulk materials.
- 5.131 Bulk materials can be transported by canal with minimum social costs to the community. This is in contrast to the noise, air pollution and visual intrusion created by the use of lorries to service development sites. London's waterways have the potential to transport large quantities of aggregates long distances direct into inner London minimising the use of heavy goods vehicles for their movement.
- 3.132 The Council will encourage the maximum use of the Regent's Canal for the transport of building and other materials whilst seeking to minimise the conflict between such a use and the use of the Canal for leisure purposes.

## 13 Air transport

- TR26 The Council will:
- a advocate the use of public transport to airports in the London area and ensure that any new facilities or intensified use of existing facilities do not lead to a significant increase in demand for use of Camden's roads; and
  - b treat each proposal for helicopter facilities on its merits, having regard to the following considerations:
    - i effects on the environment for people living and working in Camden,
    - ii surface access to, and traffic impact of, the facility, and
    - iii the economic benefits of such a development.

5.133 The impact of surface access on the road and public transport systems is one of the most important aspects of airports, particularly as Camden is close to, and part of, many major attractions in London such as hotels, tourist attractions and business activity.

5.134 Helicopter facilities can provide some economic benefits but this has to be weighed against the environmental effects, particularly in terms of traffic impact and noise, on people living and working near such a facility. In assessing any new facility in such a heavily built-up area as Camden, the environmental impact should be the major determinant of its acceptability. Submission of a planning application for a helicopter facility would be required to address, and make clear, the environmental impacts.

## Appendix TR1: Public transport accessibility index

### Introduction

- 5.135 Public transport accessibility involves a complex relationship between the characteristics of the public transport system and the spatial distribution of land uses. As a proxy, the Council has developed indices of accessibility to public transport which are derived from the time waiting for services to arrive, and the time walking to the public transport network.
- 5.136 To give an indication of the relative accessibility of different parts of the Borough, the Council calculated zonal indices based on enumeration districts. However, to translate this from a relatively coarse measure into an easy to use development control tool, a methodology was developed which focused on areas with high levels of public transport accessibility. These areas, illustrated in the Council's Transport Plan (which is currently known as the Interim Transport Plan and will be known as the Local Implementation Plan in future) and summarised below, are within a reasonable walking distance of a major node on the public transport network where several buses and/or rail services intersect.

Area	Public transport services
<i>Central Area</i>	7 Underground lines, 3 mainline stations, Thameslink, and over 40 bus routes.
<i>Camden Town</i>	All Northern Line branches and 12 bus routes
<i>Finchley Road</i>	Metropolitan and Jubilee Lines, Richmond-North Woolwich Line, and 5 bus routes.
<i>Swiss Cottage</i>	Jubilee Line and 8 bus routes
<i>Mornington Crescent</i>	Northern Line and 9 bus routes
<i>West Hampstead</i>	Jubilee Line, Thameslink, and 3 bus routes
<i>Kilburn (South)</i>	Bakerloo Line, Euston-Watford Line, and 7 bus routes
<i>Kilburn (North)</i>	Jubilee Line, Richmond-North Woolwich Line, and 7 bus routes
<i>Kentish Town</i>	Northern Line, Thameslink, and 5 bus routes

## Appendix TR2: Transport Impact Statement

### What is a Transport Impact Statement ?

- 5.137 A Transport Impact Statement (TIS) is a written statement which provides detailed information on a range of transport conditions both before and after a development has been built. If there is not a full Environmental Statement accompanying the planning application then the effect of additional traffic on air pollution and noise should also be included. The process of providing a TIS structures the presentation of information and allows appropriate conclusions and recommendations to emerge.
- 5.138 The Council will then carry out a Transport Impact Assessment (TIA) based on the information contained in the TIS and this will be a major consideration in the determination of the application.

### When is a Transport Impact Statement required ?

- 5.139 A TIS will normally be required when a development generates a net increase of:
- a more than 1,000 person trips per day; or
  - b more than 500 vehicle movements per day; or
  - c more than 100 person trips during the peak hours (0700-1000 and/or 1600-1900); 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.
- 5.140 The table below provides some guidelines on the amount of floor space likely to exceed one or more of the above criteria. Clearly, a mixed use development would also require a TIS if the total number of trips exceeded the relevant criteria.



Land Use		Threshold	Criteria
A1	Foodstore	1,000 m <sup>2</sup> GFA	a b c d
	DIY store	2,000 m <sup>2</sup> GFA	b d
A3	Fast Food	50 seats	a
B1/ A2	Office	3,500 m <sup>2</sup> GFA	c
B2	Industry	4,000 m <sup>2</sup> GFA	e
B8	Storage and Distribution	4,000 m <sup>2</sup> GFA	e
C1	Hotel	250 bedrooms	a
C2	Hospitals	250 beds	a b
C3	Dwellings	250 units	b
D2	Entertainment	>500 person capacity	a

(GFA = Gross Floor Area)

- 5.141 If a particular land use is not specified above or if the applicant is unsure whether or not a TIS is required, further guidance will be provided by the Council's Planning Service.
- 5.142 Although a formal statement is not required for smaller schemes, aspects of their transport impact would still be assessed through the standard development control process.

### What should a Transport Impact Statement include ?

- 5.143 Applicants should discuss the scope of the TIS with the Council at an early stage. In addition, the Council will advise on the most appropriate methods to use, for example, in estimating trip generation.

5.144 As a model for best practice, a TIS should include the following information:

<b>1</b>	<b>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>2</b>	<b>Description of base networks</b>	
a	Plan showing relationship of site to the surrounding road, public transport, pedestrian and cycle networks.	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.	Not normally required where only criteria A and/or C met
c	Information on frequency, reliability and capacity of bus, underground and rail services within the study area.	Only normally required where criteria A and/or C met
<b>3</b>	<b>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>4</b>	<b>Trip assignment</b>	
a	Assignment of vehicular trips to the road network.	Not normally required where only criteria A and/or C met
b	Assignment of public transport trips to the bus and rail networks.	Only normally required where criteria A and/or C met
c	Justification for assignment methodology.	Always required
<b>5</b>	<b>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>6</b>	<b>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
<hr/>		
<b>7</b>	<b>Public transport</b>	
a	Assess the accessibility of the site by public transport.	Always required
b	Identify BR and Underground stations and lines, and bus services that will be significantly affected by the development. Evaluate and quantify impact of additional demand on capacity.	Only normally required where criteria A and/or C met.
c	Assess and quantify impact of additional road traffic on bus reliability.	Not normally required where only criteria A and/or C met
<hr/>		
<b>8</b>	<b>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.	Not normally required where only criteria A and/or C met.
b	Carry out a Safety Audit.	Only required where physical changes are proposed on the public highway.
<hr/>		
<b>9</b>	<b>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 and physical design features.	Always required.
<hr/>		
<b>10</b>	<b>Environmental impact</b>	
a	The impact of generated traffic on air pollution and noise (where a full Environmental Statement is not required).	Not normally required where only criteria A and/or C met.
<hr/>		
<b>11</b>	<b>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.	Always required

## How will the Transport Impact Assessment be used ?

- 5.145 The Council will make an assessment based on the submitted statement. This might conclude, for example, that:
- the impacts of the development are acceptable in transport terms;
  - the development would become acceptable if scaled down to reduce the impacts;
  - the modal split can be changed by, for example, altering the parking provision;
  - the applicant should provide new or improved public or community transport;
  - improvements should/could be made to the highway (including pedestrian and cycle facilities).
- 5.146 There are established mechanisms whereby Highway Authorities obtain the funds for necessary works to the highway. Where justified, the Council will also seek planning obligations with developers to fund increased public transport capacity and other public transport facilities.

## Appendix TR3: Congested Underground stations

Station	Problem Areas	Relief Work
<i>Camden Town</i>	Low level concourse, ticket hall and interchange passageways.	Proposals for congestion-relief are under consideration.
<i>Chancery Lane</i>	Escalator capacity.	No firm proposals.
<i>Covent Garden</i>	Ticket hall and lift capacity.	Proposals for congestion-relief are under consideration.
<i>Euston Square</i>	Ticket hall capacity and staircase congestion.	Linked to Railtrack plans for West Coast Main Line upgrade.
<i>Goodge Street</i>	Lift capacity.	No firm proposals.
<i>Holborn</i>	Ticket hall and interchange passageways	Proposals for congestion-relief are under consideration.
<i>King's Cross</i>	Ticket hall and associated passageways.	Stage I works proceeding 2000-2005 involving a new Western Ticket Hall and enlargement of the existing ticket hall.
<i>Russell Square</i>	Lift capacity	Proposals for congestion-relief are under consideration
<i>Tottenham Court Road</i>	Ticket hall and holding area at base of escalators to/from ticket hall.	Proposals for congestion relief are under consideration.
<i>Tufnell Park</i>	Lift capacity.	No firm proposals.
<i>Warren Street</i>	Holding area at base of upper escalators.	No firm proposals.

Source: *London Underground Limited, 1999, 2000*

- 5.147 The information contained in the table represents the best available information at the time. The contents of the table may change with the Public-Private partnership and the information contained above is by no means committed. Apart from King's Cross Stage I works, there is no expenditure programmed for enhancing station capacity.

## Appendix TR4: Heavily parked streets

- 5.148 The Council carried out surveys in 1994 and 1996 outside the Central London Area to determine, firstly, the number of vehicles parked on-street (when demand for space by residents is greatest), and secondly, the maximum number of kerb side spaces. The following streets, where overnight demand exceeds 90% of the available kerb side spaces, are considered to be heavily parked. These streets are illustrated on Map TR1. The list below will be reviewed through monitoring the change in on-street parking availability by the provision of new crossovers, which reduce on-street capacity, and through re-surveying of streets just under the 90% threshold.
- 5.149 The Central London Area was not surveyed as there are fewer opportunities for further residential conversions. However, when applications are received, the overnight on-street parking conditions will be assessed and policy TR18 will apply if demand exceeds 90% of the available kerb side spaces.
- |  |   |
|--|---|
| Abbey Road   | Cannon Hill   |
| Abbots Place   | Cannon Place  |
| Aberdare Gardens   | Cantelows Road  |
| Achilles Road  | Carlingford Road  |
| Acol Road  | Chalcot Crescent  |
| Agamemnon Road   | Chalcot Road  |
| Agincourt Road   | Chalcot Square  |
| Ainger Road  | Charlton Kings Road   |
| Ajax Road  | Chamberlain Street  |
| Albert Street  | Chesterford Gardens   |
| Aldred Road  | Christchurch Hill   |
| Antrim Road/Antrim Grove   | Cleve Road  |
| Ariel Road   | Chetwynd Road   |
| Augustus Street  | College Place ( <i>between Pratt Street and Plender Street</i> )      |
| Baptist Gardens  | Compayne Gardens ( <i>between Priory Road and Fairhazel Gardens</i> ) |
| Bartholomew Villas   | Constantine Road  |
| Belsize Avenue   | Cotleigh Road   |
| Belsize Crescent   | Courthope Road  |
| Belsize Grove  | Crediton Hill   |
| Belsize Park   | Cressy Road   |
| Belsize Square ( <i>North and South</i> )                        | Dartmouth Park Road ( <i>between Highgate Road and York Rise</i> )    |
| Belsize Terrace  | Denning Road  |
| Berkley Road   | Dennington Park Road  |
| Birchington Road   | Downside Crescent   |
| Bisham Gardens   | Dunollie Place  |
| Bolton Road  | Dunollie Road   |
| Boscastle Road   | Dynham Road   |
| Bracknell Gardens  | Edis Road   |
| Burghley Road ( <i>between Highgate Road and Ingestre Road</i> ) | Egbert Street   |
| Burrard Road   | Elaine Grove  |
| Camden Terrace   |   |
| Canfield Gardens   |   |
| Canfield Place   |   |

Elizabeth Mews  
 Esrking Road  
 Estelle Road  
 Eton College Road  
 Evangelist Road  
 Fairhazel Gardens (*between  
Broadhurst and Greencroft  
Gardens*)  
 Falkland Road (*between Leverton  
Street and Lady Margaret  
Road*)  
 Fawley Road  
 Fellows Road (*between Merton  
Rise and Primrose Hill Road*)  
 Fitzroy Road  
 Flask Walk  
 Fordwych Road  
 Fortess Grove  
 Frogna Gardens  
 Gaisford St (*between Hammond  
Street and Bartholomew Road*)  
 Gardnor Road  
 Garlinge Road  
 Gascony Avenue  
 Gayton Crescent  
 Gilden Crescent  
 Gladys Road  
 Glenbrook Road  
 Glenhurst Avenue  
 Glenilla Road  
 Glenloch Road  
 Glenmore Road  
 Gloucester Avenue (*between  
King Henry's Road and  
Princess Road*)  
 Goldhurst Terrace  
 Grafton Terrace  
 Greencroft Gardens  
 Greville Road  
 Hampstead Square  
 Hemstal Road  
 Hillfield Road  
 Hilltop Road  
 Holford Road  
 Holmdale Road  
 Honeybourne Road  
 Howitt Road  
 Ingham Road  
 Inglewood Road  
 Kelly Street  
 King Henry's Road (*between  
Primrose Hill Road and  
Regents Park Road*)  
 Kingdon Road  
 Kylemore Road  
 Lady Margaret Road  
 Lady Somerset Road  
 Lambolle Place  
 Lambolle Road  
 Lancaster Drive  
 Lancaster Grove  
 Langland Gardens  
 Laurier Road (*between York Rise  
and Boscastle Road*)  
 Leighton Crescent  
 Leighton Grove  
 Leverton Street (*between Ascham  
Street and Leighton Road*)  
 Lindfield Gardens  
 Lisburne Road  
 Lissenden Gardens  
 Lithos Road  
 Loveridge Road  
 Lowfield Road  
 Lyncroft Gardens  
 Malden Crescent  
 Malden Place  
 Malden Road (*Southampton Road  
to Queen's Crescent*)  
 Manstone Road  
 Marquis Road  
 Mazenod Avenue  
 Merton Rise  
 Messina Avenue (*between  
Kingsgate Road and West End  
Lane*)  
 Modbury Gardens  
 Montpelier Grove  
 Mortimer Crescent  
 Mortimer Place  
 Mortimer Terrace  
 Murray Street  
 Mutrix Road  
 Narcissus Road  
 Nassington Road  
 Netherhall Way  
 New End  
 New End Square  
 North Villas  
 Oak Village  
 Oakford Road  
 Oppidans Road  
 Ospringe Road (*between  
Brecknock Road and Lady  
Margaret Road*)  
 Pandora Road  
 Parkhill Road  
 Parliament Hill

Parsifal Road  
 Peckwater Street  
 Phoenix Road (*Ossulston Street to Chalton Street*)  
 Pilgrims Lane  
 Primrose Gardens  
 Prince Arthur Road (*between Hampstead High Street and Fitzjohns Avenue*)  
 Prince of Wales Road (*between Queens Crescent and Malden Road*)  
 Princess Road (*between Regent's Park Road and Chalcot Road*)  
 Priory Road  
 Priory Terrace  
 Provost Road  
 Quadrant Grove  
 Redhill Street  
 Regents Park Road (*between Rothwell Street and St Mark's Square*)  
 Rochester Square  
 Roderick Road  
 Rona Road  
 Rondu Road  
 Rosemont Road  
 Rothwell Street  
 Rudall Crescent  
 Sandwell Crescent  
 Savernake Road  
 Sharples Hall Street  
 Shepherd's Walk  
 Sheriff Road  
 Shirlock Road  
 Smyrna Road  
 Solent Road  
 South Hill Park  
 South Villas  
 Spencer Rise  
 Springfield Lane  
 Springfield Walk  
 Squires Mount  
 St Albans Road (*between Brookfield Park and Croftdown Road*)  
 St Ann's Gardens  
 St Augustine's Road  
 St Cuthbert's Road  
 St Leonard's Square  
 St Mark's Crescent  
 St Thomas' Gardens  
 Steele's Mews (*North and South*)  
 Steele's Road  
 Stratford Villas  
 Strathray Gardens  
 Sumatra Road (*between Glenbrook Road and West End Lane*)  
 Tanza Road  
 Tasker Road  
 The Mount Square  
 Torriano Avenue (*between Brecknock Road and Leighton Road*)  
 Twisden Road  
 Ulysses Road  
 Upper Park Road  
 Wavel Mews  
 Weech Road  
 Weedington Road (*North of Queen's Crescent*)  
 Well Walk  
 West End Lane (*Kilburn Place to Abbots Place*)  
 West Hampstead Mews  
 Willoughby Road  
 Winscombe Street  
 Woodchurch Road  
 Wrotham Road  
 York Rise (*between Dartmouth Park Road and Chetwynd Road*)



## Appendix TR5: Description of highways

- 5.150 Under the Highways Act 1980, as amended, Camden is the Highway Authority for all highways in the Borough which are not highways for which Transport for London is the Highway Authority, whether or not these are maintainable at the public expense.
- 5.151 The Highway Authority has a responsibility to maintain all public highways and to determine any changes or improvements accorded by the Highways Act 1980, as amended. In addition, it has duties with regard to regulating the movement of traffic, parking (under the 1984 Road Traffic Regulation Act) and the enforcement of permitted parking spaces (under the 1991 Road Traffic Act).
- 5.152 Roads for which Camden is the Highway Authority are called **Borough Roads**. Roads for which Transport for London is the Highway Authority are called **GLA Roads**.
- 5.153 Camden consists of a complex and very fine network of roads of differing character. Within this network, the Council has established a road hierarchy in accordance to the criteria set out in section 9 of this chapter (see Table TR2 and the Schedule of Proposals (T10)).
- 5.154 In addition to Camden's own road hierarchy, there are other networks within the Borough that have been established individually at a national level. Each network performs a different function, although in some cases this is difficult to distinguish. Camden's role and position regarding these networks is also different in each case. The following is a brief explanation of these networks and their role within Camden.

### Principal and Classified Roads

- 5.155 These roads are designated by the Secretary of State for the Environment, Transport and the Regions under section 12 of the Highways Act 1980, as amended. The designation has little relevance today, the roads being referred to in very few Statutory Instruments. However, Classified Roads are referred to in the Town and Country Planning (General Permitted Development Order) 1995 and planning permission is required for all accesses onto Classified Roads. Appendix TR6 gives a list of all Classified Roads in Camden.

### Primary Route Network (PRN)

- 5.156 These roads form part of the national road network for longer distance movements between and through urban areas. Roads which form the PRN are either GLA Roads or Borough roads.

## Traffic Sensitive Streets (TSS)

- 5.157 These are roads that under the Roads and Street Works Act 1991 are designated by the Traffic Authority to be traffic sensitive in relation to street works. The Traffic Authority may make special provision on these roads for statutory undertakers to give advance notice of works, notice of starting of works and notice of emergency works.

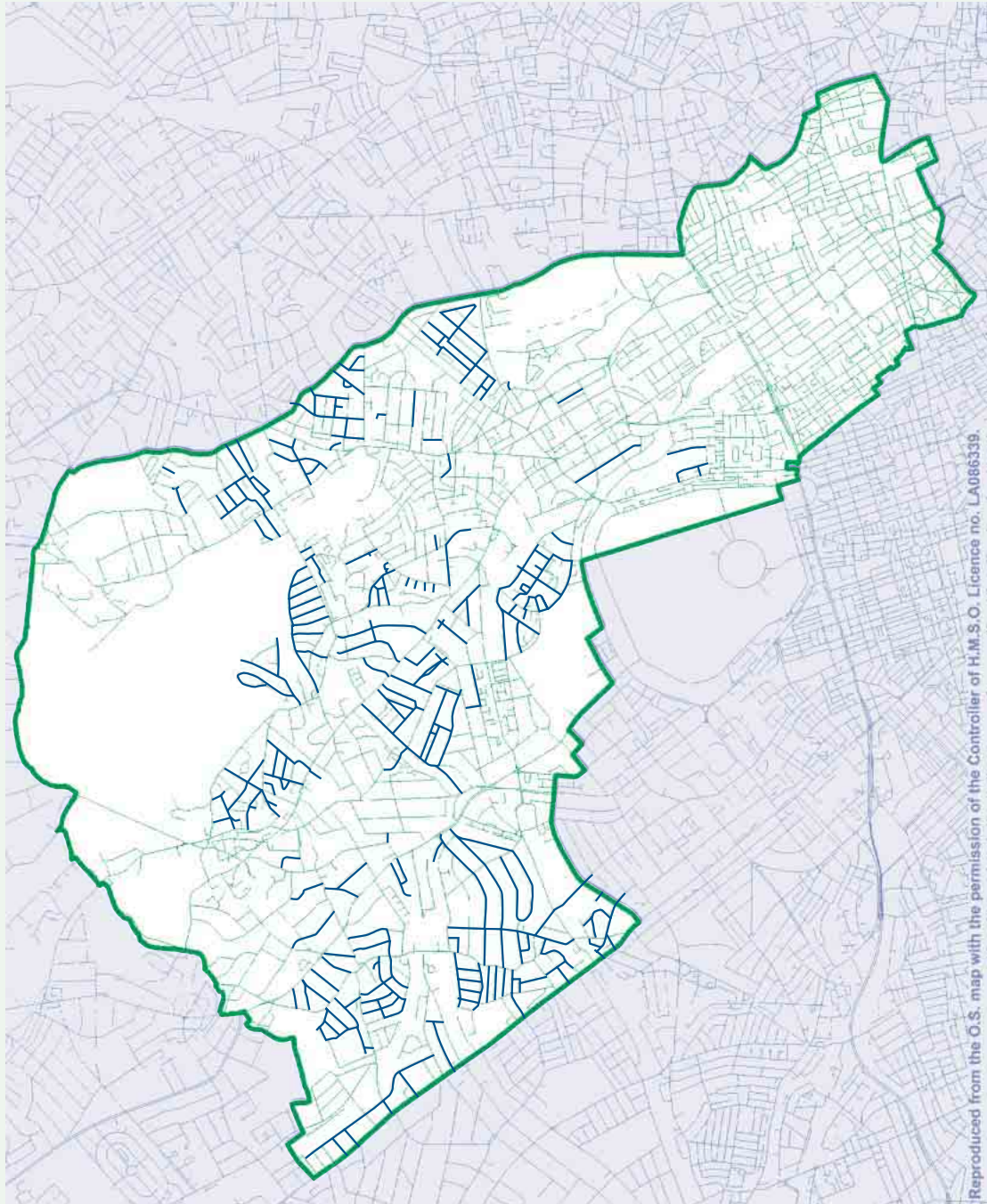
## Appendix TR6: Classified roads in Camden

Abbey Road	Highgate Road ( <i>between Gordon House Road and Kentish Town Road</i> )
Acton Street	Highgate High Street
Adelaide Road	Hillgrove Road
Albany Street	Hunter Street
Avenue Road	Iverson Road
Bayham Street	Judd Street
Bayley Street	Kentish Town Road
Bedford Square	Kilburn High Road
Belsize Road	King's Cross Road
Bernard Street	Kingsway
Bloomsbury Way	Lansdowne Terrace
Bloomsbury Street	Leighton Road ( <i>between Torriano Avenue and Brecknock Road</i> )
Brecknock Road	Lidlington Place
Brunswick Square ( <i>south side</i> )	Malden Crescent
Calthorpe Street	Malden Road
Camden Street	Mansfield Road
Camden Road	Montague Place
Camden Park Road	New Oxford Street
Camden High Street	North End Way
Castlehaven Road	Oakley Square ( <i>south side</i> )
Chalk Farm Road	Pancras Road
Chancery Lane	Pancras Way
Charing Cross Road	Parkway
Charterhouse Street	Pentonville Road
Clerkenwell Road	Pond Street
Cricklewood Broadway	Pratt Street ( <i>between Bayham Street and Camden High Street</i> )
Crowndale Road	Prince Albert Road
Delancey Street	Procter Street
Endell Street	Quex Road
Euston Road	Rosebery Avenue
Eversholt Street	Rosslyn Hill
Farringdon Road	Royal College Street
Ferdinand Street	Russell Square
Finchley Road	Shaftesbury Avenue
Fitzjohns Avenue	Shoot-up-Hill
Fleet Road	Southampton Place
Fortess Road	Southampton Row
Fortune Green Road	Southampton Road
Goodge Street	Spaniards Road
Gordon House Road	St. Giles High Street
Gower Street	St. Pancras Way
Grays Inn Road	Swinton Street
Great Queen Street	Theobalds Road
Grenville Street	Torriano Avenue
Guilford Street	Tottenham Court Road
Hampstead Road	Upper Woburn Place
Hampstead High Street	West End Lane
Hampstead Road	Woburn Place
Hatton Garden	York Way
Haverstock Hill	
Hawley Road	
Heath Street	
High Holborn	

## Appendix TR7: GLA roads

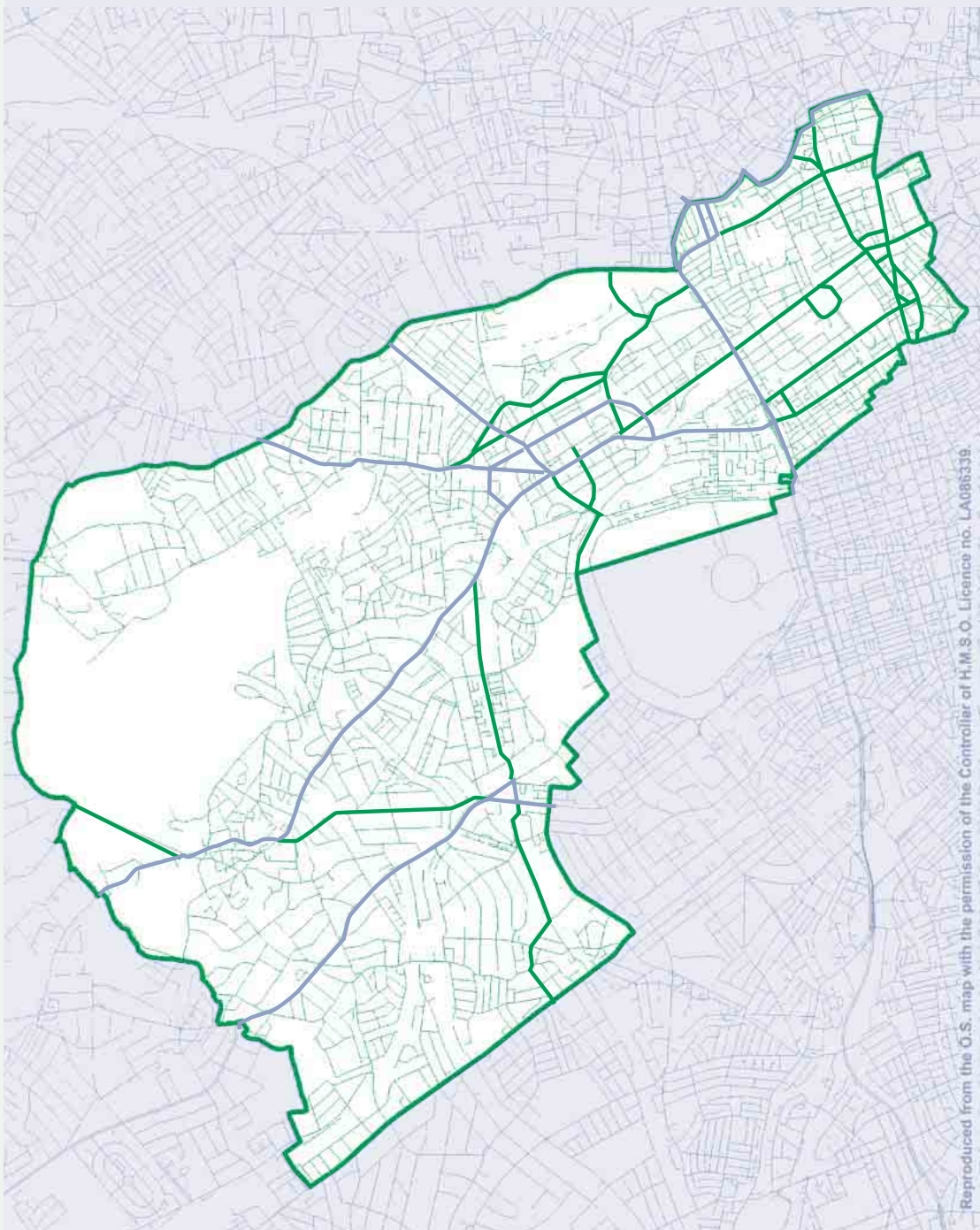
Acton Street  
Adelaide Road (*Avenue Road to Finchley Road*)  
Avenue Road (*Finchley Road to Adelaide Road*)  
Camden High Street (*south of Parkway*)  
Camden Road  
Camden Street (*south of Camden Road*)  
Euston Road  
Finchley Road (*south of Hendon Way*)  
Gray's Inn Road (*north of Acton Street*)  
Hampstead Road  
Harrington Square (*south side*)  
Hendon Way  
King's Cross Road  
Lidlington Place  
Pentonville Road  
Oakley Square (*south-east side*)  
Swinton Street

### Map TRI: Heavily parked streets



**Key:**  
— Heavily parked streets

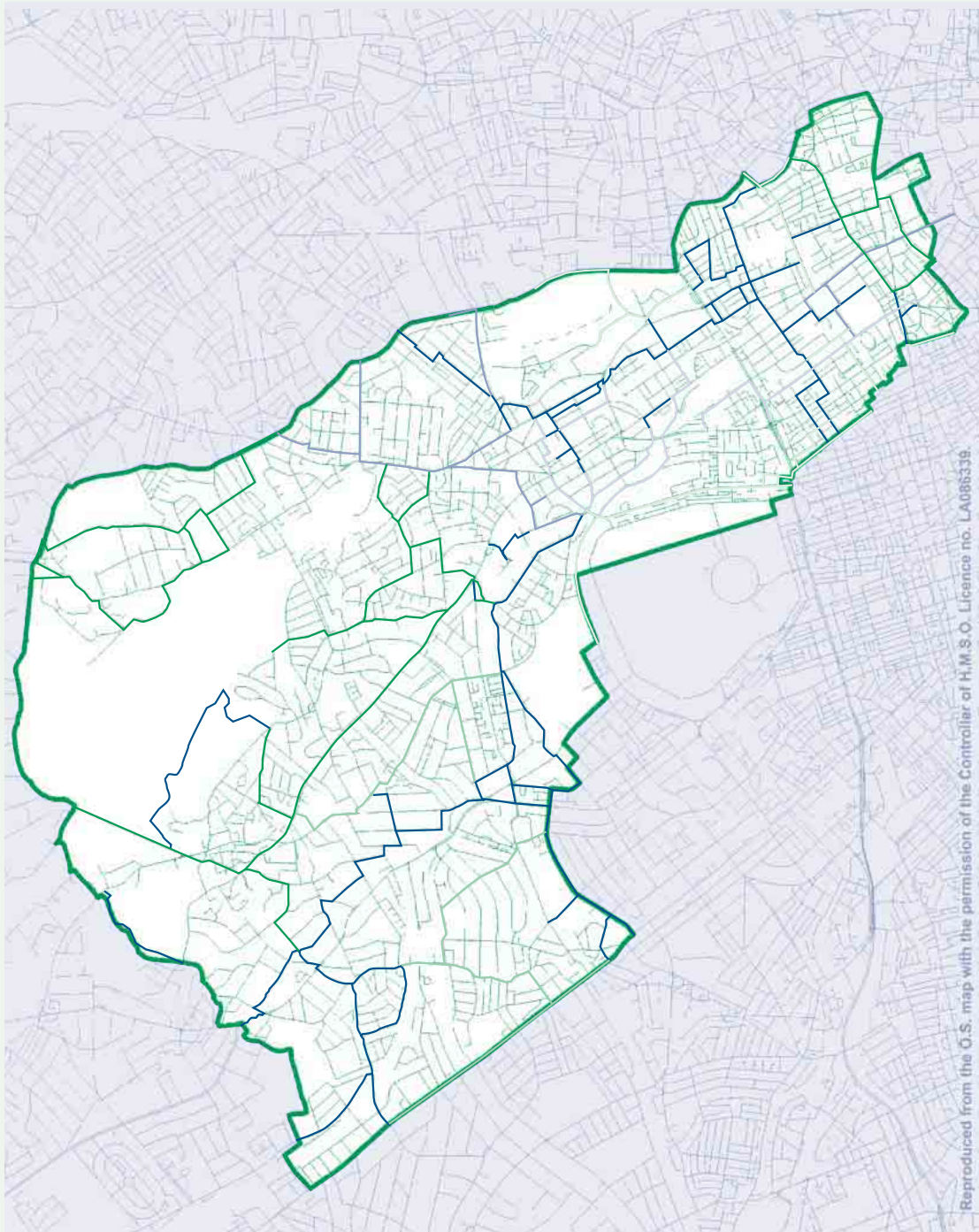
## Map TR2: Road hierarchy in Camden









### Key:

- Strategic (GLA roads)
- London Distributor
- Borough Distributor

## Map TR3: London Cycle Network



### Key:

	Completed cycle routes		2002-2003
	2000-2001		2003-2004
	2001-2002		2004-2005

# 6 Housing

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## 6 Housing

### I Part I policies

6.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:

- SHG1 In exercising its land use planning powers, the Council will regard housing as the priority use of the UDP, and accordingly seek to retain existing residential land and buildings for housing purposes, and to secure net additions to the housing stock wherever possible.
  - SHG2 The Council will seek to maintain and improve the quality and character of the residential environment.
  - SHG3 The Council will seek to sustain residential communities and improve the accessibility and range of facilities and local services available to meet their needs.
  - SHG4 The Council will seek to improve the quality and accessibility of the existing housing stock.
  - SHG5 The Council will promote an increase in housing to meet the strategic requirement for the Borough to provide at least 9,135 additional units between 1987 and 2001.\*
- \* for targets to 2006, see para 6.4.
- SHG6 The Council will seek the provision of affordable housing for low and middle income households.
  - SHG7 The Council will ensure a good quality of design in all schemes for residential conversion and redevelopment.
  - SHG8 The Council will seek the provision of a range of housing to meet London-wide and local needs.
  - SHG9 The Council will seek to make a contribution towards improved London-wide provision for gypsies and travellers.

6.2 The protection of residential communities and the existing housing stock is of fundamental importance to the achievement of Camden's housing objectives. The Council seeks to sustain the long-established residential

communities which make up the Borough and provide support for a range of economic and social activities, services and uses. It is also concerned, in line with strategic and local housing objectives, to ensure that housing continues to be available for those seeking to live in Camden.

- 6.3 It is also important to maintain and improve the quality and character of the residential environment and of the housing stock, by protecting amenity and open space and by promoting and enabling the provision of facilities and services which support local residential communities. Policies throughout the Plan provide a framework for development which seeks to protect residential amenity and environment and which facilitates the provision of shops, open space and social and community services in locations close to people's homes.
- 6.4 The Council wishes to promote an increase in the amount of housing in the Borough (subject to the availability of land and buildings with potential for residential use and the achievement of a satisfactory standard of accommodation and environment). Strategic Guidance (1989) sought the provision of 8,000 additional dwelling units within the Borough between 1987-2001. The most recent Strategic Guidance (1996), based on an estimate of the capacity within the Borough for new-build and conversions contained in LPAC advice, revised the figures to 9,700 additional dwellings between 1992-2006. The target is 9,135 additional units between 1987 and 2001. In reality, the number of dwellings that will be built in Camden is largely dependent on the level of activity in the housing market and the availability of land and premises with potential for redevelopment or conversion. The Plan identifies residential use as a priority in schemes for development. It is important, however, that any increase in provision should be in accordance with the Council's environmental objectives and standards. All new development (including schemes for conversion) should provide housing of an adequate standard and set in a good environment.
- 6.5 In addition, the Council is concerned to ensure that any increased provision makes a contribution towards meeting both local and strategic needs, including the need to provide a range of housing types and sizes and to provide an element of affordable housing. A range of accommodation is needed to meet a variety of social and economic needs and to meet the changing requirements of households. Sustaining and supporting the residential community, with all its variety, is the central theme of this chapter. To do this, policies are required which protect residential accommodation from development pressures and maximise opportunities to provide housing for those in greatest need, enabling them to stay in the Borough.
- 6.6 Much of the Borough's housing stock is of a type and age that does not suit an ageing population or disabled people in general. The Council has a large number of tenants awaiting transfer on medical grounds to accessible accommodation, which is in limited supply. Moreover, the 1991 Census shows a correlation between deprivation and disability. The Council is therefore committed to ensuring that adequate provision is made for disabled people in schemes for development.

- 6.7 Access to appropriate and affordable housing is difficult, if not impossible, for many households in Camden (and in London as a whole). Simply increasing the number of dwellings in the Borough will not solve the housing crisis nor help provide businesses with a more adequate supply of labour with a range of skills. Unless an increase in the number and type of houses that meet the need for affordable housing can be provided there will continue to be a mismatch in the type and range of accommodation provided relative to housing need. Such a mismatch would affect London's ability to sustain a balanced economy and ensure the availability of a range of occupational skills amongst its resident workforce.
- 6.8 The Council also wishes to make a contribution towards improved London-wide provision for gypsies and travellers through the development of an accommodation strategy and the identification (subject to resource and site availability) of future appropriate sites. In all instances, the Council will be concerned to ensure that sites are equipped to provide satisfactory living conditions and that there is minimal disruption to the local settled community.

## 2 Introduction

- 6.9 This chapter covers all aspects of the provision of housing (both redevelopment and the subdivision of existing accommodation). Residential use is defined in the Glossary and includes three categories in the Town and Country (Use Classes) Order 1987 as follows:
- **Class C1** hotels, boarding or guest houses
  - **Class C2** residential institutions (for example, nursing homes and residential schools)
  - **Class C3** dwelling houses.
- 6.10 Policies for residential uses which are outside of a use class (sui generis residential uses), such as houses in multiple occupation (HMOs) and hostels, are also contained in this chapter.
- 6.11 The stock of hotels in the Borough forms a small but important element within the housing stock, providing temporary residential accommodation not only for visitors, but also temporary workers, those seeking new permanent accommodation and those in London on business. The protection of C1 accommodation is covered by policy HG1. Chapter 11 contains policies for the location of new tourism development including new hotels and changes of use to hotel use.
- 6.12 Proposals for the redevelopment or re-use of premises within Class C2 are also considered under policy HG1. In such cases, there should be no net loss of permanent residential accommodation existing within the site.
- 6.13 Houses in multiple occupation and hostels are defined as sui generis (see Glossary). Policies for hostel accommodation are included in section 10 of this chapter. Planning permission is required for a change of use between the residential use categories. Residential use (within Class C2 and C3) is defined as a priority use within the plan (see Part 1 policy SHG1).

### National context

- 6.14 Planning Policy Guidance Note 3: Housing (2000) states the intention that everyone should have the opportunity of a decent home – that there should be greater choice of housing and that housing should not reinforce social distinctions. The housing needs of all in the community should be recognised, including those in need of affordable or special housing. New housing and residential environments should be well designed and should make a significant contribution to promoting urban renaissance and improving the quality of life.

- 6.15 In order to achieve these objectives, local authorities should, amongst other things, plan for the housing requirements of the whole community, provide wider housing opportunity and choice and a better mix in terms of the size, type and location of housing, seek to create mixed communities, give priority to re-using previously-developed land within urban areas, promote good design, reduce car dependence and create more sustainable patterns of development.
- 6.16 PPG3 also provides further information on the provision of affordable housing. It confirms that the community's need for affordable housing is a material planning consideration which may be taken into account in formulating development plan policies and in deciding planning applications involving housing. The PPG goes on to state that: *"where a local planning authority has decided, having regard to the criteria set out in paragraph 10 of Circular 6/98, that an element of affordable housing should be provided in development of a site, there is a presumption that such housing should be provided as part of the proposed development of the site. Failure to apply this policy could justify the refusal of planning permission"* (para. 17). Further guidance is contained in Circular 6/98 Planning and Affordable Housing.

### Regional context

- 6.17 The government's Regional Planning Guidance for the South East (RPG9) emphasises the need to provide sufficient homes within the region to meet the needs of its population and household growth (section 1.10). In considering how best to plan for this additional provision, local authorities should have regard to factors such as the age and size of households, affordability and special needs and ensure that the needs of all sections of the population are met (section 5.1).

### Strategic context

- 6.18 Strategic Guidance for London Planning Authorities (RPG3) states that boroughs should seek to make the maximum contribution to meeting the demands for housing in London and to encourage the provision of well designed housing of all types while safeguarding the quality of the environment (para 4.1).
- 6.19 Strategic Guidance calls on boroughs to set policies which will assist in contributing to regional housing provision. A target of a minimum of 9,135 net additional completions within the period 1987-2001 is set for Camden (see SHG5).
- 6.20 Boroughs are urged to assess the demand and potential for different types of housing to meet different household sizes. Currently the re-use of vacant or underused sites, provision of housing in mixed use schemes and conversion of redundant or surplus office space are seen as ways of increasing the supply of housing. Boroughs should set out policies for

affordable housing and for meeting special needs housing such as for those with disabilities, houses in multiple occupation and hostels.

## Camden context

- 6.21 Housing needs and conditions in Camden are assessed on a regular basis. The Council updates its housing strategy in an annual public document, which is the subject of wide consultation. The strategic housing aim is to improve the quality of housing for the people of Camden by:
- providing good quality housing services that meet the needs of a diverse community;
  - maximising investment opportunities to provide sufficient safe, warm and affordable housing; and
  - promoting and fostering partnerships with all stakeholders which further these aims.
- 6.22 This purpose reflects the fact that good housing is fundamental to good health, educational achievement and social well-being.

### Housing tenure in Camden

- 6.23 In 1999, around 37% of households in Camden were owner-occupiers, 31% rented from the Council, 9% rented from Housing Associations and 21% lived in the private rented sector.

### Housing needs

- 6.24 There were nearly 8,019 households on the Camden housing waiting list in April 1998 and over 5,875 Council tenants applying for a transfer in April 1999. 1,555 homeless households were accepted by the Council for housing in 1998/99, all of which were considered as being in priority need. This included 934 households with dependant children or pregnant women and 184 requiring specialised dwellings (for example, for older or disabled people), 2,000 households were in temporary accommodation awaiting offers of Council accommodation at the end of September 1998. There is a particular shortage of larger accommodation, and in 1998/99, 33% of households on the housing transfer list required 3 or more bedrooms. Households needing homes with four or more bedrooms had to wait an average of 45 weeks before an offer of permanent accommodation could be made to them. Detailed analysis of applicants and the type of accommodation they require is carried out on a regular basis.
- 6.25 A Housing Needs Survey was commissioned by the Council in 1999 and carried out by the Opinion Research Corporation International. This found that 14% of all households in Camden were living in overcrowded

conditions (including 20% of all Council and Housing Association tenants). It also found that around 18,100 households were in need and needed to move, of which nearly 8,500 were in acute need (requiring either at least 2 additional bedrooms, an adapted property, currently live in a hostel or hotel, are a concealed household or are likely to lose their homes in the next 12 months).

### Special needs

- 6.26 There is a high proportion of residents who are vulnerable and have special needs in all housing sectors. Client groups (applicants and tenants) where health leads to special housing needs include:
- people with physical health problems/disabilities (1 in 7 Camden residents have a disability or long term limiting illness and around 3,000 households need some form of adaptation to make their home more suitable including 330 wheelchair users who live in unadapted homes);
  - frail elderly people;
  - people living with HIV; and
  - people with mental illnesses (the percentage of homeless applicants accepted on grounds of mental health rose from 19% in 1993/94 to 28% in 1996/97).
- 6.27 The Council's Housing Department has a key role to play in supporting people so that they can maintain independent living in their own homes. Examples include the provision of sheltered housing for 1,000 elderly tenants, many of whom are frail and rely on wardens and other agencies to maintain their independence, and working with Registered Social Landlords to promote accessible housing.

### Shortfall in accommodation

- 6.28 The Housing Needs Survey identified a serious shortfall in accommodation in the Borough. In 1997, the Council identified a need for an additional 800 lettings per annum for five years if the size of the waiting list and transfer list were to be reduced and cleared.
- 6.29 The provision of more dwellings for owner occupation in the Borough will not help households in the greatest housing need. In 1998, the average house price in Camden was £199,700 – among the highest in London. The Council has found that even low-cost home ownership and shared ownership schemes do not meet its strategic aims, as it is rarely able to find existing tenants or applicants awaiting re-housing who could afford the costs and who could be nominated. A large proportion of the population in Camden is on low income; over 28,000 tenants claimed housing benefit in May 1998 including over 18,000 Council tenants.



### Condition of the housing stock

- 6.30 There is a need for increased investment in all housing sectors in the Borough. London Housing Statistics indicate that in the private sector around 8,700 dwellings are unfit for human habitation. It is estimated that around 1,000 dwellings owned by the Council and by Registered Social Landlords are also unfit. Pressures on Council investment mean that it has had to depart from its rolling programme of external repairs and decoration to ensure that it can meet priorities of keeping tenants safe, warm and dry. It is currently estimated that around £560 million is needed in the Council-owned stock alone.

### Maximising the use of existing accommodation

- 6.31 Planning policies attempt to make available a range of dwelling types and sizes to meet a range of household needs. However, with severe pressure for residential accommodation in Camden, every effort needs to be made to maximise the use of the Borough's existing housing stock. For example, the Council tackles vacant dwellings in its own stock, whenever financially viable, by carrying out basic repair works to enable void properties to be quickly re-let. It also runs an incentive scheme for tenants who are under-occupying their accommodation to move to smaller homes, thereby releasing larger units for the priority homeless. Sustained management activity has reduced the number of voids within the Council's own stock to 2% (April 1998). The Council will continue to examine the most effective ways of bringing vacant residential premises in all sectors back into use (for example, initiatives such as Living over the Shop and the use of Compulsory Purchase Orders).

### Care in the community

- 6.32 The NHS and Community Care Act 1990 has had a significant impact on the way in which care is provided for those in special need. The closure of hospital institutions and institutional homes arising from the Care in the Community legislation increases the need for a range of shared and supported self-contained accommodation. The groups most affected include older people, physically disabled people, people with mental health problems, those with addiction problems, people with learning difficulties, people with HIV and AIDS-related illnesses, homeless people, children and families.

### 3 Protecting existing residential accommodation

#### Loss of residential floorspace

**HG1** The Council will resist proposals which lead to a net loss of residential floorspace. In cases involving the redevelopment or re-use of large-scale institutions within Class C2, the Council will require the retention of an equivalent amount of residential floorspace to that previously in existence on the site. Such provision should generally be made on site as part of a mixed-use development. Proposals which involve an increase in residential accommodation will be welcomed.

The Council will seek, so far as practicable and reasonable, to protect land considered suitable for housing. Land with known potential for residential development has been identified in the Schedule of Land Use Proposals.

#### Unauthorised loss of residential accommodation

**HG2** Where an unauthorised change of use involving the loss of lawful residential accommodation takes place, the Council will use all available powers to end that use and seek the return to residential use.

#### Conversion to short-stay accommodation

**HG3** The Council will normally resist the conversion of permanent residential accommodation (within Class C2 or C3) into hotel or guesthouses (Class C1), hostels, “time-share” flats, holiday accommodation or short-stay accommodation intended for occupation for periods of less than 90 days.

6.33 In recent years, residential accommodation in the central area of London and its fringes has come under increasing threat from development pressures both for redevelopment and for changes of use, particularly to commerce, retailing, tourism and to temporary leisure uses. The retention of residential floorspace in all uses (including Class C1, C2, C3 and sui generis houses in multiple occupation and hostels) will help to provide a range and variety of accommodation. The net loss of residential accommodation would undermine strategic objectives to increase the provision of housing within London. As Strategic Guidance (RPG3) notes: “building new dwellings will not be effective in meeting the growth in housing requirements if the current stock is diminished without replacement” (para. 4.17). The Council will therefore continue to safeguard existing residential accommodation, including so far as practicable and reasonable land

considered suitable for housing. Sites with known potential for residential use are identified in the Schedule of Land Use Proposals. Additional sites suitable for housing may come forward during the Plan period and if necessary will be the subject of planning briefs.

- 6.34 Proposals for the redevelopment or re-use of large-scale institutions within Class C2 will be assessed having regard to the quantum of permanent residential use (for example, nurses' accommodation or residential patients' accommodation) previously in existence on the site. Only this element of the use in question will be regarded as attracting the general presumption against loss of residential use referred to in Strategic Guidance (para 4.17). In such cases, an increase in residential accommodation will be welcomed in line with policy HG8.
- 6.35 The replacement of permanent residential uses (Class C3 or elements within Class C2 premises) with temporary accommodation undermines the Council's objectives to meet strategic and local needs for housing, sustain existing residential communities and ensure the availability of labour and a range of occupational skills necessary for the city's effective functioning. Applications involving a change of use from Class C3 (dwelling house) to Class C2 (accommodation providing care) will be assessed by reference to policy HG23.

### Loss of range of residential accommodation

**HG4** The Council will seek to ensure that proposals for conversion, improvement or redevelopment do not lead to the loss of types of residential accommodation which meet the existing and anticipated needs of the Borough's population.

- 6.36 Development can result in the loss of particular types of accommodation for which there exists a known and established need. Given the difficulties which certain households currently face in gaining access to affordable housing, it is vital that a range of accommodation continues to exist to meet this demand. This accommodation should include housing at the cheaper end of the market, such as houses in multiple accommodation with shared facilities, even where this may provide a standard of amenity that does not include self-containment. HMOs form an important element within the Borough's housing stock, and, where provided in line with Environmental Health standards, help meet the housing needs of young people and small households on low incomes for whom there are few alternatives. Where standards are not met, the Council will seek their improvement in line with standards. Other types of housing required to meet needs include family housing, special needs housing and hostels. Housing policies HG11 and HG14-22 offer guidance on the provision of these housing types.

## 4 Maintaining and improving the character and quality of the residential environment

- 6.37 The character and quality of many residential and mixed use areas of the Borough continues to come under threat, either directly through the loss of housing, or indirectly through the loss of related facilities and services which offer support to the residential community. The following policies focus on issues which are central to the protection of the residential community in the Borough, including the expansion of local supporting services and infrastructure.

### Mixed use development

HG5 The Council will seek the provision of residential floorspace (generally within Classes C2 or C3) in mixed use schemes, where appropriate in terms of policy RE5. In mixed-use developments which include 15 dwellings or more, the Council normally expects a proportion to be available as affordable accommodation.

- 6.38 The provision of a residential element within mixed use developments can make an important contribution to the Borough's housing stock and help strengthen and support local communities. It can also enhance the attractiveness and vitality of areas by ensuring a level of activity and movement within those areas outside normal business hours. The appropriate amount of residential floorspace in a mixed-use scheme will vary from case to case. It may not always be appropriate because of the nature of the site and its surroundings, but the Council will enter into negotiations with developers on the maximum element that can reasonably be expected in any individual scheme. The Council is also concerned to ensure that, where appropriate, significant increases in residential accommodation make a contribution towards the stock of affordable housing required to meet local and strategic needs. In accordance with policy HG11 and in line with PPG3 Housing, the Council will negotiate with developers to achieve this provision.

### Supporting services and facilities

HG6 Within predominantly residential and mixed use areas, the Council will (provided there is no loss of residential floorspace or amenity) encourage the provision of additional social and community facilities, open spaces and local services which provide support for residential communities. Wherever possible, the Council will resist the loss of local services and facilities which support residential communities and contribute towards the character and amenity of the residential environment.

- 6.39 The protection and expansion of local services and facilities plays a vital role in sustaining and supporting residential communities. The provision of such services not only helps to create a thriving residential community and enhances the quality of life of local residents, but can also provide local employment opportunities. Uses which may be acceptable include open spaces, play areas, local shops, schools and other social and community facilities such as churches, nurseries, crèches, medical facilities, local Council services and small scale leisure and culture uses (see also chapters 9 and 10).

## 5 Improving the quality of the housing stock

- HG7 The Council will normally grant planning permission for proposals designed to improve existing properties to make them suitable for use by disabled people.

- 6.40 The Council recognises the wishes of people whose physical condition deteriorates to remain in their existing accommodation, adapted for their needs, rather than seek alternative housing (refer to policy HG14).

## 6 Increasing the amount of residential accommodation

- HG8 The Council will seek an increase in the amount of land in residential use and, subject to the operation of environment policies and development standards, make the fullest use of all vacant or under-utilised sites and buildings considered suitable for residential development.

### Change of use to residential accommodation

- HG9 Subject to the operation of policies contained elsewhere in the Plan, a change to residential use will be encouraged in existing non-residential buildings that are surplus to requirements, provided an acceptable standard of accommodation can be achieved. Proposals will normally be expected to meet residential development and parking standards contained in the Development Standards chapter.

6.41 Based on Strategic Guidance (1996), the Council has set a target to provide at least 9,135 additional units between 1987 and 2001 (for targets to 2006, see para 6.4). The Guidance emphasises the need to maximise provision above this figure, having regard to “*principles of sustainable development, to ensure that as many as possible of London’s residents and workers are housed within the capital, and to respond to the continuing demand for housing as demonstrated in successive population and household projections*” (para 4.8). An important contribution to this figure will be made by the achievement of the maximum amount of housing that can be accommodated within environmental standards on all vacant or under-utilised sites and buildings considered suitable for residential development, including those identified in the Schedule of Land Use Proposals. The Council will seek an increase in residential use or uses which provide support for the residential communities in the Central London Area. In all instances, the Council will be concerned to ensure that additional residential provision is to standard, contributes towards meeting strategic and local needs for a range of dwelling types and sizes, including affordable accommodation and special needs housing, and does not lead to a deterioration in standards of amenity or environment. Increases in residential accommodation through extensions to existing premises (including basement conversions and use of the roof space) will be assessed by reference to policies (including policies on change of use) and standards contained elsewhere in the Plan and in Supplementary Planning Guidance. In line with policy EC3, the Council seeks to encourage changes of use from surplus offices (B1a) to priority residential use and associated supporting activities such as social and community uses.

## Housing density

HG10 Planning applications will be considered against the density standards set out in DS2 (chapter 16) and densities will be expected to be within the appropriate zonal range. Provided that satisfactory conditions for residents can be achieved in line with residential development and parking standards, variations to the range of densities specified in Development Standards may be permitted in the following circumstances:

- a where the need for compatibility with the existing character of the area and the scale and nature of adjoining development dictates a higher or lower density;
- b higher densities at locations within easy walking distance (400 metres or ten minutes’ walk) of public open space and other leisure facilities which provide adequate play and recreational opportunities;
- c in determining the scale of development in Conservation Areas, design policies or established local policies or guidelines will be used to dictate a higher or lower density;
- d higher densities in schemes providing predominantly special needs housing;
- e higher densities at locations within or close to Major and District Centres and public transport nodes.

- 6.42 When considering density, the objective will be the achievement of good quality housing in a satisfactory environment, with adequate amenity space. The boundaries of the density zones (A-C) are identified on the Proposals Map. Detailed guidance on the range, calculation and measurement of density is given in chapter 16. In each case, the density range has been drawn up so that the minimum is high enough to make the best use of housing sites in the Borough and the maximum low enough to ensure a satisfactory environment compatible with the site's surroundings. In defining the ranges and areas, the Council has taken account of the different character, accessibility and functions of areas in the Borough and the desire of some residents to live centrally at high densities. It is, however, necessary to assess each proposal according to the nature and location of the site, the character of the area and quality of the environment and the type of housing proposed. This may cause densities to vary not only from site to site but between areas. Variations to the range of densities may be appropriate in the circumstances identified above which are not exhaustive provided that satisfactory conditions for residents can be achieved in line with residential standards and parking standards. Guidance on appropriate densities for specific sites will be contained in planning briefs. In determining schemes for mixed uses which contain residential use, the Council's assessment will include the density of the residential element. Public open space or other leisure facilities will not be considered to be within easy walking distance of any point if there are serious barriers to pedestrian access such as main roads where there is no safe or convenient crossing point.

## 7 Affordable housing for low and middle income households

- 6.43 The issue of affordability is critical to many households in London. Consultants working for the London Planning Advisory Committee estimated that approximately one million households in London have insufficient income to enable them to gain access to satisfactory housing in the private sector. Households in Camden experience particular problems in finding appropriate housing to meet their needs because of the Borough's central location there is demand both from the existing residential community and from those wishing to move into the Borough. The high demand for all types and sizes of housing has resulted in Camden having the third highest average dwelling price in London (London Research Centre, London Housing Statistics 1998) putting owner occupation beyond the reach of low and middle income households. At the same time, a reduction in low cost rented accommodation in the private and public sectors has led to a worsening housing crisis and high levels of homelessness.
- 6.44 Section 2 above contains a detailed analysis of housing need within the Borough, including the need for affordable housing. Affordable housing encompasses both low cost market and subsidised housing (irrespective of

tenure, ownership – whether exclusive or shared – or financial arrangements) that will be available to people who cannot afford to occupy houses generally available on the open market. Within Camden, open market values for private residential accommodation (for both rent and sale) are generally much higher than the London average. Low cost market or shared ownership schemes often will not be affordable to local residents. In this context, the provision of rented accommodation by Registered Social Landlords, such as Housing Associations, provides the best vehicle to bring forward affordable housing schemes.

6.45 The 1992 Camden Housing Needs Survey provided evidence of the inter-relationship between housing need and affordability. For example, the main reason given by households having no choice but to move was that they could not afford the cost of their present accommodation. The survey also recorded that 60% of households who bought homes in the last five years had outgoings on their mortgage which were greater than 50% of gross monthly income. The cost of owner occupation for families was found to be largely prohibitive with 47% of 2 adult plus 2 or more children households paying over 50% of their gross monthly income on their mortgage. The Survey concluded that *“increasingly, only households without the financial burden of children will be able to afford to buy in Camden.”*

6.46 The Audit Commission report, *Developing Local Authority Housing Strategies*, has guidelines to assist local authorities in determining the amount of social housing they require. The need for affordable housing will be regularly monitored and updated using information from the Housing Needs Survey and from Housing Department records. As the Plan period progresses, the Council will regularly review and monitor the performance of its affordable housing target (as expressed in HG11).

HG11 Where sites and market conditions are appropriate, the Council will normally expect new housing developments of 15 or more units and residential sites of 0.5 hectares or more, irrespective of the number of dwellings, to make a contribution towards meeting the Borough’s need for affordable housing. The Council will make every effort to secure at least 25% of all dwellings provided during the Plan period as affordable housing. In order to achieve this level of provision, the Council will negotiate with developers on the maximum contribution that can reasonably be expected in any individual scheme of 15 dwellings or more, taking into account the following considerations:

- a site size, condition, proximity to local services and facilities, and to public transport;
- b nature of the scheme, and the economics of provision;
- c demand and need in the area; and
- d achievement of the Borough-wide target and provision in the area.

6.47 Factors such as the decline of low-cost private rented accommodation and the loss of socially rented housing have contributed towards the shortage of affordable housing. At the same time, the increasing cost of housing, both in owner occupation and in the private rented sector have increased



the difficulties experienced by households in gaining access to housing. The impact on the Borough can be seen in rising levels of homelessness and in the effect of the shortage of affordable housing on London's economy. The provision of affordable housing is particularly important for those who need to live close to their work because of the local nature of the service they provide, and those who may be 'on call' or required to work unsocial hours. It also assists labour mobility and enables households on low incomes, including those who might be prevented from taking up employment in the Borough because of a lack of affordable housing, to gain access to the accommodation they need. Planning authorities have a role to play in encouraging and enabling housing providers to create affordable housing and, where opportunities arise, in securing affordable housing provision through legal agreements or planning obligations. The level of housing need in the Borough and the inadequate supply of affordable housing necessitates the use of such agreements to achieve an improved level of provision. The Council considers that it would be reasonable to encourage all new housing schemes, including conversions and mixed use schemes, to make a contribution towards the provision of affordable housing (whilst accepting that the feasibility of making such provision may be influenced by site and market conditions).

- 6.48 The Council considers that it would be reasonable in most cases to expect new housing schemes of fifteen or more units, including conversions and mixed use schemes, and residential sites of 0.5 of a hectare or more, irrespective of the number of dwellings, to make a contribution towards the provision of affordable housing. Normally at least 25% of the provision on such sites should be affordable housing. The figure of at least 25% of the housing target over the Plan period was derived having regard to the appropriate level of provision in relation to individual sites, an assessment of what might be achievable and the need for a balance between new residential development and an inclusion in affordable provision. The reality is that housing need in Camden (see section 2 above) has been demonstrated as being far greater than even 100% of the Borough's housing target.
- 6.49 In determining the level of provision for affordable housing, the Council will enter into negotiations with developers as to the maximum contribution that can be achieved, taking into account the achievement of the Borough's overall target, local provision and need as well as site and market conditions. Any planning obligations or agreements between developers and the Council will need to be drafted to ensure that the dwellings provided continue to be available as affordable housing for successive occupiers.
- 6.50 Wherever practicable, the provision of affordable housing should be on-site and include an element of family accommodation. However, the Council acknowledges that even where sites are suitable for on-site provision by reason of their size or site and market conditions, it may be advantageous to seek provision off-site. Therefore, a financial contribution to, or 'off-site' provision of, affordable housing may be acceptable where:
- a there are physical constraints within the site or premises which preclude the achievement of physical separation of affordable and non-affordable elements for management purposes;

- b the management or service charges of an on-site scheme would be too costly for a Housing Association or other agency to meet;
- c the provision of on-site affordable housing would require an excessively high amount of subsidy from the developer to bring it to an affordable level. In such cases, a financial contribution could be used more effectively elsewhere. An excessively high subsidy is defined as one that would exceed the amount calculated by the formula for calculating off-site payments in-lieu;
- d there are particular costs associated with the development but these are not considered to be so great as to preclude making a financial contribution towards off-site affordable housing provision. The precise level will be negotiated having regard to the viability and individual circumstances of the scheme;
- e on-site provision, for whatever reason, does not amount to 25% of the overall units proposed. In this case an off-site contribution will be sought to top up the shortfall;
- f there is no likelihood of securing, within a reasonable time scale, Housing Corporation (or other) funding for an on-site scheme.

6.51 In cases a) to d) above, the Council may still seek an element of on-site affordable housing (perhaps in the first case by seeking fewer units, each subsidised more heavily) rather than an off-site contribution or some combination of both. The formula for calculating an appropriate level of financial contribution is available as Supplementary Planning Guidance.

## 8 Ensuring a good standard and quality of design

### Visual privacy and overlooking

HG12 In considering proposals for new build residential development the Council will normally apply the standards for visual privacy and overlooking set out in DS5 (chapter 16).

### Provision of amenity space

HG13 Where practicable, the Council will expect the provision of accessible garden space, private and/or communal, the size of which will depend on the location of the site, its physical conditions and constraints and the scale and housing mix of the development.

6.52 The Council recognises that people should be able to enjoy privacy within their dwelling. Sensitively designed and located dwellings should ensure a

sense of privacy and security while avoiding unacceptable overlooking. Detailed standards (which apply to all new build residential developments in the Borough) are contained in chapter 16 (DS5). Supplementary Planning Guidance gives guidance on residential space standards, setting a benchmark for appropriate levels of provision in terms of unit and room sizes.

- 6.53 It is important that new housing is provided with amenity space which is easily accessible and provides opportunities for safe recreation for all occupiers of a development. The Council recognises that gardens make an important contribution to the quality of life and the health of the community as well as to residential amenity and the visual character of the local environment.
- 6.54 Historically, large parts of the Borough have been developed for housing with individual houses provided with gardens and this pattern still continues today in most residential areas. The overall pattern of gardens in relation to the built environment in the surrounding area should inform and guide the dimensions and design of new gardens, but in areas generally lacking in open space, larger gardens may be required to redress existing deficiencies in the locality.

## Mobility and wheelchair housing

HGI14 The Council will seek to negotiate, wherever practicable and reasonable given site conditions, for elements of mobility and wheelchair housing to be included in housing schemes (both redevelopment and conversion).

- 6.55 Strategic Guidance states that planning policies must make allowance for special needs housing, including housing that is accessible to people with disabilities. The Camden Survey of People with Disabilities and Chronic Sicknesses (1988) estimated that 28,300 people (some 16.5% of the resident population) have a disability or long term health problem (para. 2.3). The survey also confirmed that access to and within the home is a major problem for people with disabilities in Camden. The 1991 Census found that some 22,198 people (13% of all Camden residents) said that they had a disability while 17,646 households (22% of all households in Camden) contained at least one person with a disability. It is estimated that 3% of people with disabilities rely on wheelchairs. It is likely that among Camden residents there are between 700 and 900 people who require accommodation built to wheelchair standards. This does not take into account people using wheelchairs wishing to move into the Borough.
- 6.56 New housing built to mobility standards will meet the needs of a large proportion of people with disabilities and match the level of suitability and convenience expected by the able-bodied. The provision of mobility housing, including schemes for conversion, will also increase opportunities for people with disabilities to visit other people's homes. Increasing the availability of accessible housing will not only enable more disabled people to live independently but will also assist in recognising the rights of disabled people to have a choice in the location and quality of their accommodation.

Definitions of mobility and wheelchair housing are given in the glossary. Supplementary Planning Guidance gives further advice on access into and within buildings. Applicants are advised to consult the Council's Building Control Service at an early stage in the design process.

## 9 Ensuring the provision of a range of housing

**HG15** The Council will seek the provision of a variety of housing, in terms of size and type, to meet the physical and economic needs of the Borough's population and will particularly encourage an increase in the provision of affordable housing.

- 6.57 The variety and choice of accommodation available makes an important contribution to the character of the Borough. A range of accommodation is required within the Borough's housing stock, in terms of type and size, to cater to those individuals and groups who may experience particular difficulties in finding appropriate accommodation. Such housing for special needs can include accommodation which provides an element of care, that adapted for the elderly and people with disabilities and provision for students. In particular, an increase in the provision of affordable housing is required in the Borough (refer to policies HG5 and HG11). Housing associations continue to make an extremely valuable contribution towards providing a range of housing, including special needs housing.
- 6.58 Secondly, schemes for development, either new build or conversions, generally result in a change in the size and type of accommodation available. It is essential that a mix of unit sizes and types of accommodation continues to be provided to ensure flexibility and movement within the housing stock.
- 6.59 Finally, there is a need to secure the retention of types of dwelling that can most usefully be used in their present form. For example, during the past decade there has been a general reduction (through conversion) in the number of family sized units available. Smaller houses suitable for use by families or large households are becoming more scarce and need to be protected from conversion, whilst schemes for the conversion of larger houses need to include replacement family-sized units. There has also been a significant reduction in the amount of accommodation available in the private rented sector (especially bedsits and houses in multiple occupation). Many of Camden's households, particularly single people, are dependent on this sector to meet their housing needs.

## Housing mix in schemes for new residential development

HGI6 The Council will seek to ensure that new residential development schemes include a mix of housing types and sizes. In determining the appropriate mix for all such schemes, the Council will take into consideration:

- a the range and sizes of dwelling units best suited to individual site conditions and the locality;
- b the need for accommodation suitable for families or large households;
- c the need for special needs housing; and
- d marketing considerations.

The Council will welcome schemes which provide:

- i 50% or more of accommodation suitable for families or larger households (4 or more bed spaces; i.e. three or more bedrooms);
- ii family accommodation located at ground floor level with direct access to private garden space (or within 400m of public open space);
- iii a proportion of units with more than four bedspaces suitable for large families; and
- iv a mix of smaller unit sizes, the majority of which should comprise at least two habitable rooms (i.e. separate living room and bedroom).

6.60 The Council considers it important to seek to influence the mix of units in residential schemes to ensure a range of accommodation is provided within the Borough's housing stock in terms of type and size. This is needed to meet the housing needs of residents and people in housing need in Camden and to help maintain flexibility of movement within the housing stock. It will also enable those who wish to move to Camden to find the right type of accommodation to meet their needs.

6.61 Over the past decade, a high level of conversion activity relative to new residential development has yielded a significant increase in the provision of small units. Whilst Strategic Guidance recognises that there is a trend towards an increasing number of small households, there has been an increase in homelessness for both families and single people. The likely effect of conversions of residential property is to provide no net increase in family accommodation. In the light of this imbalance, and in view of the limited availability of land with potential for new residential development, the Council considers it appropriate to encourage the provision of family accommodation in schemes for new residential development. Successful application of this policy is likely to lead to no more than 19% of new houses provided being suitable for families compared with about 25-28% of households which may require them. In addition, larger dwellings have a flexibility which small units lack, although, of course, some small households do occupy larger dwellings through inertia or choice which reduces their availability. Wherever possible, families should have access to gardens or

public open space where children can play in safety. Supplementary Planning Guidance gives guidance on residential space standards, setting a benchmark for appropriate levels of provision in terms of unit and room sizes. Where family-sized units are provided above ground floor which do not have access to a garden, the provision of roof gardens, terraces or balconies will be encouraged, subject to policies in chapter 4.

## Protection of Houses in Multiple Occupation

**HG17** The Council will resist proposals for change of use and conversion which would result in the loss of housing in multiple occupation which comply with, or are capable of reaching, Housing Act standards and where there is a demonstrable need for this use to continue.

- 6.62 Accommodation in houses in multiple occupation within the private rented sector forms an important element within the Borough's housing stock. It provides flexibility within the stock as well as helping to meet a known and established need for low-cost accommodation (especially among young people and single person households). There is a diminishing supply of such accommodation, which is frequently threatened through schemes for the conversion of properties into self-contained units for owner-occupation. When lost as a result of conversion or development, such accommodation is unlikely to be replaced.
- 6.63 The general reduction in the amount of accommodation available within the private rented sector and, in particular, the loss of small non-self-contained units and bedsits, has led to increasing problems of access to suitable and affordable housing, particularly for young people and for single people or couples on low incomes for whom there are few alternatives. As the report entitled *Housing the Homeless: The Local Authority Role* (Audit Commission, 1989) states, *'there is little doubt that the decline in the private rented sector has contributed to the rise in homelessness.'* The Council, therefore, seeks to resist proposals which would result in the loss (without replacement) of such accommodation. However, an exception to the above policy may be considered where the conversion or change of use is for the benefit of existing residents.
- 6.64 The Department of the Environment Management Guide on Houses in Multiple Occupation (1992) emphasises the need for a corporate strategy to improve the quality and provision of HMOs. The Council will use powers available under other legislation (such as the Environmental Protection Act 1990) to ensure a satisfactory minimum standard of accommodation is maintained in HMOs. The Council is considering how best to approach the provision of HMOs and the planning implications of proposals to create new HMOs and will, if necessary, consider developing policies on this matter for incorporation into the UDP at the review stage.

## Conversions

- 6.65 Conversions have made an important contribution towards meeting the requirement for at least 9,135 additional units to be provided in the Borough between 1987 and 2001. The exact level and nature of that contribution in future years will depend on the level of conversion activity sustained by the market, the supply of properties with potential for conversion and the operation of planning policies designed to maintain a range of accommodation within the Borough. The Council seeks to control conversion activities through the application of long established policies and standards towards maintaining a range of accommodation types and sizes within the Borough in order to provide a good standard of accommodation and amenity. The Council is also mindful of the potential disadvantages associated with widespread conversion activity. These include reductions in the amount of housing suitable for families and larger households, a threat to lower priced accommodation in the private rented sector, and a lowering of standards of amenity and environmental quality caused by increased noise, increased demand for parking space and loss of privacy. The Council has identified heavily parked streets, outside the Central London Area, where additional off-street parking provision cannot be provided in line with environmental and parking standards and where the number of units provided in schemes for conversion will be restricted (see policy TR18 in chapter 5).

### Mix of units in conversions

- HG18 The Council will normally only permit the conversion of houses (or further sub-division of an existing flat or maisonette) to take place where the property (as existing) is capable of providing a minimum of one large unit (four or more bedspaces i.e. three or more bedrooms) and a one bedroomed unit (two bedspaces).

The Council may consider a different mix in the light of the following considerations:

- a special needs housing;
- b constraints on a building, such as it being listed;
- c viability of individual schemes;
- d marketing considerations.

- HG19 Schemes for conversions will be required to provide:
- a at least one large sized unit (4 or more bed spaces; i.e. three or more bedrooms) with, wherever possible, direct access to private amenity space; and
  - b an overall mix of unit sizes, to be determined by the size and suitability of the property. The majority of these should comprise at least two habitable rooms (i.e. a separate living room and bedroom).

Wherever possible, units providing five or more bedspaces should be created.

## Mix of units in conversions: potential exceptions

- HG20 The Council may consider allowing a different mix in schemes for conversion in the light of the following factors:
- a the provision of special needs housing;
  - b constraints on a building such as it being listed;
  - c the viability of individual schemes where properties are in need of repair to such an extent that an alternative mix would be acceptable; and
  - d marketing considerations.

- 6.66 The Council is concerned to secure the retention (and provision) of a range of accommodation within the Borough, including houses and larger units suitable for single household or family occupation. Larger units provide flexibility and can be used by a range of household sizes, including families. The minimum size of property considered suitable for conversion is considered to be one that can accommodate a larger unit, together with a one-bedroomed unit. Schemes for conversion will generally be required to retain at least one larger unit capable of family occupation. This is necessary to ensure that there is no further erosion of the stock of accommodation suitable for families or larger households, whilst making allowances for an increase in the total number of dwelling units provided in the Borough. All schemes for conversion (including the further sub-division of existing flats and maisonettes) should provide a good standard and quality of accommodation without causing any deterioration in amenity for existing tenants and residents. Supplementary Planning Guidance gives guidance on residential space standards, setting a benchmark for appropriate levels of provision in terms of unit and room sizes. It is particularly important that adequate and secure arrangements can be made for access to each household space and for off-street refuse storage.

## 10 Housing to meet special needs

- 6.67 Special needs housing is housing aimed at meeting the particular needs, in terms of size and type, of those individuals and groups who may experience particular difficulties in finding accommodation. Such housing can include accommodation which provides an element of care, that adapted for the elderly and people with physical disabilities and provision for students. It includes a range of sui generis hostel provision and all forms of residential accommodation which provide care within Class C2.
- 6.68 The Council seeks to maintain and encourage the provision of a range of accommodation within the Borough's housing stock, including housing for rent, affordable housing and housing to meet a variety of special needs. The Council supports the contribution to housing variety that can be made by housing associations, co-operatives and other organisations which allocate



on the basis of housing need, particularly those which seek to meet special needs. This contribution is especially important in view of the decline in the public rented sector and the difficulties of providing well-managed, affordable housing for successive generations in the private sector. The Council actively supports the work of registered housing associations and co-operatives within the Borough and seeks, through close co-operation, to maintain and improve existing partnership arrangements.

- 6.69 Camden is one of only five authorities which has within its boundaries leading hospitals for the treatment of AIDS-related conditions. Special housing needs include the provision of wheelchair accommodation and domiciliary support.

## Hostel accommodation

- 6.70 The Town and Country Planning (Use Classes) (Amendment) Order 1994 excludes hostels from a specific use class. Planning permission is therefore required for a material change of use from hostels to alternative uses including hotels, boarding or guest houses (and vice versa). Many hostels in the Borough (especially those set up by a named organisation) make provision for those in need. The single homeless, people who are mentally ill or disabled, women who have experienced domestic violence and students often rely upon the provision of hostel accommodation to meet their housing needs.

**HG21** The Council will resist proposals for the loss, without adequate replacement, of hostel accommodation.

- 6.71 Hostels can make a particular valuable housing contribution towards meeting accommodation requirements for people in greatest need. The loss of such accommodation (without replacement) where there is a known and established need can lead to increased homelessness amongst people for whom alternative sources of accommodation are severely limited. Where such accommodation becomes genuinely surplus to requirements, the Council will normally seek the provision of residential use.

## New hostel accommodation

**HG22** The Council will permit proposals for new hostel accommodation or for the expansion of existing hostel facilities provided there is no net loss of permanent residential floorspace, or the displacement of an associated service use in the Central London Area. The Council may consider imposing conditions on the grant of planning permission (or seek an agreement) restricting the occupation of the hostel accommodation to a named organisation or institution.

- 6.72 The Council accepts that an expansion of hostel accommodation may be justified in certain circumstances. Increased hostel provision will reduce pressure on the private rented sector, especially at the cheaper end of the market. Hostels cater for a range of client groups often with varying needs. In order to be able to assess fully the land use implications of any change in requirements, the Council may consider imposing conditions on the grant of planning permission (or seek an agreement) restricting the occupation of the hostel accommodation to a named organisation or institution. Examples of named organisations included colleges where provision for students needs to be located close to the educational establishment, housing associations, charities and employers providing staff accommodation for those who need to reach their place of work at short notice or outside business hours.
- 6.73 The Council places a high priority on sustaining existing residential communities and preventing the loss of permanent residential accommodation in Classes C2 and C3 (SHG1) and associated service uses in the Central London Area.

### **Accommodation providing an element of care (Class C2)**

**HG23** When considering proposals for residential use within Class C2 (Residential Institutions), the Council will need to be satisfied that both the premises and locality are suitable for the proposed use. Where the proposal involves a change of use from Class C3 to Class C2, the Council will need to be satisfied that the requirement for that type of accommodation within the area outweighs any demonstrable harm which would be caused by the loss of other forms of residential accommodation or uses.

- 6.74 It is important that provision is made within the range and variety of residential accommodation in the Borough for those people who require an element of care and support. This type of accommodation (Class C2), characterised by the provision of an element of care, and quite distinct from Class C3 accommodation (dwelling houses), can include homes for elderly people, nursing homes, residential schools, community homes for young people, sheltered housing and hostels where an element of care is provided.
- 6.75 Many people need some form of care, whether temporary or long-term, at some stage in their lives or require temporary support to learn or regain the skills for independent living. The need for such accommodation may arise for a range of reasons including illness, severe disability, old age or vulnerability, although with adequate support many people can be supported in their own homes. In addition, under the Care in the Community initiative, an increasing number of people are leaving institutional care and having to find homes within the community.

- 6.76 The Council wishes to support the provision of a range of accommodation and particularly welcomes the contribution that housing associations can make towards meeting special housing needs. In all instances, the Council will be concerned to ensure that provision is located close to or within easy reach of essential services (such as shops and public transport). The Council wishes to see a variety of types of residential accommodation in the Borough whilst sustaining existing residential communities. It will therefore need to be satisfied that there is a genuine need in the area for the type of accommodation proposed and that there will not be an over-concentration of such uses within the local area's housing stock.

## Gypsies and other travellers

- 6.77 The Criminal Justice and Public Order Act 1994 has repealed the statutory duty on local authorities (under Sections 6 and 7 of the Caravan Sites Act 1968) to provide and manage sites to meet the accommodation needs of gypsies and other travellers (henceforth referred to generically as 'travellers'). Consequently, paragraph 9 of Circular 1/94 Gypsy Sites and Planning stresses that it becomes all the more important for local authorities to make adequate provision within unitary development plans so as to discourage unauthorised camping on inappropriate sites. Circular 18/94 Gypsy Sites and Unauthorised Camping further recommends that local authorities operate a 'non-harassment policy' towards travellers in this regard.

**HG24** The Council will seek as far as practicable to meet the accommodation needs of gypsies and other travelling people through the identification of suitably located sites for temporary or long-term use. Regard will be had to the provision of basic on-site facilities, the proximity to local shopping and community services and the safeguarding of residential amenity, environment and transport conditions in the local area. The Council will be particularly concerned to ensure that there is no adverse impact arising from vehicular movements and other activities on site.

- 6.78 The Council recognises the needs of travellers within the Borough, many of whom have established local connections and have developed links with local schools, nurseries and other services. The Council is also aware that they are often discriminated against in terms of access to services and the lack of recognition of their way of life.
- 6.79 Since 1985, Camden has implemented a policy for travellers which has allowed some to stay and become settled in the Borough. This approach has been accompanied by regular site monitoring which has proved effective in limiting unauthorised occupations. As part of the Council's overall strategy, it has sought and obtained planning permission for three existing occupied sites at Carol Street, Castlehaven Road and Dalby Street. Works to upgrade all three sites in a manner commensurate with that required for permanent site provision for travellers has recently been completed as a result of grant aid received from the former Department of

the Environment. The Council also wishes to make a contribution towards improved London-wide provision for travellers through the development of an accommodation strategy and the identification (subject to resource and site availability) of future appropriate sites. In all instances, the Council will be concerned to ensure that sites are equipped to provide satisfactory living conditions for travellers and that there is minimal disruption to the local settled community.

# 7 Economic activities

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# 7 Economic activities

## I Part I policies

- 7.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:
- SEC1 The Council will seek to conserve and strengthen the strategic and international economic role of parts of Central London, promoting local and London-wide linkages and fostering wherever possible a reduction in the need for resources.
  - SEC2 The Council will foster the development of a range of employment uses to match the needs, skills and qualifications of London's resident workforce.
  - SEC3 The Council supports the provision of a range of business premises (including accommodation for small firms), suitable for a range of business activities.
  - SEC4 The Council will ensure that any expansion of business uses is directed towards areas with a high level of public transport accessibility and designed to an appropriate scale and form, taking account of the potential impact on transportation networks and the quality of the environment.
- 7.2 The Council recognises the vulnerability of the economy to external and international pressures and wishes to play a part in promoting London as a world centre of international trade and business. An increase in the number and diversity of employment opportunities is fundamental to improving the city's competitiveness at a time of significant economic restructuring and change.
- 7.3 The Council is concerned to encourage the development of a broad economic base which could not only help ensure that the London economy is less vulnerable to its reliance on financial and business services, but also help meet the varied employment needs, skills and qualifications of the resident workforce. Certainly, the range of occupations held by Camden residents suggests that employment opportunities will best be provided by maintaining a wide range of jobs associated with a variety of land uses.
- 7.4 The Council is particularly concerned to assist the retention of manual jobs suited to the skills and qualifications of those who remain the most vulnerable to unemployment in inner London. Whilst the planning process

alone cannot stem the decline in manufacturing and address mismatches between labour availability, skills and jobs, it can assist the process of regeneration and economic development through the identification of locations and sites where employment uses can most appropriately be accommodated and by fostering the development of a range of economic activities including a range of uses within the Business Use Class. It will also be important, wherever possible, to secure access to employment and training to enable local residents to benefit from economic regeneration.

- 7.5 The quality and character of the environment are key factors influencing the attractiveness of the Borough as a place in which to live and work and visit. The Council has long been concerned about the cumulative impact of business developments on the quality of life for local residents and seeks to minimise the impact of new business development on local amenity and environment. Measures to protect and enhance the environment will not only meet the prime objective of improving the quality of life for local residents, but will also assist in promoting the overall image and attractiveness of London as a World City. The Council is particularly concerned to ensure that development in the Borough is sustainable, that the amenity and character of the local environment is respected and enhanced and that development pressures do not lead to the displacement of residential and community uses and open space. The Council will therefore play a positive role in identifying areas with potential for business expansion where growth (and qualitative improvements in business floorspace) may most appropriately be accommodated.

## 2 Introduction

- 7.6 Part I outlines a number of key objectives which influence the appropriate form and location of economic activities within the Borough. The term economic activities encompasses a wide range of uses. This chapter is principally concerned with the employment implications associated with the growth and development of economic activities (including, for example, policies on access to employment in general) and with uses which fall within Use Classes B1 (business); B2 (general industry) and B8 (storage and distribution).
- 7.7 The perceived benefits of increased economic activity within the Borough include an increase in job opportunities, support for local goods and services and the potential for direct investment in the environment and transport systems. An increase in activity could also help strengthen London's economic base and its competitiveness within world markets. However, there are a number of disadvantages associated with an expansion of economic activity, including an increase in the number of commuters attracted into the Borough and pressure for an increase in the number of trips made by private vehicles, leading to congestion and pollution, and contributing towards environmental degradation. The increased demand for land could, if unchecked, lead to the displacement of other uses, especially those which help to sustain local residential communities (for example social and community facilities and open space). In addition, the diversity and vitality of mixed use areas such as shopping centres could be affected if one form of economic activity were allowed to predominate.
- 7.8 The policies in this chapter therefore support an increase in economic activity where it is appropriate and where it can be accommodated without adversely affecting the amenity, diversity and character of the local environment, and seek to control the impact of such developments on the environment. In so doing, the plan attempts to strike a balance between the needs of development and the interests of conservation, whilst taking careful account of the impact on the environment and transport.

### National context

- 7.9 Planning Policy Guidance Note 4: Industrial and Commercial Development and Small Firms (1992) emphasises the importance of balancing environmental and economic considerations, noting that: "*careful attention to environmental issues makes good economic sense for business and industry*" (para 2). Para 10 notes that development plans offer the opportunity to encourage new development in locations which minimise the length and number of trips, especially by motor vehicle. Planning authorities are asked to ensure that there is sufficient land available for industry and commerce, and that there is a variety of sites sufficient to meet different needs.



- 7.10 Planning Policy Guidance Note 13:Transport (1994) emphasises the desirability of influencing the location of new development relative to transport provision. Local authorities are urged to adopt policies to locate major generators of travel demand in existing centres which are highly accessible by means other than the private car (para 1.8).

### Regional context

- 7.11 RPG9: Regional Planning Guidance for the South East (1994) seeks to provide a framework for economic growth to maintain and develop the South East's competitive position in Europe and to give employment to its people (para 1.7). One of the key challenges facing the South East is to achieve development that is compatible with the objectives of sustainable development.

### Strategic context

- 7.12 RPG3: Strategic Guidance for London Planning Authorities (1993) encourages “*economic development that is compatible with its environmental objectives*” (para 3.5). Part of this process should include:
- identifying sites which should be retained for employment generating uses (para 3.6 and para 3.21);
  - keeping under review assessments of the demand and potential demand for industrial and business land (para 3.6);
  - promoting positive policies for distribution, warehousing and freight movement, including identifying sites and assisting in making land available (para 3.24); and
  - identifying and justifying those areas where restrictions should apply to the BI Use Class (paras 3.18 and 3.21).
- 7.13 Within Central London, the guidance states at para 2.26 that although office uses should remain concentrated in the Central Area, especially within walking distance of the main railway termini and stations, offices should not predominate everywhere.

### Camden context

- 7.14 Camden forms part of Central London and hence plays a role at strategic and international as well as local levels in terms of its economic activities. One of the most significant factors influencing the direction of policies is the complexity of the metropolitan labour market. This comprises not only Borough residents and workers from across London, but also long-distance commuters. In 1991, there were some 34,000 Borough residents working in Camden, compared with a daily inflow of some 162,000 workers. This not only means that the Borough's resident workforce has to compete for jobs with a workforce that extends across the whole of London and

beyond, but also that considerable pressure is placed on local services, the environment and transport networks.

- 7.15 Part I gives details of employment and unemployment within Camden. Information from the 1991 Census shows that there are differences in employment between different ethnic groupings. Unemployment is lowest for white, Indian, Chinese and other Asian groups (9-13%), and is highest for Bangladeshi and Black African groups (32% and 29%) (the census unemployment count was higher than the number of unemployment benefit claimants for the same month). Unemployment rates for men are considerably higher than for women. Unemployment among Camden residents has been falling since 1993, but at January 2000 stood at more than 7,000, 8% of the resident workforce – 11% for men, 5% for women. The Census also shows that more women (16% of economically active females) than men (4% of economically active males) work part time. Some 20% of the white economically active males and 12% of white economically active females were in self-employment. Among the non-white ethnic groups, the range of economically active who were self-employed varied significantly. Bangladeshis and Black African females were the least likely to be self-employed (only 3%) and Indian males were the most likely to be self-employed (26%).
- 7.16 At the local level, there is little information about the demand for small premises. However, there is evidence to show that the local economy is dominated by small firms, suggesting a continuing demand for small premises. In 1997, 87% of all Camden firms employed no more than 10 people.
- 7.17 In conclusion, a policy framework is required which seeks to maintain Camden's strategic role and integrates economic development with transport and environmental considerations. At the same time, it is important to protect the range of business uses in the Borough.

### 3 Access to employment

- 7.18 The local economy provides employment opportunities in a range of occupations and skill areas. The Council seeks to protect and enhance this range of employment opportunities and improve access for local residents, through the operation of land use planning policies and through its economic development activities.
- 7.19 Although this chapter principally deals with uses falling within classes B1, B2 and B8, the Council seeks to promote opportunities for employment in other sectors, such as retailing, public and professional services, construction, tourism, catering, transport and communication. In each case, the Council will be concerned to strike a balance between need and demand, to retain existing uses of benefit to local residents wherever

possible, and protect and improve the quality of the environment and amenity for all those living and working in (or visiting) the Borough. The Council also seeks the provision of a high quality and standard of accommodation and good working conditions for employees.

- 7.20 The Council will welcome proposals for employment development which result in improved access to jobs and training opportunities for local people. The Council is concerned not only to increase the number of jobs available to local residents, but also to improve access to good quality employment opportunities by groups disadvantaged in competing for jobs by difficulties such as disability, inadequate access to training, age, travel disadvantage, the need to care for children or other dependants, or discrimination in the operation of the labour market. Specific measures which could help meet this objective include providing new jobs for unemployed residents of the Borough directly as a result of negotiated access and training packages, and facilitating access to a wide range of employment opportunities for black and ethnic minority residents, women and people with disabilities. The Council will encourage applicants to make appropriate provision for local recruitment, appropriate to the scale and nature of the development being proposed.

## Crèche and nursery facilities

EC1 The Council will encourage schemes for development which provide work-related crèche and nursery facilities.

- 7.21 Although demographic, social and economic trends such as the reduced number of 16-19 year olds, the rise in the number of women with children participating in the workforce and recruitment difficulties in the labour market have stimulated interest in making it easier for women with caring responsibilities to work, in practice significant constraints upon full participation remain. These include poor provision of childcare, the physical separation of residential areas from work areas and the constraint upon job choice of women seeking work close to home. The projected growth of women in the labour force is unlikely to be achieved without policies and practices which enable women with young children or other caring responsibilities to return to work or join the workforce for the first time. Principal among these are the development of a variety of childcare options (including workplace crèche and nursery facilities) to meet a range of needs and the development of a policy framework which enhances employment opportunities for women closer to home. The Council will therefore encourage the provision of workplace crèche and nursery facilities, acknowledging that this may only be viable in large scale employment developments.

## Home working

EC2 Where planning permission is required, the Council will assess proposals which involve working from home in the light of residential and environment policies and standards.

- 7.22 Working from home can be an important means of earning a living. For some, working at home is a necessity (for example for those with restricted personal mobility or with childcare or other caring responsibilities and those whose job requires it), for others it is convenient and suits their needs. Working at home can not only increase employment opportunities and flexibility (many small businesses are started from home) but can also reduce the need to travel.
- 7.23 Planning permission is not required provided the use of part of the dwelling for business purposes does not affect the overall character or enjoyment of the property as a private residence, and provided the business is solely undertaken by the occupier of the dwelling in question. However, if the business (or other non-residential use) becomes dominant or intrusive (for example, due to traffic generation, noise disturbance, fumes, or the number of people employed) planning permission will be required. The Council will at all times be concerned to protect the Borough's housing stock and to preserve residential amenity and environment.

## 4 Retention of employment uses

EC3 The Council will seek to retain sites and premises which it considers to be suitable for continued employment use. The Council will only permit redevelopment or change of use of land and buildings (where planning permission is required) from one employment use (within Class B1-B8 of the Town and Country Planning (Use Classes) Order 1987) to another employment use or to a non-employment use where land and buildings are considered unsuitable for continued use on grounds of:

- a accessibility;
- b size;
- c location;
- d condition.

In considering such proposals, the Council will have regard to the supply, variety and choice of sites which are suitable for employment use, firstly in the particular class, and secondly in employment use generally.

An exception to the general approach of seeking to identify and retain premises considered suitable for continued employment use may be made, in appropriate areas, in the case of proposed changes from office use (B1a) to other uses. In such cases, a change to permanent residential, or social and community uses, will be particularly welcomed.

- 7.24 The Council's policies seek the retention of a range of employment uses to match the needs, skills and qualifications of the Borough's workforce. They also seek to reduce the need to travel. Wherever possible the Council therefore seeks to retain land and buildings in employment uses (within Classes B1, B2 and B8) and to resist a change to non-employment uses.

The Council is especially concerned to resist the loss of good quality sites particularly suited (by virtue of their location, nature or juxtaposition to other uses) to continued employment use. This approach is especially important given the limited supply within the Borough of land and premises suitable for employment uses. The Council will also seek to ensure that suitable land and buildings within specific employment use classes, such as B2 (General Industry) and B8 (Storage and Distribution), are retained in such uses.

- 7.25 The Council recognises, however, that some sites and premises may not be considered suitable for continued employment use on environmental, amenity or transport grounds. The Council will make an assessment of each site's suitability for continued employment use on a case by case basis (and having regard to any recent survey material available), applying the four criteria in the policy as follows:

#### **Size**

- 7.26 The size and shape of a site will determine its suitability for employment activities. Whilst there are numerous smaller sites in the Borough which are strongly valued for their small-scale employment use potential there is a very limited number of larger sites over 1,000 sq m available, particularly those suited for warehousing and light industrial uses. The Council will normally resist the loss of all such sites over 1,000 sq m as these provide flexibility for a wider variety of employment opportunities. The availability and need for smaller sites will also be a material consideration.

#### **Accessibility**

- 7.27 For larger sites or sites where extensive vehicle movements may be generated, the Council will consider both general access to the site from the surrounding highway network and the potential for on-site access and servicing. Lack of on-site access will not necessarily be a reason for allowing loss of sites. Many smaller sites can be well located without the need for such access. Proximity to public transport networks will also be relevant.

#### **Condition**

- 7.28 The condition of buildings, their physical suitability for re-use and the viability for refurbishment will all be taken into account. Applicants will be expected to supply relevant supporting material where this is an issue. The physical suitability of a site may cover a range of issues which could include ceiling heights, floor area and loadings, the age and condition of a building and the ability for goods to be loaded and unloaded.

## Location

- 7.29 Proximity to residential uses, and the possibility of disturbance to residents will be considered. Proximity to other employment activities and “bad-neighbour” uses, such as railway lines, will tend to favour a site’s retention for employment use.
- 7.30 Assessment against the four physical criteria above will be balanced against the availability of other suitable sites. The prospects for productive re-use of a site will also be considered. In doing so, the availability of other suitable sites, the viability of development for employment purposes and the demand for such activities will be taken into account. These will be considered at a Borough-wide and strategic level. Applicants will be requested, where necessary, to supply information to enable this assessment to be carried out. Where satisfactory evidence is produced to demonstrate that there is no realistic prospect of demand to use the land or buildings for employment uses, the Council may consider allowing a change to non-employment uses as an exception to policy. It is, however, unlikely that sites which are highly suitable for continued employment use will be permitted to change to other uses.
- 7.31 Proposals for alternative uses will be assessed on their merits and in accordance with the Plan’s policies and standards. The Council will particularly encourage the provision of priority residential use (in Classes C2 or C3) and supporting uses, such as social and community uses and open space. Examples where such changes may occur include changes from office floorspace. The LPAC Central London Capacity Study (1993) showed that there is an excessive oversupply of second hand office accommodation within London, which is likely to continue throughout the Plan period. Many of these buildings may not be suitable for a full range of business uses other than offices, but be suitable for conversion into residential, community and other uses (examples include Georgian and Victorian buildings originally designed for domestic use). Generally, the Council will encourage such re-use as an exception to the general thrust of retaining premises considered suitable for continued employment use. However, the clause in the policy suggests that such changes may be permitted and is not intended to imply universal applicability in all areas of the Borough. The availability of office floorspace in different parts of the Borough, across the Borough as a whole and across London is being kept under review and will influence the operation of this clause. Changes of use from BI(a) to non-employment uses will not be permitted in Hatton Garden (see section 7 of chapter 14). Where re-use is considered acceptable, the Council will seek to encourage permanent rather than temporary re-use, with a strong preference for an increase in residential accommodation.

## 5 Business development (Class B1)

- 7.32 The Town and Country Planning (Use Classes) Order 1987 incorporated office, research and development and light industrial uses into a single business use class. Premises in existing business use can be changed to another use within the class (or, up to a limit of 235 square metres, to a storage or distribution use within Class B8) without the need for planning permission. It is no longer possible therefore, save in exceptional circumstances, to draw a distinction between types of uses within the B1 Use Class. Within the broad categories outlined above, B1 uses are defined as those which can be carried out in a residential area without detriment to local amenity by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit (the “residential amenity test” – although PPG4 also includes a reference in paragraph 14 to “*unacceptable disturbance through increased traffic*”). Industrial development and the extension or alteration of an industrial building may (subject to limits prescribed by the Town and Country Planning General Permitted Development Order 1995) constitute permitted development (see glossary). The following section contains policies for the range of B1 uses.

### Areas with potential for business development

- 7.33 Government guidance urges authorities to take account of environmental concerns in locating developments. The Council is particularly concerned to minimise the need to travel, and the use of private vehicles in particular, in order to help reduce both CO<sub>2</sub> emissions and road congestion. This can in part be achieved by guiding development to areas with high levels of public transport accessibility.
- 7.34 The following policy is intended to assist the process of fostering economic growth and development by identifying appropriate areas with potential for business expansion, taking into account impact on amenity, environment and transport and the existing pattern of land uses and services serving local residential communities. No specific target for a satisfactory level of business provision is given. It is anticipated that the areas defined as having potential for expansion of business use will be able to accommodate any foreseeable needs. The Council will continue to monitor the provision of business floorspace (particularly office development) and supply and demand factors (including information provided by the GLA). It will then be in a position to respond to any strategic planning assessment of the most appropriate locations for new business development by initiating a review of policies.
- EC4 The Council has defined the following areas as having most potential for an expansion of business development:
- a King’s Cross Opportunity Area;
  - b Central London Area;
  - c Major Centres; and
  - d Kentish Town and West Hampstead District Centres.

In assessing any development, the Council will apply the sequential approach and general criteria in policy RE4 and will also consider the need for developments to be in keeping with the scale and character of the surrounding area. This consideration is also important in areas where there are existing buildings which do not reflect the scale and character of their surroundings. The Council will also apply policy RE5 which seeks mixed uses.

- 7.35 The Council seeks to ensure that any expansion of business activities is directed towards the most appropriate locations within the Borough where the use of public transport can be maximised (and that of private transport minimised) and where the impact on residential amenity and the environment can be kept to a minimum. The Council's view is that major business development attracting an increase in trips should be directed to areas that are highly accessible by public transport (these areas have also been defined by reference to their function, character and mix of land uses).
- 7.36 In assessing developments, the Council will apply the sequential approach explained in policy RE4. Applicants will be required to demonstrate that all potential options for their development in areas a) to d) have been thoroughly assessed before less accessible sites are considered for development.
- 7.37 The Council will apply the criteria in the policy against all schemes, wherever located, to ensure that any business development is appropriate to the scale and character of its surroundings. The King's Cross Opportunity Area can accommodate major business development, and specific policies covering this area are given in chapter 13. It is considered that, if the criteria can be satisfied, the Central London Area, the Major Centres and the Kentish Town and West Hampstead District Centres may also be able to accommodate major business development. Outside these areas it is expected that proposals would be likely to be of a smaller scale if the criteria are to be satisfied.
- 7.38 Where developments outside areas a) to d) are proposed, the Council will also have regard to the criteria in policy RE4. Where developments of existing BI sites outside these areas are considered, they will also be assessed against the criteria in this policy and policy RE4, except that in such schemes developers will not be asked to demonstrate that they have applied a sequential test.

### Accommodation for small firms

- EC5 Provided there is no conflict with other policies in the Plan, the Council will:
- a welcome proposals that include accommodation suitable for occupation by small firms; and
  - b resist the net loss of accommodation suitable for small firms.



- 7.39 This policy is intended to ensure that there is provision of a sufficient supply of good quality, accessible accommodation to meet the requirements of small and growing businesses, including uses displaced by the operation of the business class. It will also be important to encourage a range of types and standards of accommodation (including managed workspaces), particularly in small units at the cheaper end of the market. It will generally be in the design and flexibility of buildings that the Council will seek to achieve this objective rather than by imposing conditions or seeking agreements. Small-scale business uses can make a positive contribution to the mixed use character of accessible areas and are especially appropriate where business development is proposed within the Central London Area (including Areas for Community Regeneration) and within the accessible shopping and service centres.
- 7.40 Although demand for floorspace varies, the majority of businesses in Camden employ 20 or fewer people and further provision and retention of a range of unit sizes would contribute to choice and variety for industrial and commercial tenants and consumers of their services. It will be important to provide units in a range from 50-120 square metres to meet the needs of business start-ups, small businesses and craft workshops. Moreover, evidence from workspace and business park development agencies shows that rentals can in fact be greater from a range of units (and the risk of lease default and rental arrears far less) than in large premises designed for single occupancy.

### Range of business provision

- 7.41 Planning Policy Guidance Note 4: Industrial and Commercial Development and Small Firms urges local planning authorities “to ensure that there is sufficient land available which is readily capable of development and well served by infrastructure. They should also ensure that there is a variety of sites available to meet differing needs” (para 6). However, the introduction of the business use class in 1987 removed the Council’s ability to control changes of use and distinguish within the BI Use Class between land reserved for industry and for offices. It is, therefore, very difficult to ensure that sufficient land is available for industry and to address mismatches between labour availability, skills and jobs. The Council will, however, continue to encourage the provision and retention of a wide range of economic activities in the Borough, including light industrial floorspace. It considers that new industrial accommodation with good vehicular access and servicing arrangements is required for the relocation of existing firms and in order to attract new enterprises and jobs to the Borough and will particularly welcome floorspace that is available for short-term or low rental. It has therefore identified in the Schedule of Land Use Proposals the most appropriate sites for light industrial development, should demand be forthcoming (see chapter 17). Appropriate sites have been identified according to their accessibility and potential for meeting BI(c) standards for vehicular access and servicing.

**EC6** The Council will welcome schemes for the redevelopment of industrial land or premises for BI purposes which are designed for flexible use, including light industrial use.

- 7.42 Strategic Guidance suggests that boroughs should keep under review assessment of the demand and potential demand for industrial and business land in their area. It also urges them to *“have particular regard to the need to encourage economic activity at all levels in their local economies and to encourage competitiveness through the provision of attractive and well serviced sites for different types of businesses”* (para 3.4). The Council, therefore, considers it appropriate where land previously used for industrial purposes is proposed to be redeveloped for B1 use, or where modifications to buildings in existing B1 use are proposed, to encourage flexibility in the design of schemes including the provision or, where appropriate, the retention of design features that enable premises to be used for a range of business purposes. This will not only help to expand the range of employment opportunities available but is also especially important given that the supply within the Borough of land and premises considered suitable for industrial use within Class B2 is extremely limited. Design features which allow for flexible use include:
- floor loadings capable of supporting machinery and storage uses;
  - ceiling heights with sufficient headroom for the use of machinery and hoists;
  - provision of goods lifts;
  - provision of wide doors/corridors; and
  - adequate turning/parking space for goods vehicles.

- 7.43 In all premises specifically designed for use within Class B1(c), the Council will require adequate provision to be made for servicing and goods vehicle turning (policy TR12, TR23, TR24, DS8 and DS9 and the associated annex in chapter 16).

## 6 Other employment uses

### General industry (Class B2)

- 7.44 This covers industrial uses which fail the residential amenity test (para 7.32 above) and therefore fall within Class B2 (general industry). Uses falling within Class B2 can change to a use within Class B1 and, subject to a floorspace limit of 235 square metres, change to storage or distribution use (B8) without the need for planning permission. Development on industrial land and the extension or alteration of industrial buildings may (within limits prescribed by the Town and Country Planning (General Permitted Development) Order 1995) constitute permitted development. General industrial activities typically found in Camden include car repairs, as well as manufacturing operations such as hot metal printing, joinery, furniture and clothing.

## Transhipment facilities (Class B2)

- EC7 Where the loss of an existing rail transhipment facility is proposed, the Council will endeavour to ensure that adequate alternative provision exists or will be made available in the locality, without detriment to local amenity, environment or highway conditions.

## Aggregate facilities (Class B2)

- EC8 The Council will grant permission for new or expanded aggregate handling depots (including associated facilities) provided it can be demonstrated that there would be:
- a no net loss of good quality sites and premises for business or industrial development within classes B1 and B8;
  - b no net loss of priority residential and associated supporting services (social and community uses or open space);
  - c no adverse impact on amenity or environment through dust, noise, other disturbance or the visual impact of the plant;
  - d no adverse impact on transport networks; and
  - e a strategic need for such facilities.

7.45 Strategic Guidance urges authorities to identify the opportunities for freight handling and transfer by rail or water and safeguard sites where there is a reasonable prospect of freight being transported by these modes (paragraph 3.24). The Council recognises the desirability of retaining rail depots to supply London's aggregates needs, in preference to increased reliance on long-distance road haulage.

7.46 London supplies a very low percentage of its own aggregates needs (for sand, gravel and crushed rock for use in the construction industry). Moreover, there are limited opportunities for new rail depots in London, because of the general pressures for redevelopment of vacant or under-used land, and increasing concerns about environmental disturbance arising from such uses. For example, Minerals Planning Guidance Note 6: Guidelines for Aggregates Provision in England and Wales (1994) highlights the potential environmental disturbance arising from the transport of aggregates. It suggests that where possible, consideration should be given to the movement of material by rail as this can offer environmental advantages and for longer distances may be more economic. It goes on, however, to note that problems may arise in the local area surrounding rail distribution depots. At the same time, the general trend in the demand for aggregates appears to be growing (paragraph 93).

7.47 Currently, there are no sites specifically identified as having potential for such facilities within Camden. There is an existing facility within the northern part of the King's Cross Railway Lands. The Council will, however, consider proposals for new or expanded aggregate handling facilities in the light of strategic and regional assessments of demand, and

will apply the above criteria to ensure that there is no significant adverse effect on local amenity, environment and highway conditions through noise disturbance, dust, traffic generation and unreasonable hours of operation (see also policy TR25 in chapter 5). Encouragement will be given to use of rail or water based transport to minimise impact on road traffic. Reference should also be made to policy EC3 and to DS8 and DS9 in chapter 16.

## Storage and distribution (Class B8)

7.48 This Use Class covers a range of storage and distribution activities, (including, for example, warehouses operating on a wholesale basis for the retail trade, but excluding use as a scrap yard or a yard for the storage or distribution of minerals or the breaking of motor vehicles). Uses falling within Class B8 can (up to 235 square metres) change to a use within Class B1 without the need for planning permission. The extension or alteration of a warehouse may, within limits prescribed by the Town and Country Planning General Permitted Development Order 1995, constitute permitted development.

EC9 The Council will normally grant permission for storage, warehouse or distribution uses (within Class B8) provided it can be demonstrated that there is:

- a no net loss of good quality sites and premises for business or industrial development within Classes B1 and B2;
- b no net loss of priority residential, social and community uses or open space;
- c no adverse impact on amenity, environment or transport networks;
- d adequate provision for on-site parking and servicing, in line with the Council's Development Standards.

7.49 This policy is intended to meet the requirement for Unitary Development Plans to provide for the accommodation of warehousing, except where this would lead to the loss of good quality sites for business and industrial development, whilst having regard to local environmental and traffic implications. The Council accepts that such activities can contribute towards the provision of a range of employment opportunities within the Borough. However, it is common for uses within Class B8 to yield a low employment density, employ very small numbers of employees and generate more numerous and frequent trips by road transport than would be likely for activities within Classes B1 and B2. The Council is therefore concerned, for employment, environment and transport reasons, to ensure that there is no loss (to a use within Class B8) of land and premises suitable for business or industrial development.

# 8 Shopping and local services

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# 8 Shopping and local services

## I Part I policies

- 8.1 The following strategic policies have been identified in Part I and are repeated and justified here as a basis for Part 2 (local) policies:
- SSH1 The Council will seek to sustain and enhance shopping and local service provision by promoting the vitality and viability of town centres and encouraging the provision of a wide range of shops and services that are well-located and accessible.
- SSH2 The Council will seek to improve accessibility to and within shopping centres.
- SSH3 The Council will seek an improvement in the quality of the environment in shopping centres.
- 8.2 The Council recognises the importance of shopping and service provision to local residents, workers, visitors and to the local and London-wide economy including its contribution to London's World City role. The existing hierarchy of shopping and service provision gives access to a wide range of goods and services. In addition, shopping centres act as focal points for the community and for visitors, provide a range of service uses and provide important local employment opportunities. The range of uses depends on the scale, character, location and accessibility of centres, and can include social and community, administrative and service uses together with transport, cultural, leisure and entertainment facilities. Important local shopping provision is also made in scattered shops and small parades which lie outside designated centres.
- 8.3 The pattern of retail activity is constantly changing in response to changing economic and social conditions and consumer demand and needs. However, the Council recognises the need to maintain and improve the range of shopping provision and ensure that it is accessible to all if Camden is to remain an attractive and convenient place in which to live and work. It is particularly concerned to ensure that proposals for retail development are sustainable and are satisfactory in terms of their location and accessibility for non-car users and pedestrians, especially those with restricted mobility. It will therefore seek to protect and strengthen the overall level and distribution of provision throughout the Borough by controlling changes of use and channelling new retail investment into existing centres and away from out-of-centre locations. Large scale retail uses which attract a significant number of shoppers will generally be required to be located within or immediately adjoining the largest centres,

which have a high level of public transport accessibility and serve a wide catchment area.

- 8.4 Finally, to preserve the attractiveness of existing centres within the hierarchy and provide a safe, accessible and pleasant shopping environment for all, it will be necessary to encourage and facilitate investment in the quality of shopping provision, improvements in the shopping environment (including measures to improve accessibility) and to ensure that retail proposals do not cause any adverse impact on local environmental or highway conditions. Part of this process includes investigating the potential for reducing the dominant impact of traffic within shopping areas and measures to promote the use of public transport, cycling and walking as the main ways of travelling to and within the Borough's shopping and service centres.



## 2 Introduction

- 8.5 This chapter covers all aspects of the provision of shopping and local services. It includes policies relating to new provision within Class A1 of the Town and Country Planning (Use Classes) Order 1987, policies on changes from retail to non-retail use and policies on the shopping environment. The term “retail” is used to refer solely to Class A1 uses (i.e. excluding A2 and A3 uses). The policies have been divided into four sections: general policies applicable to all retail provision; policies relating to specific centres; policies on transport and environmental considerations; and policies on specific uses found within shopping and service centres (for example, Class A3 and sui generis uses (see Glossary).
- 8.6 The Council can control the location of new shopping developments in the Borough but has limited influence over the exact type of shopping provision made. A wide range of retail activities and services fall within Class A1 of the Town and Country Planning (Use Classes) Order 1987, including shops, post offices, ticket and travel agencies, sandwich bars, hairdressers and dry cleaners. Uses can change to another use within the same class without the need for planning permission. Some uses typically found within shopping centres lie within Class A2 or A3 or are not included in any Class within the Use Classes Order.

### National context

- 8.7 Planning Policy Guidance Note 6 (PPG6) - Town Centres and Retail Developments (1996) sets retail development clearly in the context of town centre vitality and viability, recognising the social and community contribution of centres whilst continuing to encourage competition between different types of shopping provision. Guidance recognises the importance of locating development in established centres to minimise the need to travel and encourage public transport use to reduce CO<sub>2</sub> emissions. In accordance with PPG6, the Council will apply a sequential approach to proposals for retail development.
- 8.8 PPG6 also recognises that defining primary frontages within centres and developing policies to control changes of use can help maintain the dominant retail elements of a centre, although it also suggests that the character and vitality of shopping areas is best assisted by allowing flexibility. Thus, whilst “primary frontages may be restricted to a high proportion of retail uses - in particular those uses in class A1 of the Use Classes Order - there should be scope for more flexibility of use in secondary frontages...” (para 6, Annex B).

### Strategic context

- 8.9 Strategic Guidance for London Planning Authorities (RPG3) suggests that existing town centres should continue to be the main focus for new

shopping provision. It emphasises the role that plans can play in promoting the modernisation and refurbishment of centres and assisting regeneration and job creation, particularly in Inner London. It also stresses the importance of providing shopping facilities in locations accessible to public transport. Where public transport from a range of destinations cannot be secured at large convenience stores, encouragement should be given for the provision of smaller stores in town centres. Likewise, restricting the provision of free parking to limit the demand at out-of-centre locations may help to shift the balance back to existing town centres.

### Camden context

- 8.10 Demand for new stores in London remains high in the belief that areas with a high density of population can sustain further long term growth. In fact, the population in Camden is projected to continue increasing and is characterised by a growing youthful population (although 23 per cent of the population are elderly). Women in employment, single parents and one person households are increasing. Although car ownership levels have increased in recent years, the majority of residents in the Borough do not have regular access to a car and rely on centres which are accessible on foot and by public transport. Reductions in the number of local convenience shops has made shopping more difficult for these people, particularly for those who are travel disadvantaged.

## 3 Shopping provision in Camden

- 8.11 Camden residents are able to take advantage of a wide range of retail facilities and services provided within the Borough (see Appendix SH1) and beyond, with provision in Camden forming a small part of total London-wide retail provision.
- 8.12 The Council has designated three Major Centres: Camden Town, Finchley Road/Swiss Cottage and Kilburn High Road (the western side of which lies within the London Borough of Brent). Although these are the largest centres in the Borough, offering the widest range of shopping facilities (including durable and comparison goods, large food stores and a number of other goods and services), none is considered by the Council to be of true strategic or cross-Borough significance in terms of both scale and function. The three Major Centres serve a wider catchment area than the designated District Centres, but no one centre is predominant. They are also characterised by a high level of public transport accessibility, which makes them suitable locations for other activities and uses, especially those likely to attract large numbers of people.
- 8.13 The Council has designated three District Centres: Hampstead, Kentish Town and West Hampstead. These offer a range of convenience goods and

services with some durable shopping. District Centres serve a more localised function than the Major Centres with a smaller catchment area. Two District Centres – West Hampstead and Kentish Town, are highly accessible by public transport and are regarded as suitable locations for a range of activities, including those which attract large numbers of people.

- 8.14 Neighbourhood Centres provide for the day-to-day needs of residents in the immediate surrounding catchment area. Additional local provision exists in the form of small parades and individual shops throughout the Borough which lie outside any designated centre.

## 4 General policies

### Consolidation and improvement of centres

SH1 The Council will encourage the consolidation and improvement of shopping and service centres throughout the Borough.

- 8.15 The consolidation and improvement of existing shopping and service centres is essential if residents, workers and visitors are to continue to have access to a wide range of goods and services and if retailers and service providers are to be encouraged to remain in the Borough and expand their provision. To this end, the Council seeks to protect the shopping function of existing centres and enhance provision by directing new retail development towards existing centres.

### Shopping environment and facilities

SH2 The Council will encourage an improvement in the quality of the general shopping environment and the facilities provided within it for the benefit of all users and traders and, in particular, for people with disabilities.

- 8.16 The Council is concerned to create a pleasant, safe and accessible shopping environment for all. It will therefore investigate the potential for co-ordinated action to improve environmental quality and the provision of necessary features within the street environment such as lighting, street furniture, bus shelters, signing, litter bins and public conveniences. The Council has appointed Town Centre Managers who contribute to better communications between the private and public sectors thus enhancing the effective management and promotion of the centres as a whole. In addition, the Council may as Highway Authority, subject to the availability of resources, implement and investigate the potential for measures designed to improve safety and accessibility to and within shopping centres (for

example, traffic calming, the regulation of on-street parking, schemes giving priority to buses and schemes which will assist pedestrians, cyclists and people with disabilities, including shopmobility schemes).

- 8.17 The Council will also encourage developers to incorporate facilities to improve access, convenience and environmental conditions for shoppers into their retail development proposals. This approach will not only help to improve the shopping environment, but will also help improve the attractiveness of centres to shoppers and the prospect of further retail growth. Examples of facilities and services appropriate to the scale of new development which will be welcomed include:
- wheelchair and mobility improvements;
  - rest areas;
  - public toilets and baby changing areas;
  - shoppers' crèche;
  - signage;
  - public and community transport facilities; and
  - pedestrian and cycle facilities.
- 8.18 Reference should also be made to policy RE6(f).

## 5 Shopping and service centre policies

- 8.19 This section contains policies that relate to specific centres within the hierarchy, Primary and Secondary Shopping Frontages within Major and District Centres, shops lying outside designated centres and provision within the Central London Area.

### Location of new provision

SH3 The Council has defined the following retail hierarchy:

- a Major Centres;
- b District Centres;
- c Neighbourhood Centres;
- d local parades and individual shops throughout the Borough.

In assessing retail developments, the Council will apply the sequential approach, explained in policy RE4. Applicants will be required to demonstrate that all potential options for their development in areas a) or b) have been thoroughly assessed before sites on the edges of either a Major or District Centre or, sequentially, sites out-of-centre are considered for development. Neighbourhood Centres and local parades are generally considered to be inappropriate locations for large scale

retail development. In assessing any development the Council will apply the general criteria in policy RE4 and will also:

- ensure that the proposal will be of such a scale which would not have an adverse effect on the vitality and viability of the existing or surrounding areas;
- ensure that the proposal is readily accessible on foot and can be served by a choice of means of transport, including public transport;
- consider the need to reduce car travel; and
- consider the cumulative effects of recently completed developments, and of outstanding planning permissions in the catchment areas of affected centres.

## Major Centres

SH4 Within Major Centres, the Council will normally grant permission for proposals which lead to the extension or qualitative improvement of existing premises or new developments for shopping purposes.

- 8.20 The Council seeks to direct large scale retail developments into Major Centres, where they are most easily accessible by public transport to residents, workers and visitors. In assessing such large scale developments, the Council will apply a sequential approach, where the first preference for locating developments will be for sites in Major and, to a lesser extent, District Centres. Applicants will be required to demonstrate that all potential options for their development in these centres have been thoroughly assessed before less central sites on the edges of these centres are considered for development. Only then will proposals in out-of-centre locations be considered.
- 8.21 The Council will apply the criteria in policy SH3 against all schemes, of whatever scale and location, to ensure that any retail development is acceptable in terms of impact. However, outside Major Centres, retail proposals are likely to be smaller in scale if the criteria in the policy are to be met. In determining vitality and viability, regard will be had to Figure 1 of PPG6. For large scale development, the Council will normally require evidence of the likely economic and other impacts on other retail locations, and an assessment of the likely impact on transport networks.
- 8.22 The Council seeks to promote Major Centres as the main shopping centres and primary foci for new retail investment in the Borough. Part of this process will be to ensure, as far as possible, that these centres continue to provide a full range of modern shopping facilities and remain attractive locations for retail expansion, growth and qualitative investment. Planning permission will normally be granted, therefore, for proposals which increase the amount of shopping floorspace or help improve the environment, layout and servicing of centres, thereby making shopping more efficient, convenient and attractive to customers.

## Kilburn High Road Major Centre

SH5 The Council will work with the London Boroughs of Brent, Barnet and Westminster to develop and implement a strategy for the regeneration of Kilburn High Road.

- 8.23 Kilburn High Road has been identified as a shopping and service centre in need of a comprehensive approach to regeneration. The centre has seen little retail investment in recent years and suffers from a poor shopping environment. Action is needed to improve the attractiveness of the centre and facilitate its regeneration. This will require the joint efforts of Camden, Brent, Barnet and Westminster councils, with input from traders and the local community.

## District Centres

SH6 The Council will seek to maintain and enhance the vitality, level and range of shopping and service provision within District Centres. It will also seek to improve the quality and character of the environment within these centres.

- 8.24 The three District Centres of Hampstead, Kentish Town and West Hampstead are the next largest centres in the shopping hierarchy after the Major Centres and serve a relatively wide catchment area. These centres offer a wide range of goods and services including convenience uses. The Council seeks to ensure that residents, workers and visitors to the Borough continue to have access to this level of provision within the hierarchy. Such provision is often conveniently located and accessible, thereby minimising the need to travel. The Council will therefore seek to protect the Primary Shopping Frontages and overall retail function of District Centres, encourage improvements in the shopping environment and encourage new retail investment of an appropriate scale.

## Primary Shopping Frontages in Major and District Centres

- 8.25 Primary Shopping Frontages have been defined for each of the Borough's Major and District Centres (see Proposals Map and Appendix SH2). They represent the retail heart or focus of a centre.
- SH7 The Council will only permit proposals which involve a net loss of shopping (Class A1) floorspace in Primary Shopping Frontages where the reduction in floorspace and the nature of the proposed use would not harm the character, function and vitality and viability of the centre.

- 8.26 Primary Shopping Frontages have been defined for areas where shopping uses predominate. Their designation is a means of ensuring the retention of a flourishing and viable shopping area through controlling the proportion of non-A1 uses. In determining the impact of a proposal on the character and function of a centre, the Council will have regard to the variety and mix of retail and non retail uses, the range of facilities offered and the overall balance of uses provided. In determining vitality and viability, regard will also be had to Figure 1 of PPG6.

## Secondary Shopping Frontages in Major and District Centres

- 8.27 Retail areas which lie outside the Primary Shopping Frontages in the Major and District Centres have been designated as Secondary Shopping Frontages. Secondary Shopping Frontages are defined at either end of the shopping centre and include both sides of the road (see Appendix SH2). They are often characterised by a mix of uses including not only retail and associated uses, but also social, community and supporting services.

**SH8** Within Secondary Shopping Frontages in Major and District Centres, a change of use from a use within Class A1 to a non-retail use will be permitted provided the proposal would not be detrimental to the character, function, vitality and viability of the centre.

- 8.28 Within the Secondary Shopping Frontages, a more flexible policy on changes of use from a use within Class A1 to a non-retail use will apply. This policy is intended to serve two purposes – to divert pressure for changes of use away from the Primary Shopping Frontages of centres thereby avoiding the dilution of their shopping function and, secondly, to create opportunities for the provision of a variety of service and other uses that require, or are best situated in, an accessible location. The introduction of a variety of services and facilities will not only help increase the vitality and attractiveness of centres (for retail investment purposes and to those using the centres), but will also help expand the range of employment opportunities available locally. A mix of uses may also reduce the need to travel by enabling one journey to serve several purposes and increase safety outside normal business hours. However, the Council is concerned to maintain the overall shopping character and function of Secondary Shopping Frontages within centres. In determining the impact of a proposal on the character and function of a centre, the Council will have regard to the variety and mix of retail and non-retail uses, the range of facilities offered and the overall balance of uses provided. In determining vitality and viability, regard will also be had to Figure 1 of PPG6.

## Neighbourhood Centres

**SH9** Within Neighbourhood Centres, a change of use from a use within Class A1 to a non-retail use will be permitted if the following criteria are satisfied:

- a the proposal would not be detrimental to the retail character, function, vitality and viability of the centre; and
- b the proposal would not be detrimental to local amenity, environment and transport conditions.

8.29 Neighbourhood centres form an important element within the Borough's hierarchy of shopping provision. They frequently provide a range of essential local shops, convenience uses and services that are highly valued by local residents, especially those who are less mobile or who need to shop close to home. The Council wishes to encourage the retention of a range of provision (including convenience uses) throughout the Borough which is accessible to the local community and to workers and visitors. It considers that safeguards are necessary to ensure the maintenance of a strong shopping function and character within neighbourhood centres and to retain the level of service provided to the local community. In determining the impact of a proposal on the character and function of a centre, the Council will have regard to the variety and mix of retail and non-retail uses, the range of facilities offered and the overall balance of uses provided. In determining vitality and viability, regard will also be had to Figure 1 of PPG6. The Council is also concerned to ensure that proposals do not adversely affect local amenity, environment and transport conditions. Appendix SH3 lists shopping frontages within neighbourhood centres.

### Shops lying outside designated centres

- SH10 Outside designated shopping centres, a change of use from a use within Class A1 to a non-retail use will not normally be permitted except where the following criteria are satisfied:
- a the proposal would not be detrimental to the character and function of the area; and
  - b the proposal would not be detrimental to local amenity, environment and transport conditions.

Within the Central London Area, reference should also be made to the area descriptions given in chapter 14.

8.30 Throughout the Borough, individual shops and small parades outside designated centres provide a valuable local service to residents, workers and visitors. They also help to meet the needs of less mobile residents (including the elderly, people with disabilities and those with young children). The Council wishes to encourage their retention, to protect local retail services (including convenience uses) in the interests of the local community of residents, workers and visitors alike.

8.31 In addition, in parts of the Borough the existence of scattered shops providing a wide range of shopping facilities (including convenience and specialist facilities) contributes significantly to an area's character, function and vitality and viability. Examples may include conservation areas with local shopping facilities and other areas where the mix of uses (including shops) adds to the area's special character.



- 8.32 Parts of the Central London Area are particularly characterised by a mix of small-scale land uses including convenience and specialist shops serving the needs of local residents, workers and visitors. In this area, provision is often dispersed rather than being concentrated in centres. The Council is concerned to ensure that the level of retail provision in the area as a whole is maintained, not only to help provide support to existing communities, but also to help maintain the area's special mixed character and quality and prevent domination by other types of commercial use. One notable exception is Tottenham Court Road which performs a strong retail function, with a range of specialist shops (forming part of the West End) as well as shops serving those living and working in the area. Further detail is given in the area descriptions contained in chapter 14.
- 8.33 Outside centres where the conditions of the policy are met and a change of use from Class A1 is permitted, the Council will particularly encourage uses which are likely to benefit the local residential community (for example, social and community uses) where an established need exists. This will be particularly important in areas experiencing significant pressures for development where there is an identified need for additional social and community provision (for example, Areas for Community Regeneration). The Council is also concerned to ensure that remaining facilities in the surrounding area provide a wide choice to meet the needs of local residents, workers and visitors.
- 8.34 In determining the impact of a proposal on the character and function of a local area, the Council will have regard to the variety and mix of retail and non-retail uses, and the range of facilities offered, including local convenience shops in the surrounding area. The Council is also concerned to ensure that proposals do not adversely affect local amenity, environment and transport conditions.

## 6 Environment and transport considerations

### Visual appearance

- 8.35 Policies and guidance on new and replacement shop fronts, signs and advertisements are contained in chapter 4 (EN17, EN34, EN28-30) and Supplementary Planning Guidance.
- SH11 Where planning permission is granted, the Council will normally require non-retail uses within shopping centres and parades to maintain a window display.

- 8.36 Window displays help to maintain the visual appearance, attractiveness and continuity of the shopping frontage and can help provide information about non-retail uses and services available within the centre. An exception to this requirement may be made where the proposed use falls within Class A3 of the Town and Country Planning (Use Classes) Order 1987.

## Continuity of shopping and local service facilities

SH12 The Council will seek, wherever practicable, the continuity of shopping and local service facilities whilst development is in progress.

- 8.37 The Council is concerned that, wherever possible, schemes for development should be designed to enable traders to remain in business whilst works are in progress. Where large scale redevelopment and refurbishment schemes are permitted, phasing will be encouraged to enable existing traders to remain in business during and after the implementation of works. During construction, full consideration should be given to limiting all aspects of environmental nuisance and loss of amenity in accordance with policy EN7 in chapter 4.

## Car parking

- 8.38 As part of its wider traffic restraint policy, the Council aims to discourage the use of cars for shopping trips by regulating the supply of on-street space (TR11 in chapter 5) and by limiting the supply of private non-residential parking (TR12). The Council will also seek to limit the supply of customer parking.
- SH13 The need for customer car parking for development proposals for A1, A2 and A3 uses will be assessed in accordance with the maximum standards set out in the Annex to DS8 taking into account the following factors:
- a the objective of deterring unnecessary use of the car;
  - b the nature, scale and location of the development;
  - c the implications for the local highway network;
  - d the availability of alternative means of access other than the car;
  - e the availability of suitable public car parking in the near vicinity and the possibility of shared use of existing or proposed car parking; and
  - f the need for parking for people with disabilities.
- In all cases, the Council will require a management scheme to be agreed for regulation of use of the car park to favour shoppers' short-term car parking.
- 8.39 In Camden, there is an overriding need to limit traffic levels in shopping centres due to the high level of conflict between pedestrians and vehicles, and the relatively poor environmental conditions within centres. It is

acknowledged that some purchases, such as bulky goods from retail warehouses and large quantities of groceries, do need to be loaded at a car parking space close to the store. Where customer parking is appropriate, the Council will seek to limit the number of spaces in order to influence modal choice and discourage car usage, and would welcome proposals for shared public use.

- 8.40 The Council recognises that public transport remains inaccessible to the majority of disabled people, which increases their reliance on private and community transport. Therefore, the Council requires appropriate parking provision for disabled people within shopping areas.
- 8.41 Where customer parking is provided, the Council requires, in all cases, a suitable pricing structure and management scheme to regulate use of the car park. It is important to ensure that any increase in car parking provision benefits the shopping centre as a whole. Therefore, it is important that use is restricted to those intending to visit local shops and services, and excludes those working locally or commuting into central London.

## Servicing

SH14 The Council will, where there would be no harm to the local environment, require all new developments of A1, A2 and A3 uses to make adequate provision for service vehicles in line with Development Standards.

- 8.42 As well as improving the efficiency of servicing, an appropriate level and location of service facilities will help to minimise the conflict between shoppers, parked vehicles and through traffic. The Council may relax service standards and the requirement for rear servicing if environmental harm would ensue solely from that aspect of the proposal. However, if that relaxation would cause demonstrable harm, the proposal would become unacceptable. In order to prevent unacceptable noise disturbance to adjoining residents, the Council may, in appropriate circumstances, seek to control the hours during which service deliveries may be made.

## 7 Policies relating to specific uses

- 8.43 This section contains policies relating to particular uses - for example, specific uses or types of activity within Class A1 (for example, markets), uses within Class A3 and sui generis uses such as launderettes and mini-cab offices.

## Use of Council-owned shops

- 8.44 The Council owns a significant number of shop units. Some are located in shopping centres, whilst others are located on housing estates or scattered throughout the Borough. In some instances, it may be appropriate for premises to be used for high priority non-retail uses (for example, social and community uses). In other instances, the Council may be able to play a role through its lettings policies in securing particular types of retail uses for which there is an identified local need (for example, local convenience shops).

## Specific uses within Class A1

- 8.45 An expansion in the range of facilities and services available to customers has increased the importance of post offices as an essential local service and convenience use. Some sections of the community (particularly those with limited mobility – including, for example, the elderly and mothers with young children) rely heavily on the availability of post office services within easy walking distance of their homes. The Council will therefore work with the Post Office and other providers of postal services towards ensuring the retention of a satisfactory range and distribution of post offices and services throughout the Borough to serve the needs of local residents, workers and visitors.
- 8.46 Dispensing chemists also offer a valuable service to the local community. A network of local facilities is especially important for those who are less mobile and unable to travel far for the essential services provided. The Council will therefore work with the Family Health Service Authority to maintain a network of provision that is well located to meet residents' needs.

## Markets

- 8.47 In general, the operation of regular retail markets complements the range and variety of shopping provision in the Borough. On-street markets such as those at Chalton Street, Earlham Street, Inverness Street, Leather Lane and Queens Crescent cater for the needs of local residents and workers by providing accessible local retail facilities and goods within walking distance and at affordable prices. Others, especially off-street markets, such as those in the vicinity of Camden Lock and Chalk Farm have become major weekend attractions for tourists and visitors from all over London, as well as for local residents.
- 8.48 Market uses often require a significant degree of control in order to minimise the impact of their operation on local amenity, environment and transport systems. Such control is achieved through the operation of planning policies controlling location, advertising, the enforcement of conditions attached to planning permissions, and, in the case of on-street

markets, control through the enforcement and administration of licensing regulations by the Council's Environmental and Consumer Protection Service (see also chapter 15). Policy SH17 deals specifically with car boot sales requiring planning permission.

- SH15 When considering proposals for new off- and on-street markets and extensions to existing authorised markets, the Council will normally be concerned to ensure that the proposals:
- a lie within an area of high public transport accessibility with sufficient capacity to accommodate an increase of trips;
  - b will not adversely affect the retail character and function of the existing centres;
  - c will not prejudice the redevelopment of a site or premises for uses specified in the Proposals Schedule; and
  - d will not cause loss of amenity, to adjoining residents and occupiers nor any adverse impact on public safety and local environmental and highway conditions.

The use of forecourts in front of retail premises for market activities will generally be discouraged.

8.49 Markets make a significant contribution to the interest, diversity and vitality of shopping provision in the Borough. However, depending on how they are operated and their hours of operation and scale, they can have a significant adverse impact on the character and function of established shopping and service centres' local amenity, public safety, environmental and transport conditions. Given that large numbers of people may visit markets, the operation of market activities should not impede upon the public safety of local residents, visitors or traders. The Council is concerned to minimise any adverse impact in particular from noise disturbance, litter, smells, traffic and parking congestion. The principal ways of achieving this include ensuring that proposals for markets that attract large numbers of people are located within areas of high public transport accessibility with sufficient capacity to accommodate an increase in trips, and that impacts on amenity, public safety and environment are carefully controlled through the implementation of planning policies and standards, the use of conditions attached to planning permissions and the involvement of the Council's Environmental and Consumer Protection Service.

8.50 The Council is also concerned to protect priority residential use and associated supporting facilities, such as social and community uses and open space on land identified for these uses in the Schedule of Land Use Proposals (chapter 17). Provided the use is acceptable and satisfactory environmental conditions can be achieved, the Council generally places a higher priority on the permanent rather than temporary use or redevelopment of land. To this end, time limited permissions for markets uses will not normally be renewed nor new permissions granted where this would prejudice the permanent re-use or redevelopment of sites or premises, particularly where there is an extant planning permission for such uses.

- 8.51 The use of retail forecourts for market activities will generally be discouraged. The use of the highway (including footpath) requires licensing. Such uses frequently impede pedestrian movement and accessibility and can be detrimental to the character and appearance of shopping frontages.
- SH16 The Council will require proposals for new markets and extensions to existing markets to make adequate provision for:
- a off-street parking for traders' vehicles;
  - b access for people with mobility difficulties (including wheelchair users and those pushing double buggies);
  - c pedestrian safety and circulation (including adequate aisle widths, exit routes and signing); and
  - d the storage and disposal of litter and refuse.
- The Council will also seek improved provision of public conveniences; and, where take-away food stalls are proposed, sitting-out areas with litter bins provided. The Council will expect proposals to include layout plans illustrating provision of the above facilities.
- 8.52 Adequate operational arrangements and facilities are required to ensure the safe operation of markets and to minimise the environmental problems associated with markets (such as noise, litter, traffic and parking congestion). Proposals for food outlets within markets will require the approval of the Council's Environmental and Consumer Protection Service.

### Car boot sales

- SH17 The Council will not normally grant permission for sites and premises to be used for car boot sales.
- 8.53 There has, in recent years, been an increase in the number of car boot sales being held in the Borough. The introduction of such activities into predominantly residential areas often causes disturbance to local residents and a loss of amenity by generating significant increases in traffic and parking stress and causing noise disturbance. The Council is concerned to protect residential amenity and will generally refuse applications for car boot sales requiring planning permission. An exception may be made if it can be demonstrated to the Council's satisfaction that the proposed use would be compatible with the character of the area, in accordance with Plan policies and would not have an adverse impact on local amenity, environment or transport networks.

### Financial and professional services (Class A2)

- 8.54 This Class includes use for the provision of financial or professional services (other than health services) to visiting members of the public. It includes other services (such as betting offices) which it may be appropriate

to provide in shopping areas (see policies SH7-10 controlling changes from Class A1 (retail) to a non-retail use).

## Food and drink (Class A3)

- 8.55 This Class covers use for the sale of food or drink for consumption on the premises or hot food for consumption off the premises. Uses falling within Class A3 can change to a use within Class A1 (Shops) or Class A2 (Financial and professional services) without the need for planning permission.
- SH18 When considering applications for planning permission for A3 use, the Council will take into account the need for and, where appropriate and necessary, impose conditions to control:
- a the hours of operation;
  - b the arrangements to be made to overcome potential loss of amenity and noise disturbance (including the siting, appearance and operational noise levels of ventilation handling equipment);
  - c the provision of tables, chairs, litter bins and advertisements on retail forecourts and on the highway; and
  - d the storage and disposal of refuse and customer litter.
- In addition, the Council will take into account the number and distribution of A3 uses and their relationship with other uses and will seek to avoid a cumulatively harmful effect upon loss of retail outlets, traffic, parking and local residential amenity.
- 8.56 The Council recognises the high level of demand in Camden for uses falling within Class A3 (for example, restaurants, cafes, wine bars, clubs, licensed premises and hot food takeaways). It also recognises the important contribution that such uses can make towards local leisure and employment provision and towards increasing the attractiveness of shopping centres outside normal business hours. Such uses are often most appropriately located within existing centres (especially those with a high degree of public transport accessibility) where they can contribute towards the vitality of shopping centres, especially outside normal business hours. However, the Council has become increasingly concerned about a proliferation of such uses and seeks to ensure that they do not predominate to the detriment of the shopping function of centres nor cause any significant loss of local amenity or any worsening of local environmental or transport conditions.
- 8.57 To this end, the Council will also encourage adequate operational arrangements and facilities to be provided, in consultation with the Council's Environmental and Consumer Protection Service, to ensure that environmental problems and disturbance (for example, through noise, environmental impact, smell and litter) are kept to a minimum. The applicant will normally be expected to supply evidence of the type, siting, appearance and operational noise levels of ventilation handling equipment. Applicants are also encouraged to consult Thames Water, where

appropriate, for advice on the need for and maintenance of grease traps to avoid sewer blockage and flooding. The Council will also be concerned to ensure that proposals do not lead to a worsening of local traffic conditions. Proposals for the provision of amenities on the highway (which includes the footway) require a licence under the Highways Act 1980 and should be carefully located, in consultation with the Council, to avoid obstructions. In determining provision for people with disabilities, reference should also be made to the Council's Supplementary Planning Guidance. As PPG6 (paragraph 2.25) notes, changes of use can sometimes create new concentrations of single uses, such as restaurants and take-away food outlets, where the cumulative effects can cause local problems. Such proposals should be assessed not only on their positive contribution to diversification, but also on the cumulative effects on such matters as loss of retail outlets, traffic, parking and local residential amenity.

## Sui generis uses within shopping centres

- 8.58 Some uses that are often found in shopping and service centres lie outside the Use Classes Order altogether. Such uses are termed sui generis uses (see Glossary) and include laundrettes, mini-cab/taxi offices, car showrooms and amusement centres. These uses often require a significant degree of control through the operation of planning policies and the imposition of conditions on planning permissions in order to minimise their impact on local amenity, environment and transport systems. Some of these uses are additionally controlled through licensing requirements (operated by the Council's Consumer Protection section). Planning permission is required for all new sui generis uses, and for changes from a sui generis use to an alternative use (with the exception of use for the sale (or display for sale) of motor vehicles which may change to a use within Class A1 (Shops) without the need for planning permission). In some instances, it may be appropriate to consider granting a time-limited permission for such uses, in order to allow time for their full impact to be assessed. The following policies should be read in conjunction with policies SH7-10 controlling changes to non-retail use.

## Laundrettes

- SH19 When considering applications for laundrettes, the Council will seek to ensure that:
- a adequate provision can be made in accordance with environmental health standards for the safe emission of fumes; and
  - b adequate soundproofing can be provided to minimise noise disturbance.
- 8.59 Laundrettes provide a valuable local service to residents, workers and visitors. However, such uses can cause environmental problems and affect people's health and well-being unless adequate steps are taken (in consultation with the Council's Environment Department) to minimise loss



of amenity and noise disturbance. In some instances, it may be appropriate and desirable for the Council to control the hours of operation of such facilities through the imposition of a condition on a grant of planning permission.

### Minicab/taxi offices

- SH20 Planning permission will normally only be granted for the use of premises as minicab/taxi offices where:
- a there would be no adverse impact on local parking and highway conditions;
  - b on-street vehicle waiting would not cause undue traffic congestion nor be detrimental to the safety of other road users and pedestrians; and
  - c there would be no detrimental effect on residential amenity in particular through noise or disturbance.

- 8.60 The Council recognises that taxis and mini-cab firms offer an important service to the community both in terms of the transport service provided (see chapter 3) and their employment potential. However, the operation of mini-cab/taxi businesses frequently causes a loss of local amenity through noise disturbance (especially late at night – created by waiting passengers and the frequent arrival and departure of vehicles) and highway congestion. Such problems tend to be exacerbated where mini-cab/taxi offices are located close to junctions, in narrow streets or near bus stops. The Council generally seeks to minimise any adverse impacts on local amenity, environment and highway conditions by ensuring that premises and any necessary infrastructure (for example, aerials) are appropriately located and controlled. In some instances, it may be appropriate to control the hours of operation through the imposition of a condition on a grant of planning permission.

### Motor vehicle showrooms

- SH21 When considering applications for motor vehicle showrooms, the Council will seek to ensure that there will not be any adverse effect on environmental, road safety or highway conditions and that all vehicles will be contained within the curtilage of the site.

- 8.61 The operation of motor vehicle showrooms can give rise to problems of noise disturbance, highway congestion and obstruction and environmental damage. The Council is concerned to minimise potential problems by ensuring that sites are well located and can adequately accommodate all vehicles generated by the proposed use.

## Amusement arcades and other sui generis uses

SH22 When considering applications for amusement centres and other sui generis, non-retail uses found in shopping areas (such as sauna or massage establishments), the Council will seek to ensure that the proposal does not have an adverse impact on local environment or amenity or on the character and functioning of the centre.

8.62 Whilst recognising that there may be a demand for such uses, the Council is concerned to minimise any adverse impact on local amenity and environment or on the character of the area. Such uses frequently give rise to an increase in the number of people attracted to a site and can create noise disturbance, especially outside normal shopping hours. PPG6 (Annex D) suggests that amusement centres are most appropriately sited in secondary shopping frontages or in areas of mixed commercial development. They are unlikely to be acceptable in primary shopping areas, close to housing or near schools, churches, hospitals, hotels or in conservation areas or other places of special architectural or historic character.

8.63 It may be appropriate, in certain cases, to attach planning conditions limiting opening hours. Likewise, noise can sometimes be attenuated by the imposition of suitable planning conditions (dealing, for example, with insulation, self-closing doors and the enclosure of the front of the premises). The operation of many sui generis uses (including sauna/massage establishments and amusement centres) are further controlled by licensing, undertaken by the Council's Environmental and Consumer Protection Service.

## Appendix SH1: Hierarchy of shopping provision in Camden

### 1 Major Centres

---

Camden Town  
Kilburn High Road  
Swiss Cottage /  
Finchley Road

### 2 District Centres

---

Hampstead  
Kentish Town  
West Hampstead

### 3 Neighbourhood Centres

---

Albany Street /  
Robert Street  
Belsize Park /  
Haverstock Hill  
Belsize Village  
Brecknock Road /  
York Way  
Brunswick Centre  
Chalcot Road  
Chalton Street  
Chester Road  
Cleveland Street  
Cricklewood  
Broadway  
Crowndale Road  
Drummond Street  
Drury Lane  
Earlham Street  
Englands Lane  
Eversholt Street  
(north)

Eversholt Street (south)  
Fairfax Road  
Finchley Road / West End  
Lane (junction)  
Fortess Road  
Fortune Green Road  
Goodge Street  
Highgate High Street  
Highgate Road  
Lamb's Conduit Street  
Leather Lane  
Lismore Circus  
Mansfield Road  
Marchmont Street / Leigh  
Street / Tavistock Place  
Mill Lane  
Murray Street  
Parkway  
Queen's Crescent  
Regent's Park Road  
Royal College Street /  
Camden Road (junction)  
South End Green  
Store Street  
Swains Lane  
York Rise / Chetwynd  
Road

### 4 Local parades and individual shops throughout the Borough

---

## Appendix SH2: Primary and secondary shopping frontages in major and district centres

### Major Centres: Primary Shopping Frontages

#### Camden Town

---

50-224 Camden High Street (*east side*)

57-265 Camden High Street (*west side*)

#### Kilburn High Road

---

42-218 Kilburn High Road (*east side*)

#### Swiss Cottage/Finchley Road

---

135-265 Finchley Road (*west side*)

O2 Centre

### Major Centres: Secondary Shopping Frontages

Areas which lie outside the Primary Shopping Frontage but within the Major Centre boundary (see Proposals Map).

### District Centres: Primary Shopping Frontages

#### Hampstead

---

1-47 Hampstead High Street (*north side*)

55-84 Hampstead High Street (*south side*)

4-62 Heath Street (*east side*), including Kingswell Shopping Centre

23-47 Heath Street (*west side*)

1-10 Perrins Court

12-16 Perrins Court

1-17 Flask Walk (*north west side*)

2-10 Flask Walk (*south east side*)

#### Kentish Town Road

---

124-282 Kentish Town Road (*east side*)

189-345 Kentish Town Road (*west side*)

### **West Hampstead**

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176-280 West End Lane (east side)

### **District Centres: Secondary Shopping Frontages**

Areas which lie outside the Primary Shopping Frontage but within the District Centre boundary (see Proposals Map).

## Appendix SH3: Shopping frontages in neighbourhood centres

### Albany Street / Robert Street

---

1-6 Chester Court  
96-108 Robert Street  
143-161 Robert Street

### Belsize Park / Haverstock Hill

---

192-210 Haverstock Hill  
*(east side)*  
240-250 Haverstock Hill  
*(east side)*  
147-211 Haverstock Hill  
*(west side)*

### Belsize Village

---

7-12a Belsize Terrace  
29-39 Belsize Lane  
*(south side)*  
44-74 Belsize Lane  
*(north side)*  
1-3 Belsize Place

### Brecknock Road / York Way

---

1-49 Brecknock Road  
*(west side)*  
155-181 York Way  
*(west side)*

### Brunswick Centre

---

1-57 Brunswick Centre  
*(east side)*  
2-70 Brunswick Centre  
*(west side)*

### Chalcot Road

---

31 Edis Street  
9-31 Princess Road  
38-51 Chalcot Road  
*(south west side)*

### Chalton Street

---

1-37 Chalton Street  
*(west side)*  
53-69 Chalton Street  
*(west side)*  
16-46 Chalton Street  
*(east side)*

### Chester Road

---

60-86 Chester Road

### Cleveland Street

---

56 Maple Street  
64-132 Cleveland Street  
*(east side)*

### Cricklewood Broadway

---

2-112 Cricklewood  
Broadway *(east side)*

### Crowndale Road

---

1-11 Crowndale Court  
2-22 Crowndale Road  
*(north side)*

### Drummond Street

---

94-144 Drummond  
Street *(north side)*  
115-165 Drummond  
Street *(south side)*  
62-64 Hampstead Road

### Drury Lane

---

191-159 Drury Lane  
*(east side)*  
14-16 Drury Lane  
*(west side)*  
21-25 Drury Lane  
*(west side)*

**Earlham Street**

---

2-26 Earlham Street  
(south side)  
1-15 Fielding Court  
(south side)  
1-11 Earlham Street  
(north side)  
1-19 Earlham Court  
(north side)

**Englands Lane**

---

2-50 Englands Lane  
(north side)  
41-55 Englands Lane  
(south side)

**Eversholt Street (North)**

---

188-192 Eversholt Street  
(east side)  
235-277 Eversholt Street  
(west side)  
207-217 Eversholt Street  
(west side *Ampthill Square*)  
221-227 Eversholt Street  
(west side *Ampthill Square*)

**Eversholt Street (South)**

---

16-76 Eversholt Street  
(east side)  
80-118 Eversholt Street  
(east side)

**Fairfax Road**

---

35-95 Fairfax Road  
(west side)  
8-12 Fairhazel Gardens  
(north side)  
1-13 Fairhazel Gardens  
(south side)

**Finchley Road / West End Lane**

---

322-340 West End Lane  
(east side)  
363-369 West End Lane  
(west side)  
455-489 Finchley Road  
(west side)

**Fortess Road**

---

127-173 Fortess Road  
(west side)  
114-158 Fortess Road  
(east side)  
225-235 Brecknock Road  
(west side)

**Fortune Green Road**

---

56-118 Fortune Green  
Road (east side)

**Goodge Street**

---

1-53 Goodge Street  
(south side)  
2-50 Goodge Street  
(north side)

**Highgate High Street**

---

49-50 Highgate West Hill  
3-17 Highgate High  
Street (south side)  
25-27 Highgate High  
Street (south side)  
31-71 Highgate High  
Street (south side)

**Highgate Road**

---

90-94 Highgate Road  
95-117 Highgate Road  
139-157 Highgate Road

**Lambs Conduit Street**

---

28-94 Lambs Conduit  
Street (east side)  
29-63 Lambs Conduit  
Street (west side)

**Leather Lane**

---

87-91 Clerkenwell Road  
(*Bourne Estate*)  
9-101 Leather Lane  
(west side)  
14-26 Leather Lane  
(east side)

41 Greville Street  
50-96 Leather Lane  
(east side)

#### **Lismore Circus**

---

1-14 Lismore Circus

#### **Mansfield Road**

---

62-82 Mansfield Road  
(north side)

#### **Marchmont Street / Leigh Street / Tavistock Place**

---

1-5 Medway Court  
(Leigh Street-north side)  
65 Judd Street  
3-8 Leigh Street  
(south side)  
12-20 Leigh Street  
(south side)  
31-91 Marchmont Street  
(west side)  
56-96 Marchmont Street  
(west side)  
23 Tavistock Place  
50-56 Tavistock Place

#### **Mill Lane**

---

4-9 The Mansions  
31 Mill Lane (north side)  
33-83 Mill Lane  
(north side)  
32-114 Mill Lane  
(south side)

#### **Murray Street**

---

25 Agar Grove  
1a-11 Murray Street

#### **Parkway**

---

26-114 Parkway  
(north side)  
27-105 Parkway  
(south side)

#### **Queen's Crescent**

---

131-203 Queen's  
Crescent (north side)  
58-104 Queen's Crescent  
(south side)  
Cheriton Shops  
(21-30 Malden Road)  
110-118 Malden Road  
(east side)

#### **Regent's Park Road**

---

51-119 Regent's Park  
Road (north side)  
126-172 Regent's Park  
Road (south side)  
1-4 Erskine Road  
140-150 Gloucester  
Avenue (east side)

#### **Royal College Street / Camden Road**

---

195, 201-211 Royal  
College Street (west side)  
152-184 Royal College  
Street (east side)  
84-128b Camden Road  
(east side)  
57-75b Camden Road  
(west side)  
159 St. Pancras Way

#### **South End Green**

---

1-65 South End Green  
(west side)  
37 Pond Street

#### **Store Street**

---

28-42 Store Street  
(south side)

#### **Swains Lane**

---

1-4 Highgate West Hill  
(west side)  
109-110 Highgate West  
Hill (east side)  
1-25 Swains Lane



*(north side)*  
2-6 Swains Lane  
*(south side)*

**York Rise / Chetwynd Road**

---

56-64 Chetwynd Road  
*(south side)*  
61-69 Chetwynd Road  
*(north side)*  
33-37 York Rise  
*(west side)*  
12-24 York Rise  
*(east side)*

# 9 Social and community uses

1

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## 9 Social and community uses

### I Part I policies

9.1 The following strategic policy has been identified in Part I and is repeated and justified here as a framework for Part 2 (local) policies:

**SSCI** The Council will seek to secure a range of land and buildings for social and community uses that are well located, accessible and sufficient to meet existing and future local and strategic needs.

9.2 Social and community facilities and services make an important contribution towards sustaining residential communities and creating a healthy city where enterprise and community life can flourish. Some facilities such as advice or health centres, community centres and educational premises offer services to the whole community. Others provide for those with special needs, such as the elderly, people with learning difficulties or disabilities and children under five. Social and community uses play a vital role in supporting local communities, workers and visitors and have a significant impact on quality of life.

9.3 However, social and community uses have increasingly come under threat, both through funding constraints and from development pressures. Moreover, changes in the delivery of services have occasionally resulted in the loss of premises particularly suited to such uses. The Council is therefore concerned to ensure that a range of suitable premises are retained to meet both local and strategic needs for social and community facilities.

9.4 Opportunities for creating new provision (especially in the voluntary sector) tend to be restricted by the availability of suitable premises at affordable rents. Any improvements to provision are therefore likely to depend on retaining suitable floorspace in appropriate locations, encouraging greater flexibility in the use of existing premises as well as in the availability of additional resources and identifying opportunities for mixed use schemes to incorporate social and community provision.

9.5 The Council is also concerned to achieve an adequate range and distribution of facilities to meet a range of needs. It is important that such uses are well located close to the community they serve or easily accessible by public transport. Localised facilities are particularly important for people with caring responsibilities or mobility constraints, such as people with young children or with physical disabilities, those on low incomes and those without access to a car. Provision of an appropriate and accessible range of facilities and services is fundamental to the creation of a

civilised city offering a high quality environment, a city of opportunities for all and a city of stable and secure residential neighbourhoods. The most appropriate locations for new provision are sites in non-residential use within predominantly residential or mixed use areas, or, subject to the operation of policies in chapter 8, within shopping and local service centres.

## 2 Introduction

- 9.6 This chapter contains policies applicable to the range of social and community uses within Class D1 of the Town and Country Planning (Use Classes) Order 1987. Class D1 Non-residential institutions includes the provision of medical or health services (other than hospitals, which are included within Class C2 (Residential institutions) and referred to in chapter 6); use as a crèche, day nursery or day centre; the provision of education; use as a museum or gallery; use as a public library, public hall or place of religious worship or instruction (see also chapter 10). The policies have been divided into two sections: general policies applicable to the range of uses within Class D1, and detailed policies related to specific activities within Class D1 such as health, community services and educational uses. The policies in this chapter deal with the land use implications of this provision. A number of agencies are involved in this provision and the policies are applicable to all sectors.

### National context

- 9.7 Planning Policy Guidance Note 12 (1999) requires planning authorities to: *“consider the relationship of planning policies and proposals to social needs and problems, including their likely impact on different groups in the population, such as ethnic minorities, religious groups, elderly and disabled people, women, single parent families, students and disadvantaged people living in deprived areas”* (para 4.13). They should also consider the extent to which they can address issues of social exclusion through land use planning policies.
- 9.8 Plans should also make provision for land for schools and higher education, health facilities, places of worship, prisons and other community facilities (para 4.14). The section on social considerations concludes by emphasising that where the development of policies is influenced by wider social considerations, these influences should be made explicit.
- 9.9 A number of legislative and financial changes have affected the provision of health and social services and have had significant land use implications. Examples include the Education Reform Act 1988, which gave the Council responsibility as local education authority, and introduced the local management of schools; the Children Act 1989, which had significant implications for under-fives provision; and the National Health Service and Community Care Act 1990, which changed the way in which provision is made for people with health and mental difficulties, emphasising the role of care based in the community (see also chapter 6).

### Regional and strategic context

- 9.10 Some services (for example, certain health and education facilities) take on a strategic or even national significance by serving wide population catchment areas which extend beyond individual borough boundaries.

## Camden context

### Camden and Islington Health Action Zone

- 9.11 The Council is a partner in Camden and Islington Health Action Zone. (HAZ). This aims to improve health and reduce health inequalities by tackling the underlying causes of ill health, improving and integrating services and by developing the necessary infrastructure. This chapter has particular relevance to the objectives of improving individuals' quality of life and well-being through the provision of a range of well-located and designed social and community facilities.

### NHS and Community Care Act 1990

- 9.12 This Act introduced significant changes to the way in which residential care is provided for those in need. The emphasis shifted from institutional care to re-provision in smaller community-based facilities, backed up by improved community and daycare provision and support services. The Council and the health authorities are jointly responsible for supervising the provision of services, although provision may also be made by the private and voluntary sectors and charitable organisations. Camden's Community Care Plan, produced in conjunction with Camden and Islington Health Authority and the Camden and Islington Family Health Services Authority (FHSA), assesses the needs of people with physical and sensory disabilities, those with mental health problems, HIV and related illnesses, learning difficulties, elderly people, children and the homeless and explains how the agencies work together to provide a full and integrated range of community care services.
- 9.13 The Act also introduced changes to the funding arrangements for health authorities which have led to a rationalisation of sites and the disposal of redundant or surplus buildings for alternative uses.

### Family Health Services Authority surveys of general practitioners' premises in Bloomsbury and Hampstead 1989

- 9.14 These surveys revealed that 16 of the 41 general practitioners' premises in Camden were in poor condition or were inappropriate for their purpose because of layout or access difficulties. A further 23 premises required some form of improvement. The Family Health Services Authority has developed a long term strategy of improvement or relocation which takes into account the current pattern of services, the needs of consumers in the locality, the wishes of practitioners and the potential for developing primary health care team working.

### Childcare

- 9.15 The Children Act 1989 introduced stricter regulations controlling the standard of accommodation used for childcare. The Council's Education Department runs a number of children's centres, nursery schools and nursery classes attached to primary schools which collectively provide full-time or part-time places for just under 30% of nursery aged children in the Borough. Most other non-curriculum based services for under-fives (for example, day nurseries, crèches, play groups and childminding services) are provided by the private and voluntary sectors and registered with the Education Department. The Act extended the requirement for registration to cover premises providing for children up to the age of eight.

### Education

- 9.16 Camden as Local Education Authority has a statutory responsibility to provide education for school-aged children residing in the Borough. The Council's Education Development Plan provides the policy framework for the organisation, running and development of the education service and forms a basis for assessing future land use requirements.
- 9.17 Recent projections suggest that the population of school-aged children is likely to increase during the Plan period, mainly as a result of rising birth rates within the Borough and fewer families moving away. It is not straightforward to make a direct comparison between increases in the population of school age and the size of school rolls. There are inter-borough movements, a changing balance between children at county and independent schools and the impact of weekly boarders. The LEA has commissioned the London Research Centre to convert these projected increases into school roll projections and they are likely to have significant implications for local education provision. Many primary schools in Camden have now reached, or are nearing, capacity. Growing numbers of primary age children are having to travel further because their local school has reached maximum capacity. They may need to travel significant distances, either by private transport (which contributes to localised road congestion) or by public transport, which may place very young children in a potentially vulnerable or dangerous situation. The lack of flexibility to accommodate short-term increases in the numbers of primary age children is of serious concern.

### Environmental education

- 9.18 The Council is eager to encourage greater environmental awareness in schools through continuing environmental education and through imaginative consultation on proposals affecting local areas. There are significant opportunities for influencing and learning more about the local decision making process. There is also considerable scope for the involvement of schools in the management and monitoring of local nature

reserves and open space and for developing the ecological and nature conservation potential of open space within school sites (for example, through tree planting or improved landscaping).

#### **Accident remedial schemes**

- 9.19 The creation of a safe and secure local environment for children is a key priority in the Camden Road Safety Plan 1999-2000. In residential areas and high risk areas around schools, the density of accidents is such that traditional accident remedial measures tend to be inappropriate or ineffective. In these instances, an area-wide approach to reducing accidents is often extremely beneficial, especially where proposals include significant traffic calming measures (see chapter 5).

#### **Further and higher education**

- 9.20 Camden is recognised as a major centre for further and higher education. There is a concentration of educational establishments in the south of the Borough, including the federal headquarters of the University of London and a large number of its constituent Schools, Institutes and Colleges; the main site of Kingsway Camden's College (providing further and higher educational facilities and incorporating the Borough's Adult and Community Education sector); the Camden Institute; Mary Ward Centre and London Working Men's College. Other establishments which lie wholly or partly within Camden include the Royal Free Hospital School of Medicine, the Royal Veterinary College and University of North London.

#### **Areas for Community Regeneration**

- 9.21 The Council has identified three areas, comprising parts of Kings Cross and Somers Town wards, which are characterised not only by extremely high concentrations of households suffering multiple deprivation and by relatively poor environmental conditions, but also by strong pressure for commercial development. These areas have been defined as Areas for Community Regeneration, with the general intention of securing them as residential neighbourhoods and of seeking improved environmental conditions and the provision of additional and improved social, community and leisure facilities and services. Further details are given in chapter 2.

## **3 General policies**

- 9.22 Before granting permission for major development schemes, whether for residential or commercial use or a mix of uses, the Council will need to be



satisfied that new and existing communities affected by the proposals are adequately served by social and community provision. Proposals that are large in scale or impact often create the need for additional provision either to meet the demands arising from the development itself or to offset the loss of (or impact on) any existing amenity or resource affected by the development (further guidance on planning obligations is given in policy RE6 in chapter 3).

## Retention and new provision of Class D1 uses

SCI The Council will seek to secure the retention and re-use for social and community purposes of land and buildings within Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987, where considered particularly suitable in terms of their location, physical characteristics and accessibility, and where there is an identified community need for such use. The development of new social and community uses will be welcomed, and in areas where particular deficiencies in the availability of buildings and land for such uses prevail, the Council will seek the inclusion of such uses in mixed use schemes under policy RE5, or through the promotion of changes of use from other sources.

- 9.23 The activities and services provided by social and community facilities form a valuable local resource and help to meet a range of needs within the population. For instance, such services may enable people to live independent lives within the community, or help improve the quality of life, health and well-being of the residential community. Many social and community facilities serve local catchment areas and are within walking distance of them. Retaining and increasing the stock of suitable community buildings is difficult in the face of competition with commercial uses. Where buildings already in social and community use are well suited to such use in terms of layout and accessibility, and where there is an identifiable need to make provision for them, the Council will therefore generally resist changes to other uses.
- 9.24 The Council recognises, however, that some premises are unsuitable for continued social and community use and that the standard and nature of service provision may change (for example, in the light of changing legislation). In considering individual proposals, the Council will therefore also consider adequate or improved alternative provision within the local community area. In order to secure needed provision, it may be appropriate to seek inclusion of suitable accommodation in mixed use schemes pursuant to policy RE5, and to consider the acceptability of proposals for changes from other uses, such as shops and offices. While churches fall within the ambit of policy SCI, churchyards, cemeteries and other burial grounds are covered by policies contained in section 8 of chapter 4.

## Location of social and community uses

SC2 The Council will require proposals for new or expanded social and community uses to be located so that they are easily accessible to, and designed to meet the needs of, the communities they are intended to serve.

- 9.25 The Council wishes to ensure that all development for social and community purposes provides facilities that are well designed, meet need and provide an acceptable standard of provision. All proposals will nevertheless be assessed having regard to the likely impact on amenity, environment and transport. The most appropriate areas for an expansion of such uses are those with a high level of public transport accessibility (both for ease of access and to avoid the adverse effects associated with increased traffic volume), particularly for activities of London-wide or regional significance which are likely to attract large numbers of people. Although use within Classes A1 to A3 would be most appropriate in designated shopping centres and local parades, in some instances (for example, in order to meet the needs of the client group), it may be appropriate for community facilities to be located within local shopping centres (subject to policies in chapter 8) or on sites within predominantly residential areas, provided proposals are small in scale, meet needs and do not result in unnecessary loss of existing residential accommodation, as referred to in policy SC4 and para. 4.4 below.

## 4 Policies relating to specific activities within Class D1

- 9.26 The following policies have been developed for specific activities within Class D1 and should be read in conjunction with general policies SC1 and SC2. They provide further detail, emphasis or clarification of policies SC1 and SC2 as they relate to specific types of social and community provision.

### Non-residential health care

(Refer also to HG23 in chapter 6 for information on residential accommodation in which an element of care is provided.)

SC3 The Council will work with the appropriate health care providers to ensure an adequate standard, level and distribution of accessible health care provision to meet local and strategic needs.

- 9.27 The Council wishes to ensure that a satisfactory level of health care provision, accessible to all residents, is maintained throughout the Borough.

It will therefore work in co-operation with the appropriate health care agencies to ensure an adequate supply and distribution of sites and premises to meet the health care needs of local residents. The Council will assist, as far as practicable and reasonable, in the identification of new sites and premises for the development and improvement of sites for health centres, clinics and surgeries so that they are accessible, suitably located and adequately distributed across the Borough.

- 9.28 The Council is particularly concerned to facilitate the improvement of GP premises and dental surgeries, especially where existing premises are sub-standard, and will co-operate with the Family Health Services Authority and the health authorities to achieve that objective. The most appropriate locations for new provision are likely to be on sites within predominantly residential areas which are either already in non-residential use or are small in scale, meet needs and do not result in unnecessary loss of existing residential accommodation, as referred to in policy SC4 and para. 9.29 below. Mixed use areas may also be suitable or, subject to the operation of policies contained in chapter 8, shopping and local service centres.

## Proposals for non-residential health care

SC4 The Council will grant permission for proposals which result in an expansion of health care provision, except where schemes involve the net loss of residential land or permanent residential accommodation.

- 9.29 Access to health care facilities is important for all those who live, visit and work in the Borough. The Council is concerned to promote improvements to service delivery and an expansion of essential health care, ensuring that all continue to have good access to such facilities. However, the priority is to protect residential land and permanent residential accommodation. This is particularly important in the southern part of the Borough, where existing residential communities are increasingly threatened by pressures for economic development, and expansion of health care there will thus be more reliant on mixed use schemes and other sources of land and buildings. Proposals involving a net loss of residential land or permanent residential accommodation will therefore only be permitted in exceptional circumstances, for example, where there is an established need arising in the local residential community for the proposed facility and a demonstrable lack of suitable alternative sites and premises. In all cases, the Council will be concerned to ensure that there is no serious impact on local amenity or the environment (for example, through traffic generation or noise disturbance). Policies on open space and playing fields are contained in section 8 of chapter 4.
- 9.30 Finally, significant changes in the provision of hospital care are likely to occur during the period of the Plan. The Council recognises that changes in the provision and standard of services need to be made, but is concerned to ensure that there is no loss of level or standard of service to Camden residents. To meet this objective, consultation and co-operation will be required with the Health Authorities and other agencies involved in providing services.

## Community facilities

- 9.31 Services which provide care and support to the community are provided by the public, voluntary and private sectors. These services include day-care provision, meeting places, law and advice centres, pre-training centres for people with learning difficulties and non-residential provision for priority groups. Some facilities offer services for groups with specific needs, whilst others provide a focus for a range of activities such as meetings, exhibitions and social events for all age groups.

## Libraries

SC5 The Council will seek to ensure that any new library provision is appropriately located, physically accessible and caters for a range of needs.

- 9.32 Libraries are a valuable educational, leisure and cultural resource for local communities. Measures to improve the service where existing deficiencies occur (including, if necessary, proposals for relocation and increased accessibility) are important to ensure that the service offers equality of access and opportunity.

## Religious meeting places

SC6 The Council will grant permission for redevelopment or change of use for religious purposes provided it is satisfied that the proposals meet the needs of residents and that there is no net loss of residential land or permanent residential accommodation.

- 9.33 There is a continuing demand for premises for religious and related cultural use from the many religious and cultural groups that live in the Borough. A recent listing of places of worship revealed a total of 36 religious organisations with premises in Camden. The list provides some indication of the range of groups that seek to maintain premises within the Borough. The Council wishes to lend broad support for any increase in provision that matches the needs of local residents, in the interests of meeting a range and diversity of needs within the Borough's resident population. The Council will also be sympathetic to the aesthetic traditions of religious groupings with regard to the design of places of worship. At all times, the Council will be concerned to ensure that there is no loss of residential land or floorspace (a priority use within the Plan) and no significant adverse effect on local amenity or environment (for example, through traffic generation or noise disturbance).

## Under-fives provision

- 9.34 Whilst the introduction of the Children Act 1989 extended the applicability of new regulations to cover premises catering for children up to the age of eight, most of the facilities covered by this section make specific provision for pre-school aged children (that is, those under the age of five). Provision for under-fives covers both educational facilities such as nursery schools and nursery classes in primary schools, and childcare facilities such as day-care nurseries, childminding and play groups. Both types of activity make an important and complementary contribution towards achieving the Plan's equal opportunities objectives.
- SC7 The Council will normally grant permission for an increase in the provision of nursery education and childcare facilities provided there would be:
- a no net loss of residential land or floorspace or open space;
  - b no significant adverse impact on local amenity, environment or transport; and
  - c the provision of adequate external on-site playspace set in a safe and secure environment.
- Permission will only be granted for schemes involving the net loss of residential land or floorspace or open space in exceptional circumstances where there is a proven need arising in the local residential community for the proposed facility and a proven lack of suitable alternative sites and premises.
- 9.35 The Council is committed to achieving an expansion of provision in both education and childcare with the eventual aim of satisfying the total demand for educational and childcare places. This will not only provide choice to meet the varying needs of young children, but will also provide flexibility for parents and carers, enabling them to choose the best option to suit their needs. The demand for under-fives provision is likely to continue to grow over the period of the Plan, as a result of higher birth rates and an increase in the numbers of women and single parents seeking employment.
- 9.36 The Council's ultimate objective with regard to nursery education is to ensure sufficient provision to meet demand. The Council will therefore seek an increase in provision over the Plan period, including an expansion in the level and range of its own provision. Opportunities for an expansion of provision are limited by site availability and, in the case of LEA provision, by financial constraints affecting non-statutory provision. In the latter instance, priority is likely to be given to areas deficient in nursery education provision, and to provision meeting the needs of homeless children and those whose first language is not English.
- 9.37 The Council is further committed to securing a wide range of childcare provision in the Borough. Key opportunities for an expansion of provision exist on the fringe of shopping centres (especially accessible centres, subject to the policies contained in chapter 8) and in non-residential premises. Any proposed under-fives facility which involves a net loss of

residential land or floorspace will be resisted except in exceptional circumstances where there is a clear need arising in the local community and a proven lack of suitable alternative sites or premises. The Council's Education Department (which has responsibility for the registration of all facilities catering for children under the age of eight) will be consulted at an early stage on all relevant applications. The Council will be concerned to ensure that there is no adverse effect on local amenity or environment (for example, through traffic generation or noise disturbance).

## Education

SC8 The Council will grant permission for the extension or alteration of existing educational facilities, including further and higher education, and the development of new facilities, provided that there is no net loss of residential land or permanent residential accommodation.

- 9.38 The Council will make every effort, as local education authority, to ensure that there is adequate provision to meet the needs of the resident population of school age. The opportunities for major new provision are extremely limited. It is likely, therefore, that on-site extension of existing schools will remain the preferred option for accommodating projected increases in numbers of primary and secondary age children. The Council is concerned to ensure that development proposals (including those relating to voluntary and private sector provision) do not displace priority residential land or floorspace or open space, protect local amenity and meet internal and external standards (for example, access for people with disabilities; educational space standards and provision of play space - see chapter 16 and the Educational (School Premises) Regulations 1981). It is noted that many existing schools in Camden fall below the required standards contained in the above regulations in respect of the playspace area per pupil.
- 9.39 The Council also acknowledges the valuable contribution made by educational establishments towards increasing the range of employment opportunities in the Borough and extending community development (for example, by allowing local access to leisure, cultural and recreational facilities). The Council is eager to work with educational organisations to increase their integration into the local community and is concerned to ensure effective continuity and progression for adults across the education service and into further and higher education. It will therefore facilitate the expansion of such uses wherever growth can be accommodated without detriment to the environment or to local amenity, including the living and working conditions of local people.
- 9.40 The protection of existing residential communities and the environment are amongst the key objectives of the Plan. The Council recognises, however, the London-wide, national and, in some cases, international significance of further and higher education establishments in Camden, and the contribution they make towards enhancing London's status as a major centre for education and research. Close control is therefore particularly

necessary in the southern part of the Borough, where existing residential communities and supporting services are increasingly threatened by pressures for expansion of other uses and where the greatest demand exists for an expansion of further and higher education facilities and associated uses. For this reason, the growth and development of educational establishments for the University of London and associated institutions in this part of the Borough will be guided by the specific policy regime for the Central London Area (policy CLA4). Proposals for other higher and further educational establishments will be treated on their merits and in the light of policy SC8.

### **Community use of educational facilities**

- 9.41 Considerable potential exists for increased community use of educational facilities in such areas as leisure, holiday and after school hours childcare, adult education and training. Encouraging and developing the increased use of educational facilities by the community will not only help to maximise use of scarce resources and to realise their potential as a community resource (an important element within the Council's strategy for developing community education), but will also help make a contribution to meeting demand in areas currently deficient in provision.

# 10 Leisure and culture

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# 10 Leisure and culture

## I Part I policies

- 10.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:
- SLC1 The Council will seek to retain and enhance the stock of land and buildings in leisure and cultural uses, and will welcome the relocation of those which are poorly sited or give rise to nuisance.
  - SLC2 The Council will seek to ensure an appropriate distribution and range of leisure and cultural facilities to meet the needs of all ages and groups within the population.
  - SLC3 The Council will encourage the development of new leisure and cultural facilities and activities that are well located and accessible.
- 10.2 Leisure and cultural activities play an increasingly significant role within people's lives. For many people, the amount of leisure time is increasing as a result of earlier retirement, the growth of part-time working, the shortening of working hours and, for some, continued unemployment. Such activities can enhance quality of life, help to improve personal health and well-being and offer alternative avenues for seeking personal fulfilment outside the working environment.
- 10.3 These activities also help contribute to local physical and social diversity, to an area's vitality and local employment base, and to London's status as a World City. The promotion and development of arts, culture and entertainment activities can also play a significant role in regeneration, improving the physical environment, increasing the range of economic activities and helping to develop a sense of community and local identity.
- 10.4 Existing leisure and cultural facilities have, however, come under increasing threat, both through funding constraints and from development pressures. Pressures for the development of more profitable land uses not only threaten existing facilities but also reduce the feasibility of creating new provision. There is a need, therefore, to support the retention and development of leisure and cultural facilities in appropriate locations and help create the right environment for further investment in the industry.
- 10.5 Finally, the Council views the protection and extension of leisure and cultural provision for the Borough's population as a key objective and is especially anxious to increase opportunities and access for those groups

who typically have low participation rates. Improving access is seen as an important component relating to the Plan's overall objectives of improving quality of life and equality of opportunity as part of the Council's Healthy Cities Strategy.

## 2 Introduction

10.6 This chapter deals with leisure and cultural activities. In its widest sense, the term leisure and culture encompasses, amongst other things, outdoor sport and recreation, the provision and maintenance of open spaces and community gardens and a range of entertainment uses. However, open space policies are contained in chapter 4, those relating to food and drink (class A3 uses) are covered in chapter 8, and community uses are dealt with in the chapter 7. Hotels and related tourist development are covered in chapter 11. The range of uses covered by policies in this chapter therefore includes principally indoor sport and recreation, entertainment uses such as cinemas, theatres, concert halls, bingo halls, casinos and dance halls, and cultural uses such as museums, libraries and exhibition halls.

### National and regional context

10.7 Planning Policy Guidance Note 17: Sport and Recreation (1991) suggests that such activities are important components of civilised life, that they can have a valuable social and economic role, and that participation can help improve individuals' health and well-being (para 2). It emphasises the need for decisions regarding the redevelopment or re-use of recreational land to be based on a long term perspective, which takes account of the needs of future generations (para 7). It also highlights the contribution of sport and recreational provision and open space towards creating successful residential and commercial developments, suggesting that it may be appropriate for local authorities in highly built-up areas to enter into planning obligations with developers "to secure the provision of public open space and sporting, recreational, social, educational or other community facilities as part of larger mixed developments. Such agreements might cover:

- the provision of on-site and off-site recreational facilities related to the development;
- in the case of small developments, a contribution to nearby sport and recreation or open space provision;
- alternative provision when recreational land or open space is lost" (para 20).

10.8 Regional Planning Guidance for the South East (1994) refers to "the scope for major new leisure facilities to provide amenities for the region's people". It also stresses the importance of provision for developments relating to arts, culture and entertainment uses in improving the quality of life for the South East's residents (section 3.13).

### Strategic context

10.9 Strategic Guidance for London Planning Authorities (1996) states that facilities for sport and recreation in London are required in order to improve the quality of life of those who live in the capital, as well as to contribute towards London's reputation as a world sporting city. It goes on

to suggest that people should have access to a range of high quality sports facilities (para. 7.20). Authorities are urged to take into account the government's policy towards sport and recreation, outlined in PPG17, when assessing their own requirements and policies for inclusion in development plans.

- 10.10 Further guidance is given in the London Council for Sport and Recreation's (LCSR) regional recreation strategy - A Capital Prospect. This document observes that, although in general participation in leisure activities has increased in London, participation rates for certain activities are significantly below those in other regions. A low level of access to opportunities for sport and recreation is seen as an important indicator of deprivation and inequality, a view reinforced by analysis showing that most of the increase in participation has been accounted for by young, white, male, able-bodied, well-paid, car-owning people. The LCSR emphasises the need not only to increase provision, but also to target it towards certain groups, including women, the unemployed, people with disabilities, ethnic minorities and the over 50s.
- 10.11 Turning to cultural uses, Strategic Guidance suggests (para. 2.28) that UDPs should encourage a broad base of mixed land uses and employment opportunities in Central London, including arts, culture and entertainment uses. Certainly, London has long been internationally renowned as a centre for the arts and for a range of cultural and entertainment industries. Collectively, these activities make an important economic contribution, creating approximately 126,000 jobs in London alone (a large proportion of which are concentrated in Central London). Camden's share of this amounts to an estimated 10,000 jobs. Cultural activities also help to sustain London's tourism industry.

### Camden context

- 10.12 Camden may appear to be relatively well favoured in terms of leisure provision, with major areas of recreational public open space such as Hampstead Heath, Waterlow Park, Parliament Hill, Regent's Park and Primrose Hill. However, this picture masks significant deficiencies in certain types of provision and their spatial distribution. At the Borough-wide level, there is significant under-provision for many formal outdoor recreational activities, including football, cricket, tennis, hockey and rugby, as well as for certain indoor activities whilst at the local level some areas are deficient in access to public open space (for example, Kilburn, West Hampstead and Kentish Town). These deficiencies are most keenly felt by those who cannot easily travel to alternative provision and need facilities which are located close to, and easily accessible from, home and work.
- 10.13 The current financial constraints placed on the Council limit the potential for tackling deficiencies in provision. However, the Council is keen to encourage leisure facilities (especially small-scale provision) which complement the current pattern of provision and benefit local residential communities, and will particularly encourage proposals which facilitate

access for local people at certain times and at agreed charges. The Council's Leisure and Community Services Department will be closely involved in any negotiations and will wish to explore the possibility of catering for specific groups (for example, women-only sessions) and operating the Camden Leisure Card Scheme.

- 10.14 In terms of cultural provision, Camden possesses a wealth of facilities, many of which are of London-wide, national and international importance. Collectively, they have been instrumental in helping to develop and maintain London's reputation as a World City. However, a thriving cultural sector also makes a significant contribution to the local economy, increasing vitality, providing jobs, generating revenue and, if conditions are right, the momentum for environmental improvements and physical regeneration, as in the cases of Covent Garden and Camden Lock.
- 10.15 On an individual level, cultural activities and facilities help to enhance quality of life and enrich people's enjoyment of their leisure time. They can play an important educational role and open up new channels of expression and opportunity for groups and individuals. Cultural activities can also increase participation, multi-cultural understanding and help to build a sense of community. A positive planning framework is needed to guide new cultural development towards the most appropriate locations, to maximise benefits to local people and to protect existing facilities.

### 3 Leisure and cultural uses

- 10.16 The following policies complement those in chapter 4 which seek to protect the amenity value of open space and the opportunities presented for informal recreational use.

#### Safeguarding existing provision

**LC1** Where development proposals include sites and buildings currently used for leisure or cultural facilities, the Council will welcome schemes that enable the retention of such uses, or which make suitable alternative provision. The Council will resist proposals which would create, or add to, any identified shortfall in provision of buildings for leisure and cultural uses.

- 10.17 Leisure and cultural facilities are an important resource which contribute to London's World City role, help to sustain and support residential communities, and also make a significant contribution to the Borough's social, economic and physical fabric. Land and buildings suitable for such uses should therefore be retained, and improved, wherever possible. Given the extent to which leisure and culture uses are under threat from more profitable commercial development, the Council will give strong protection

to land and buildings used for these purposes where there is an identified shortfall in terms of type, scale, or distribution. If replacement provision is proposed, the Council will expect this to be of a similar or improved standard, capable of continuing to serve the same, or a wider, catchment area, with no diminution in accessibility.

- 10.18 The Council recognises the important contribution made by leisure and cultural facilities and activities to the Borough's social, economic and physical fabric and is generally opposed to any reduction in this contribution.

### Location of new provision

LC2 The Council will guide proposals for leisure and cultural uses to the King's Cross Opportunity Area, the Central London Area and to the Major Centres. Outside these areas an exception may be made where the proposal is small in scale and meets local needs. All proposals should respond positively to the scale, character and mix of land uses in the surrounding area.

- 10.19 To avoid the adverse effects associated with increased traffic volume and ensure easy access to facilities, leisure and cultural uses should be directed towards areas in the Borough with a high degree of public transport accessibility. However, this is simply the first test in locating such development – the Council will also be concerned to ensure (in line with policies contained elsewhere in the Plan) that there is no significant detrimental impact on residential amenity, the environment or transport networks. Proposals must also be compatible with their surroundings in terms of scale, character and mix of uses.
- 10.20 The Central London Area acts as a focus for a range of activities which underpin London's national and international status. Subject to the policy safeguards, this area is regarded as a particularly suitable location for leisure and cultural uses. Such developments may enhance the character and vitality of the area, contribute to the mix of uses and level of activity outside office hours, and provide essential support services to local communities.
- 10.21 Policies for King's Cross are contained in chapter 13.
- 10.22 The major shopping and service centres of the Borough are also seen as appropriate locations for the development of leisure and cultural uses. Such uses may increase the overall attractiveness of centres, with potential beneficial spin-offs for retail trade. They may also help strengthen and maintain the vitality and mix of uses within centres, create a lively "evening economy" outside business hours and extend the range of leisure options available to local communities. The successful development of an evening economy in local centres depends, however, on the provision of an efficient transport system, with an effective network linking local centres to Central London and to residential areas.

- 10.23 Outside these areas the predominant land use is residential, with associated services and facilities often in a mixed use environment. The Council places considerable emphasis on sustaining existing residential communities, supporting facilities and services and improving the amenity and environment of such areas. Leisure and cultural uses will generally be inconsistent with these objectives and with the character of the area.
- 10.24 Reference should also be made to policy RE5 on mixed use development in chapter 3.

### Public access to facilities

- LC3 Where opportunities arise through schemes for leisure development, the Council will seek to secure public access to facilities controlled by other public and private agencies and organisations.

### Increased use of existing facilities

- LC4 The Council will examine the potential for intensifying the use of leisure facilities (including an increase in the provision of artificial pitches for formal outdoor recreation). All proposals will be assessed in the light of environment and transport policies and standards.
- 10.25 There is a general shortage of leisure and recreation facilities in Camden and limited opportunities for an expansion of provision. Encouraging more intensive use of existing facilities can help improve access, especially for formal outdoor recreation. Additional provision for such activities which require large areas of land is severely constrained by competition for land. The development of artificial pitches, which can be used more intensively (up to three times as much as turf pitches) can increase opportunities for recreation. Their development should not, however, be permitted at the expense of existing playing fields or other open space which have an importance to the local community extending beyond any formal recreational role.

### Temporary leisure and cultural uses

- LC5 The Council will encourage proposals for the temporary use of vacant sites and premises for leisure and cultural activities, provided that such proposals do not result in the permanent loss of residential land or floorspace and there is no conflict with environmental or transport policies and standards.
- 10.26 The use of vacant, redundant or underused premises can provide a flexible short-term response to the demands for increased and more appropriate leisure provision. It is hoped that such provision may help increase provision (at low cost) for community-oriented activities, particularly those

of benefit to priority groups (ethnic minorities, women and people with disabilities). The Council will examine the possibility, as opportunities arise, of converting unused or underused premises within its ownership to leisure uses (both permanent and temporary) and will encourage community involvement in the planning and design of such facilities.

- 10.27 There is a shortage of suitable premises for cultural activities, especially for small-scale uses and for groups and individuals starting out, a situation aggravated by intense development pressures for other, more profitable uses. Increased temporary provision for small-scale arts and cultural uses, such as studios, workshops, recording studios, practice rooms and exhibition space, could be of significant benefit to local groups, including priority groups. It is hoped that such provision, at low cost, may assist community-based activities, particularly in Areas for Community Regeneration. The Council will particularly welcome proposals from the voluntary sector, recognising the important role it plays in facilitating cultural activities and events within the Borough.

## Play provision

- LC6 The Council will seek to provide a range of well-located, physically accessible and stimulating play facilities, situated in a safe, secure environment and catering for a range of needs.
- LC7 Where proposed development is likely to result in increased demands for play facilities, particularly in large residential or retail schemes, the Council will require developers to make appropriately increased provision.

- 10.28 Play is essential for the healthy development of children, helping them to acquire a range of social, interactive and physical skills. The Council seeks to provide a satisfactory distribution of supervised and unsupervised provision (ideally within easy walking distance from home) and to cater for a variety of needs according to age, gender and culture. Where considered necessary to the proposed development, the Council will seek to secure provision by way of planning condition or, where policy RE6 criteria are satisfied, by a planning obligation. It is particularly important that play provision is fully accessible to children (and carers) with disabilities to ensure that all children have adequate opportunities to play, and that it provides a safe and secure play environment. Appropriate local provision includes play groups, One O'Clock Clubs, crèches, toy libraries, youth clubs and special interest clubs. Outdoor play provision, including that relating to open spaces, school playgrounds and playing fields, is covered by policies EN48 and EN51 in chapter 4. Reference should also be made to DS3 in chapter 16 (provision of play areas).



## Floodlighting

- LC8 The Council will normally be sympathetic to proposals for the floodlighting of existing outdoor leisure facilities, provided there is no loss to local amenity by virtue of nuisance or visual intrusion. In implementing this policy, the Council will pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.
- 10.29 Floodlighting can significantly increase the available hours of use for leisure facilities and thus help to increase provision. It is important, however, especially in residential areas, to ensure that there is no loss of amenity or adverse effect upon wildlife habitats. Stray light can be a nuisance at night time while the structures themselves can be visually intrusive by day. The Council may consider the use of conditions to limit the hours of operation and minimise disturbance.

## The Regent's Canal

- 10.30 The canal is becoming increasingly important as a local recreational resource. However, an appropriate balance needs to be maintained between its recreational and wildlife habitat roles (see policies in chapter 15 and particularly policy RC6 on recreation).

## Protection of existing facilities

- LC9 The Council will resist proposals which result in the loss of existing theatres.
- 10.31 The Council is anxious to protect and enhance the unique contribution made by theatres to the rich cultural diversity of the Borough and of London as a whole. Under planning legislation theatres are a sui generis use (that is, they lie outside the provisions of the 1987 Use Classes Order). This gives the Council control over proposed changes of use.

## Development of cultural facilities in Areas of Community Regeneration

- LC10 The Council will encourage the development of cultural facilities in Areas for Community Regeneration, especially those which meet the needs of priority or disadvantaged groups.
- 10.32 The Council has defined Areas for Community Regeneration (see chapter 2) with the intention of securing them as residential neighbourhoods and

seeking the improved provision of supporting facilities and services (including cultural provision). Appropriate provision can help to foster community development as well as providing opportunities for group and individual artistic and cultural expression. They may also help to enhance an area's image and attractiveness and stimulate the local economy. Provision should normally be geared towards meeting local needs, especially those of priority groups and others experiencing disadvantage.

## Art in the environment

LC11 The Council will welcome the provision of public art in connection with both new and existing development.

- 10.33 The provision of public art in connection with development may enhance a building and its setting, promote local character and identity, and make schemes more user-friendly. It can also make a wider contribution to urban design strategy (thereby helping to promote further improvements to environmental quality) and assist long-term urban regeneration. Such measures can significantly enhance the attractiveness of areas and buildings to residents, workers and visitors alike, and thereby have positive advantages for the developer.
- 10.34 The type of existing and proposed development which the Council considers would be particularly suitable for the provision of public art include major new commercial developments, large-scale housing schemes or mixed developments, major retail developments and new transport infrastructure. It may also, subject to consultation, be appropriate for public art to be provided in areas of public open space.
- 10.35 Public art may include the provision of works of art and craft, facilities for housing such works, facilities for performance art and other arts and cultural events. Developers are invited to participate in such provision through the Percent for Art scheme which the Council has operated since 1988. Further details on public art are contained in Supplementary Planning Guidance.

# 11 Tourism

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## II Tourism

### I Part I policies

- 11.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:
- STM1 The Council supports the development of tourism-related uses in appropriate locations within the Borough, where such development can be accommodated without adversely affecting the quality and character of the local environment.
  - STM2 The Council will endeavour to control the development of tourism uses to secure maximum opportunities and benefits for the local community and local businesses, whilst ensuring that any harmful effects are minimised.
  - STM3 The Council will seek to ensure, as far as possible, equality of access to all tourism facilities, both for visitors to Camden and for the local community.
- 11.2 The Council supports the development of tourism and associated tourist facilities, but only where this does not conflict with the key objectives of the Plan. The Council recognises that tourism can make a significant economic contribution both within the Borough and at strategic and national levels, and can stimulate investment in other activities, for example, arts, cultural and entertainment uses. Tourism also generates considerable revenue and employment and has a role to play in securing economic and environmental regeneration. The tourism sector sustains approximately 35,000 jobs in Camden, both directly and indirectly (i.e. 1 in 7 of the working population).
- 11.3 The Council is aware, however, of the impact on the environment and on transportation networks which can arise from new or expanded tourism development. It will ensure that any such development does not compromise the Council's commitment to protecting and improving local employment opportunities; access to housing, social and community facilities; transportation; and the quality of the local environment, both at key attractions and in adjoining residential areas. Where development can be accommodated without significant adverse affects, the Council will seek to maximise any potential benefits for the local community.
- 11.4 The Council also recognises that sensitive tourism provision (especially that related to local heritage and history) can enhance opportunities and

interest for local residents. The Council is eager to promote improved access and more frequent visits to existing tourism facilities by local residents.

## 2 Introduction

- 11.5 In this chapter, the term tourism is used to describe a range of activities that cater mainly for visitors to the Borough. The main focus of this chapter is on hotels, conference and exhibition centres and on ancillary development such as direction signs and information centres. The provision of public conveniences is covered in policy PU7 in Chapter 12. There is also, however, a close link with activities described elsewhere in the Plan (for example, cultural activities, activities building on local history and heritage, open space and specialist shopping and markets). The chapter includes policies on exhibition and conference centres and tourist attractions. Proposals for new or expanded hotels and other tourism developments will be required to make adequate provision for taxis and coaches in line with policies in Chapter 5.

### National and regional context

- 11.6 Planning Policy Guidance 21: Tourism (1992) outlines the economic significance of tourism, its environmental impact and its importance to land use planning. It urges authorities to facilitate and encourage development and improvement in tourism provision, while tackling any adverse effects of existing tourist attractions and activity in a constructive and positive manner. Annex A of PPG21 contains advice on applications for hotel developments.
- 11.7 Regional Planning Guidance for the South East (1994) makes reference to tourism as “*a major industry in the South East*” which is of particular importance in London. Planning authorities, it emphasises, should develop “*a positive approach towards provision of facilities for tourism*” whilst striking “*a balance between the needs of visitors and the host community*” (section 3.12).

### Strategic context

- 11.8 Strategic Guidance for London Planning Authorities (1996) recognises that tourism is one of London’s growth sectors and it will be vital to the future success of the capital’s economy that tourism opportunities are embraced. Guidance urges boroughs to prepare policies to encourage hotels in areas that would be acceptable for visitors, benefit the local economy and be accessible to public transport. Development should respect neighbouring residential communities. Careful assessment of detailed considerations such as design, location and the provision of picking up and setting down facilities for coaches and taxis will be needed. The over-concentration of hotels in limited areas within the Central Area should be avoided, although there exists scope to develop some vacant office space for hotels in parts of this area.

- 11.9 London is an extremely popular tourist destination. Estimates for 1997 by the London Tourist Board indicate that approximately 26.6 million overnight visitors stayed in the capital and spent £7.69 billion, while leisure day trips accounted for an additional 132 million visitors spending a further £1.72 billion. Of those staying overnight, around 12.8 million are domestic visitors (a figure which is forecast to grow to over 14 million by the year 2001). The number of overseas visitors to London is forecast to increase to over 15 million per annum by 2001. Camden's share of the overnight visitor market in 1997 was estimated to be over 4 million people, spending approximately £1 billion, compared with day visitors who spent £72.9 million. Tourism also plays an important role in providing employment and stimulating growth. Approximately 14 per cent of all employment in Camden is tourism-related.
- 11.10 In order to maintain or improve this position and enhance London's status as a World City, every effort will be needed to enhance the city's competitive advantage. Environmental quality and ease of travel across and within London are important factors in this respect. At the same time, the level of growth forecast could have serious environmental consequences, particularly for Central London, without a strong locational planning framework and environmental policies to control development. In many central areas, major increases in hotel provision would be likely to place unacceptable pressures on the environment, transport systems and on the quality of life enjoyed by residential communities.

### Camden context

- 11.11 A large number of tourists visit Camden, either passing through on day trips or stopping overnight. Tourism activity tends to be highly concentrated in the southern half of the Borough where there are a number of major tourist attractions, including Camden Lock Market and the British Museum, London's most popular tourist venue attracting over 5 million visitors per annum. Further north there are a number of other key tourist sites (for example, Keats House and the Iveagh Bequest, Kenwood).
- 11.12 Camden has the third largest stock of visitor accommodation in London after Westminster and Kensington and Chelsea, with over 21,000 bed spaces in serviced accommodation (15% of London's total stock). This stock of hotels and guest houses forms a small but important element within the housing stock, providing temporary residential accommodation not only for visitors, but also for temporary workers, those seeking new permanent accommodation and those in London on business. Hotels also make a significant contribution towards local employment and the local (and strategic) economy. Throughout the Borough, the Council will normally resist the loss of hotels to non-residential uses, in line with policy HGI in Chapter 6.
- 11.13 Although the Borough benefits from revenue and employment generation arising from tourism, the Council is concerned to minimise any adverse impacts of tourism growth on transport and the environment, such as

congestion, loss of amenity, and threats from more profitable uses to services which support local residential communities. A policy framework is required which maximises the potential benefits of tourism in Camden whilst taking careful account of these impacts. The Council has therefore adopted an approach which limits the potential for tourism growth to appropriate areas in the Borough which have a high level of public transport accessibility (including those outside the Central London Area) and where developments can be accommodated without any adverse effects on local amenity, environment or transport conditions.

## 3 Policies

### New tourism development

**TMI** The Council will encourage proposals for new tourist development which have as their focus the local environment, history or heritage, and will encourage existing attractions to include features designed to attract local visitors and increase local involvement. The Council will also encourage the development of tourist attractions and activities which reflect the multicultural character of the Borough's population and of London as a whole.

- 11.14 Tourist attractions can make a significant contribution towards improving quality of life, especially where they focus on aspects likely to be of particular interest to local residents. Such developments can also have a significant educational value and generate increased local interest in an area's social history, culture and environment. The involvement of local residents in the development of activities may also help increase a sense of local community identity. The Council also seeks to promote ethnic and cultural diversity within the Borough's tourist industry to meet the needs of black and ethnic minority residents and visitors. This approach may help stimulate employment opportunities for all sectors of the community and help broaden the scope and appeal of attractions and facilities for the benefit of both residents and visitors.

### Locations suitable for new tourism development (including conference and exhibition centres)

- 11.15 The Council is concerned to ensure that new hotel and tourism uses, including conference and exhibition centres, are located in the most appropriate locations within the Borough so that the character, amenity and environment of existing residential and mixed use areas can be protected from the adverse impacts of new development. All proposals will be required to conform with environment and transport policies and standards.



- 11.16 In particular, the Council wishes to promote an increase in the provision of small budget and medium priced hotels to help redress the present imbalance in provision (recognised in Strategic Guidance). The availability of accommodation in these price categories would be improved if more suitable accommodation could be found for homeless people currently living in bed and breakfast accommodation. However, there is a need for additional provision to increase choice and improve visitor access. The development of small hotels may well contribute towards the mixed use character of areas (in appropriate circumstances) as well as having less impact on the environment and transport.
- 11.17 The Council also recognises that the development of conference and other business-related uses can help enhance the attractiveness of London as a world class centre for business and financial services, as well as offering potential for increasing revenue from tourism, and benefits for local businesses. These are most appropriately located within those areas of high public transport accessibility identified in TM2.
- TM2 The Council will guide proposals for tourism uses to locations that are well related to the transport network and to established centres of tourism activity including, in particular, the King's Cross Opportunity Area, the Central London Area and the Major Centres. All such proposals will be considered having regard to:
- a compatibility with residential, employment and environmental objectives for the area;
  - b impact upon existing residential and business communities and support services;
  - c effect on the retail character or function of the area;
  - d implications for the capacity of the transport system and the quality of the environment; and
  - e cumulative effects of noise and disturbance from traffic and parking on local amenity.
- 11.18 In order to minimise the adverse impact of vehicular traffic on the environment, and ensure easy access to the most popular facilities, tourism uses should be located in areas of the Borough which are well related to the major road network and to public transport, and to the main tourist sights. Proposals will therefore be focused on the King's Cross Opportunity Area, the Central London Area and the Major Centres.
- 11.19 Policies for the King's Cross Opportunity Area are contained in chapter 13. There may be scope for hotel development as part of a mixed use scheme.
- 11.20 The factors which will be taken into account in assessing proposals within Central London are explained more fully in descriptions for that area (see chapter 14).
- 11.21 The major shopping centres of the Borough are also seen as appropriate locations for the development of tourism related uses. Such uses may

increase the overall attractiveness of the centres, with potential beneficial spin-offs for retail trade. They may also help to strengthen and maintain the vitality and mix of uses within centres and extend the range of places available for local communities to visit.

- 11.22 Outside these areas, the predominant land use is residential, with associated services and facilities. The Council places great emphasis on sustaining and improving the amenity and environment of such areas and will apply a sequential test to all proposals (see policy RE4). For example, the Borough's District Centres (including those with a high level of public transport accessibility) serve predominantly local needs and they are not therefore promoted as appropriate locations for new tourism development.
- 11.23 Adequate provision for access, boarding and alighting without obstruction to the public highway must be made in developments which attract taxis and/or coaches, in the interests of the environment and of safety, and in order to minimise congestion. Proposals for new hotels and other tourism developments will be required to make adequate provision for taxis and coaches, in line with policies TR7 and TR8 (chapter 5).

### Mixed use development

- 11.24 In complying with policy RE5 (mixed use development), it may be appropriate for schemes for hotel development to provide on-site accommodation for staff.

### Tourism infrastructure

- TM3 The Council will encourage improvements to the Borough's tourism infrastructure and to the environment of existing facilities. All provision should be carefully designed to be in keeping with the character of the area and located to maximum benefit without causing physical obstruction or visual intrusion.
- 11.25 The provision of appropriate tourism infrastructure elements, such as signing, toilets and Tourist Information Centres, can significantly improve the accessibility of the environment to visitors and enhance the quality of their stay. Appropriate provision can provide additional benefits for local residents and generally improve the attractiveness of the Borough. In addition, the Council recognises the importance of maintaining and improving the quality of the environment for residents, workers and visitors alike, including open space in the vicinity of existing tourist attractions and facilities.

## 12 Public utilities and services

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## 12 Public Utilities and services

### I Part I policies

- 12.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:
- SPU1 The Council will encourage public utility and service providers to co-ordinate and consult with the Council before providing new or improved services and facilities.
- SPU2 The Council will seek to facilitate the growth of new and existing telecommunications systems, while remaining fully committed to environmental objectives.
- 12.2 A wide range of provision is made for public utilities and services in the Borough. The statutory undertakers and telecommunication operators providing these services have a number of operational and accommodation requirements. The Council can play an important role in co-ordinating these requirements and ensuring regular and effective liaison, as required, between service providers and relevant departments within the Council. Such co-operation can increase efficiency, reduce inconvenience and minimise any adverse effects on local amenity and environment.
- 12.3 The Council is concerned that all works carried out by service providers and apparatus installed should be undertaken in a way which seeks to protect amenity and maintain and enhance the quality of the environment within the Borough. In all cases where the Council is consulted on such matters, it will promote a high standard of provision and seek to minimise any adverse impacts on local amenity or environment.

## 2 Introduction

- 12.4 A number of organisations, authorities and statutory undertakers (both private and public – including the London Borough of Camden), carry out the provision of public utilities and services. Statutory undertakers are defined under Section 262 of the Town and Country Planning Act 1990 and include gas, electricity and water suppliers, sewerage undertakers and the Post Office, as well as those organisations legally authorised to carry out road, rail and water transport undertakings.
- 12.5 Services that are essential to those living and working in, and visiting Camden include:
- infrastructure and service provision – electricity, gas, water, waste and sewage disposal, public conveniences;
  - telecommunications – a wide range of postal and telecommunications services; and
  - the provision of emergency and related services – ambulance, fire and police, development by government departments (for example, magistrates courts).
- 12.6 Although the Town and Country Planning Act 1990 places a statutory duty on local authorities to take account in preparing their development plans of the requirements of statutory undertakers and public utilities, the Council has only limited control over public utility and service provision. Many forms of development and works carried out by statutory undertakers fall within permitted development under the Town and Country Planning General Permitted Development Order 1995 and do not require planning permission from the Council. Examples of such works include some operational activities such as repairs to services; the laying of mains, pipes and cables; the installation of post boxes; and the erection of lamp standards, information kiosks, passenger shelters, seats, telephone boxes and refuse bins. In addition, planning permission is not required for developments by government departments and the Metropolitan Police, although such development is subject to consultation procedures under Circular 18/84.
- 12.7 This chapter emphasises the importance of effective co-ordination, consultation and liaison between statutory undertakers and the Council, in the interests of the environment.

### National context

- 12.8 Planning Policy Guidance Note 12: Development Plans (1999) states that: *“in preparing plans, authorities should consider both the requirements of the utilities for land – both in their own and in other authorities’ areas – to enable them to meet the demands that will be placed upon them. They should also consider the wider environmental effects of increased demand”* (para 6.18).

- 12.9 Planning Policy Guidance Note 10: Planning and Waste Management states that it is the responsibility of waste planning authorities to provide an adequate framework to enable the waste management industry to establish appropriate waste management facilities in a way that meets the objectives of sustainable development. It further establishes that in unitary authorities Part 2 of the UDP will constitute the waste local plan.
- 12.10 The government's National Waste Strategy (2000) sets out a framework for dealing with waste and sets national targets for municipal waste recycling and other aspects of waste management. The Environmental Protection Act 1990, imposes a duty upon local authorities to produce recycling plans which are intended to demonstrate the extent to which recycling will be an integral part of the authority's waste management philosophy and practice.
- 12.11 The Planning (Hazardous Substances) Act 1990 consolidates the hazardous substances provisions which are largely derived from Part 4 of the Housing and Planning Act 1986. It introduces the requirement for Hazardous Substances Consent for the retention of hazardous substances (over specified quantities) in the Borough. Circular 11/92 Planning Controls for Hazardous Substances refers to new development involving hazardous substances and to development in the vicinity of installations handling or storing hazardous substances and explosives sites. It sets out specific arrangements for consulting the Health and Safety Executive and explains procedures for dealing with applications and enforcement of the Hazardous Substances Act. The COMAH (Control of Major Accident Hazards) Regulations 1999 require certain sites where large quantities of fuels, chemicals or gases are stored or handled to be operated with a licence from the Environment Agency and Health and Safety Executive.
- 12.12 Planning Policy Guidance Note 8: Telecommunications (1992) suggests that government policy is generally to facilitate the growth of telecommunications. In part, this is achieved through Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 (as amended), which grants permitted development rights for the installation of a range of telecommunication apparatus. PPG8 observes, however, that the government is fully committed to preserving the national heritage and states that the growth of telecommunications does not mean that the appearance of buildings, towns and the countryside can be allowed to suffer serious damage (para 5). In all cases, apparatus must, so far as practicable, be sited so as to minimise its effect upon the external appearance of buildings.

### **Regional and strategic context**

- 12.13 The majority of the public utility and service authorities plan provision for their services on a regional or sub-regional basis. However, there is little regional and London-wide guidance on the land-use implications of public utility and service provision, with the exception of the provisions to be made for waste management. The licensing, supervision, co-ordination, collection and disposal of waste in London is carried out by a complex network of public bodies and private contractors.

- 12.14 Strategic Guidance for London Planning Authorities (1996) urges boroughs to have regard to waste planning guidance and information produced by SERPLAN, LPAC, the Environment Agency and others (para. 9.9). Boroughs are asked to develop policies in their UDPs related to the reduction of waste generation and the encouragement of recycling and energy recovery. UDPs should also include policies setting out criteria against which proposals for facilities to accommodate waste recycling, transfer or disposal (including incineration) would be assessed.

### Camden context

- 12.15 There are a number of operational sites within the Borough that contribute to public utility and service provision (for example, Post Office sorting offices and reservoirs). A number of sites have a waste disposal licence (for a limited period) under the Environmental Protection Act 1990. There is one Civic Amenities Site providing waste disposal facilities to households at Regis Road which is also a major recycling centre.
- 12.16 The Council has prepared a Recycling Plan which looks into all aspects of waste management, concentrating in particular on recycling initiatives. The plan considers the quantities and types of waste generated, current waste collection and disposal practices, future waste trends, and recycling and collection system options. The Council's main target is to recycle 25% of household waste by 2005, which is in line with government targets. The Council contracts a private firm to collect refuse and clean the streets. Thames Water Utilities is responsible for the disposal of sewerage waste.

## 3 Policies

### General utilities policy

- PUI The Council will liaise with, and where appropriate, encourage, co-ordination between public utilities and service providers to ensure:
- a the effective use of land held by statutory undertakers;
  - b the appropriate design and siting of equipment, installations and buildings required to house those installations according to environmental policies and standards;
  - c provision of utility and service facilities to a high standard which protects local amenity, and environment; and
  - d the design and siting of equipment (such as telephone kiosks) and the carrying out of streetworks will be sensitive and appropriate to the needs of disabled people.

In considering planning applications, the Council will have regard to their impact on existing service infrastructure and the need for

additional service infrastructure and may impose conditions to ensure that satisfactory provision is made.

- 12.17 Land is a scarce and valuable resource within the Borough. The Council is concerned, therefore, to secure full and effective use of land, including land in operational use. Where land becomes surplus to requirements and available for disposal, the Council will seek its re-use and, if appropriate, its redevelopment in line with Plan policies and standards. It should be noted that some operational land has additional value (for example, as open space, or for its wildlife or nature conservation significance) which the Council will seek to preserve. It will in all instances seek to encourage co-operation with statutory undertakers to facilitate the provision of services and ensure the protection of amenity and environment. The Council will promote regular liaison with the utility authorities, and seek to enter into early discussions when land disposals or development proposals are being considered.
- 12.18 The Council has an important role to play in the location and design of services, which is undertaken by close regular liaison with the agencies concerned. The Council seeks, where possible, to influence the siting and design of equipment (including schemes which fall within permitted development). It further seeks to encourage utility and service providers when designing schemes to consider the needs of people with mobility disabilities and impaired vision and to minimise any adverse impacts on townscape, amenity and environment.
- 12.19 The laying, repair, replacement and connection of services frequently requires streetworks to be undertaken – affecting both carriageways and footways. The 1991 New Road and Street Works Act requires public utilities to reinstate the highway after it has been opened up (see also policy TR22(g) in Chapter 5). The Council's role is to check the quality of these reinstatements to ensure that they are carried out to a high standard. The Act requires public utilities to inform the highway authority before opening up streets. The Council is required to define a network of "Traffic Sensitive Streets" where it can impose restrictions on the hours of working. This will help works to be co-ordinated and unnecessary disruption and delay to be avoided. The Council is also concerned that developments should not have an adverse impact on the provision of service infrastructure. Service infrastructure covers provision of gas, water, electricity, drainage and sewerage.

## Emergency services

- PU2 The Council will seek to ensure adequate provision for the needs of emergency services. In particular, it will:
- a liaise with the emergency services on highway proposals that may affect their access arrangements;
  - b consider the access requirements of the emergency services when assessing development proposals; and



- c assist the emergency services in finding appropriate land and buildings to meet their needs.

12.20 The emergency services provide a vital service to those living, working and visiting the Borough. As Highway Authority, the Council has a responsibility to ensure that the highway network provides adequate access for the emergency services. Similarly, as Local Planning Authority, the Council must ensure that new development is designed to enable adequate access for the emergency services. The Council's powers to determine proposals for new operational developments by the emergency services are limited, but the Council will nevertheless assist in locating appropriate sites.

## Waste management

12.21 Camden is a Waste Collection Authority only - the Council is responsible for the collection of domestic and commercial refuse, for operating Civic Amenity sites and running recycling services. The disposal of the refuse collected is the responsibility of and managed by the North London Waste Authority (NLWA). The domestic and commercial waste collected by contractors on behalf of the Council is currently directed by NLWA to three waste disposal facilities. In 1998/1999 approximately 63% was directed to two transfer stations, from where it was taken for landfilling; and 27% was taken to an incinerator. All three facilities are outside the Borough. The contract with NLWA for the disposal of our waste runs until 2014.

12.22 The landfill tax and future EC Landfill Directive will have a major impact on the waste disposal practices in the UK, in the NLWA area, and will ultimately impact on the Council. The Council recognises the importance of recycling and waste minimisation as an essential part of the Borough's waste management function and has produced a Recycling Plan, which details aims and targets in regard to recycling up until 2005. The Council's main target is to recycle 25% of household waste by 2005, which is in line with government targets.

12.23 The Council is working with the NLWA to produce a Waste Management Strategy for the authority. This strategy is essential to ensure that an integrated approach to waste management is adopted across the authority, and that the implications of alterations to current practices are considered fully.

12.24 The ensuing policies have been formulated having regard to relevant objectives referred to in the EC Waste Framework Directive and defined in para 4 of Part I of Schedule 4 to the Waste Management Licensing Regulations 1994.

- PU3 The Council will undertake a detailed assessment of its existing waste management practices and consider options for an increase in the provision of facilities to assist the recycling process. In all schemes

involving the new or expanded provision of waste transfer, recycling, disposal or transportation facilities, the Council will need to be satisfied that there will be no harmful impact on local amenity, environment or highway conditions.

## Recycling Facilities

PU4 The Council will encourage an increase in the provision of recycling facilities and collection points throughout the Borough, wherever these can be accommodated without detriment to local amenity, environment or highway conditions.

12.25 The Council acknowledges the benefits of recycling, including increasing energy and resource efficiency, reducing the environmental impact of the long-distance transportation of waste to landfill sites outside London (especially by road haulage) and the reduction of waste requiring disposal. Any future development of sites for waste transfer, waste disposal or recycling activities identified by NLWA, the Council or any other organisation will need to be considered in respect to local amenity, highway and environmental conditions.

12.26 There are currently a wide range of recycling facilities within the Borough: the Recycling Centre in Regis Road, 154 mini-recycling centres on streets and estates, two doorstep collection services and the provision of compost bins at a discount rate to residents. A number of these services are undertaken in partnership with voluntary organisations. The Council currently recycles over 12% of household waste. The existing recycling initiatives and services will continue to be encouraged, supported and where practicable expanded throughout the Borough to ensure maximum use. Provision of such services will need to be accommodated to ensure minimum environmental, social and economic impact.

## Handling of Waste

PU5 The Council will encourage all proposals for development which create additional floorspace or involve in intensification of existing uses to demonstrate that adequate provision has been made for the handling of waste.

12.27 It is important that developments provide adequate accommodation for the handling of waste and recyclables. Reference should also be made to policies SH18. Further guidance may be found in Supplementary Planning Guidance.

## Hazardous installations and hazardous waste

- 12.28 Special arrangements exist in relation to the storage and transportation of hazardous waste. It is the responsibility of commercial organisations to deal with such waste themselves through private contractors. The Planning (Hazardous Substances) 1990 Act and the Hazardous Substances Regulations 1992 require Hazardous Substance Consent for the presence on a site of specified quantities of defined substances. Contravention of Hazardous Substances control is an offence. Application forms can be obtained from the Council's Environment Department. The COMAH (Control of Major Accident Hazards) Regulations 1999 require certain sites where large quantities of fuels, chemicals or gases are stored or handled to be operated with a licence from the Environment Agency and Health and Safety Executive.
- PU6 When assessing proposals for the siting of hazardous substances within the Borough, the Council will be concerned to ensure that there will be no adverse impact on the environment, or on the health, safety and well-being of local residents, workers and visitors to the Borough.
- 12.29 The Council places a high priority on protecting the local environment and the health and well-being of local residents, workers and visitors. It will therefore undertake careful assessment of any proposals for the siting of hazardous substances. Before granting consent, the Council will need to be satisfied that adequate provision is made to contain such substances and that there are adequate and safe security arrangements which effectively restrict access by unauthorised personnel to areas where substances are stored or used.

## Public conveniences

- PU7 The Council will seek, as resources permit, to improve the present distribution and level of provision of public toilets throughout the Borough. It will further seek to ensure that any new provision is well-located, and designed to meet the needs of all sections of the community.
- 12.30 Public toilets are an essential complementary feature of major development schemes and areas of the Borough which attract visitors and the general public. The Council will seek to maintain and, where possible, expand the provision of public toilets in areas that are visited by large numbers of people. Suitable locations for public toilets include commercial centres and developments, transport interchanges and areas of public open space. Toilets should be designed to be fully accessible to all, including people with disabilities and people accompanied by young children. Where possible, baby changing (and feeding) facilities should be provided, preferably in separate purpose-designed accommodation that is accessible to both male and female carers and to people with disabilities (see also Supplementary Planning Guidance).

## Telecommunications

12.31 The term “telecommunications” embraces a wide range of services and activities. This section deals with telecommunications including all forms of communications by electrical or optical wire and cable and radio signals (whether terrestrial or from satellite), both public and private, except where otherwise stated. Planning Policy Guidance Note 8: Telecommunications, makes clear that the government’s general policy on telecommunications is to facilitate the growth of new and existing systems while protecting the best and most sensitive environments. The installation of apparatus and equipment is generally covered by policy PU1. However, in view of the rapid rate of technological innovation and expansion of such services, and their possible environmental impact, the Council has included the following additional policy:

- PU8 The Council will assess proposals for telecommunications development having regard to the following:
- a the effect on the general visual character and appearance of the area. Locations within conservation areas and other environmentally sensitive locations designated in the Proposals Map should be avoided;
  - b where affixed to a building, its impact on the character and appearance of that building and its surroundings. Fixing to a listed building will generally be unacceptable;
  - c the scope for shared use of masts, and where a free standing mast is required, the implications in terms of siting, design and neighbour amenity, such as overshadowing and visual intrusion;
  - d any associated landscaping proposals; and
  - e the extent to which operational requirements may constrain siting and design.

Where such development is proposed, developers are encouraged to undertake early consultation with the Council so that the routing and phasing of development can also be taken into account.

12.32 New telecommunications technology is spreading rapidly to meet growing demands for better and faster communications. The Council wishes to facilitate this growth but is concerned to minimise any adverse impact of the apparatus on visual amenity and the environment. In many instances, careful siting (including underground – as in the laying of cables for cable television reception) can significantly reduce any adverse impacts on amenity, environment or the visual appearance of streets and buildings. The Council will be particularly concerned to ensure that proposals for the siting of apparatus do not adversely affect the setting, character or appearance of listed buildings and conservation areas. In appropriate circumstances, the Council may consider imposing conditions seeking the removal of apparatus when no longer required. PPG8 gives further guidance on planning for telecommunications development – particularly that undertaken by code system operators. Supplementary Planning Guidance gives further information and guidance on the erection of telecommunications apparatus, including satellite dishes for householders and explains the circumstances when permission is not required.

# 13 King's Cross Opportunity Area

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# 13 King's Cross Opportunity Area

## I Part I policies

13.1 The following strategic policy has been identified in Part I and is repeated and justified here as a framework for Part 2 (local) policies:

**SKC1** The Council will seek a comprehensive approach to the redevelopment of the King's Cross Opportunity Area, which maximises the large-scale potential contribution which the site can make to London's commercial prosperity and its attractiveness to tourists, and which provides benefits to neighbouring communities in terms of housing and supporting services, and measures to enhance local access to employment. It must integrate well with its surroundings, both socially and physically, and address the capacity restraints imposed by the existing public transport systems and road network. Such development will be based on principles of sustainability, ensuring mixed use development which respects the industrial heritage of the site, gives priority to good design and secures efficient transport interchange facilities.

13.2 The King's Cross site is one of the few remaining major development opportunities in inner London, and certainly the major one in Camden. A collaborative strategic approach which seeks to establish clear proposals for the whole site provides the best opportunity of ensuring development is completed in a reasonable timescale, that a wider range of benefits can be obtained for the community and that partial or piecemeal development does not blight the area for many years to come.

13.3 Because of its strategic location, the Council accepts that redevelopment of the site will include commercial floorspace. The location, scale and precise nature of this floorspace will in part be determined by the physical constraints of the site, the railway operational requirements, the transport implications of activities within the area and the Council's design requirements.

13.4 The site is surrounded by well-established communities, in both Camden and Islington. Redevelopment and the introduction of new uses into the area on such a large site is bound to have a significant impact on local communities. By seeking ways of physically and socially integrating the development with the surrounding area, impacts can be controlled or turned to advantage; consideration should also be given to how adjacent areas like the Elm Village industrial and "Islington Triangle" areas may be beneficially integrated into any proposals. The Council believes it is essential that local people are involved in the processes of dealing with development proposals and that development is sensitive to their needs.

- 13.5 The Council will provide more clarity and definitive guidance to developers regarding parameters, physical and time constraints and the location and scale of employment development and housing following final approval and a confirmed construction timetable for the Channel Tunnel Rail Link (CTRL). The Council thus expects that the Opportunity Area policies will come up for early review.

## 2 Introduction

- 13.6 The Council has designated the King's Cross Railway Lands as an Opportunity Area to reflect the exceptional opportunities which this site presents for inner city regeneration.
- 13.7 The site-specific policies for the Opportunity Area in this chapter reflect the general objectives and guiding principles set down in earlier chapters of the Unitary Development Plan, and should be read in conjunction with policies elsewhere in the Plan. The Opportunity Area policies are designed to give further guidance for development on the Railway Lands site.
- 13.8 The Community Planning Brief contains the current supplementary planning guidance for the Opportunity Area, and it is a material consideration in determining any planning application. It offers examples of how development plan policies might be implemented, and as such embodies a level of detail which would be inappropriate in the UDP.

### National and strategic context

- 13.9 Strategic Guidance for London Planning Authorities (RPG3) identifies the King's Cross Railway Lands as a major development opportunity and suggests that higher densities and most commercial uses should be located close to the terminus. The Council accepts this approach and recognises that the King's Cross Opportunity Area has the potential to create a new quarter for London which enhances features of historic and conservation importance and which provides scope for business development, tourism, leisure, housing, community facilities and measures to enhance local access to employment opportunities.
- 13.10 Regional Planning Guidance for the South East (RPG9) also recommends that: *'a more selective approach to new development is appropriate, with greater emphasis on linking major new business activity with public transport facilities... where there is or will be spare capacity in the future, for example at the main line termini in central London'* (paragraph 7.6). King's Cross (St. Pancras) is identified as one of three locations in central London near international transport facilities. The Opportunity Area policies reflect this approach so that proposals can be brought forward that produce a distinctive identity for the area and enhance its historic features. The area should also provide housing and facilities which relate to local communities as well as business uses closer to the terminus.
- 13.11 The Opportunity Area has also to be seen in the context of the government's decision that the Channel Tunnel Rail Link will proceed to St. Pancras via Stratford and RPG3, which identifies King's Cross as a major development opportunity.



## Camden context

- 13.12 The Opportunity Area, defined on the Proposals Map and described in Part 1, extends from the North London Line in the north to the two major railway stations of King's Cross and St Pancras in the south. It is bounded on the east by York Way (the boundary with the London Borough of Islington) and on the west by the main line from St Pancras. The Regent's Canal crosses east-west through the centre of the area.
- 13.13 The area was largely established by the end of the 19th Century and contains the best group of early Victorian railway buildings in the London area. The historical significance of the area has been recognised through the listing of some of the buildings, including the Grade I railway stations and the declaration of conservation areas (King's Cross and Regent's Canal) which cover most of the southern and central parts of the Opportunity Area.
- 13.14 The southern part of the area is characterised largely by operational railway activities interspersed with two residential blocks, Stanley and Culross Buildings, and some small scale commercial activities in the areas between the stations. Immediately north of the Regent's Canal are a group of listed and unlisted warehouse buildings which reflect the industrial heritage of the area. These are largely occupied by businesses on short-term leases. In the northern-most part of the area there are two concrete batching plants and a cement plant which serve parts of central and northern inner London, are served by rail and are of strategic importance. Operational railway lines run exposed along the western and northern boundaries of the site and underground on the eastern side.
- 13.15 Surrounding the area are the residential communities of Somers Town and Elm Village to the west, Maiden Lane to the north, Thornhill, in the London Borough of Islington, to the east and King's Cross to the south. Parts of King's Cross and Somers Town wards have been defined as Areas for Community Regeneration (see chapter 2).

## 3 Environment

### Design

- KCI The Council will seek to achieve a very high standard of architecture, townscape and design in both new developments and in the re-use of buildings, and to create an area with a unique and diverse character which relates to surrounding communities: to respect and protect strategic views across the site to St Paul's, and to respect and enhance, where possible, more local views to varied landmarks.

## Conservation and open space

**KC2** The Council will seek to protect and improve existing listed and other buildings of character and merit and their setting within the Conservation Areas, to improve the overall environment of the area, particularly, the frontage to King's Cross Station, and around the canal, to protect and enhance the Camley Street Natural Park and to ensure that extensive landscaping, including ecological areas, is included in the redevelopment.

- 13.16 The King's Cross Opportunity Area includes two conservation areas, the King's Cross and Regent's Canal Conservation Areas, and a number of Grade I and Grade II listed buildings. The two stations of St Pancras and King's Cross are listed Grade I and of national importance. The frontage of King's Cross Station, in particular, is in urgent need of satisfactory and sensitive restoration. The Regent's Canal, which runs through the Opportunity Area, is of strategic significance. It has been designated as an Area of Special Character because of its historic and visual interest (see chapter 15) and is of Metropolitan importance. Within the Opportunity Area lies Camley Street Natural Park which is a valuable amenity and educational resource and should remain in its present position because of the difficulties in relocating such a feature. The Park will need particular protection during nearby construction works, and opportunities should be explored to increase its size.
- 13.17 The Council is concerned that any adverse impacts of development within the Opportunity Area should be minimised, and would anticipate that the major, comprehensive development of the Opportunity Area will require formal environmental assessment under the prevailing Assessment of Environmental Effects Regulations and EC Directives. The Council will also consider the cumulative effect of minor development proposals when considering the need for environmental impact assessment information.
- 13.18 Policy EN7 commits the Council to using planning conditions to minimise disturbance to amenity and the environment arising from the construction phase of development proposals. This approach accords with the provisions of Circular 11/95: Use of Conditions in Planning Permissions. However, the construction of major development within the King's Cross Railway Lands will have significant environmental effects on the surrounding highly populated areas, and the Council expects that measures needed to mitigate these impacts may also need to be included in legal agreements.

## 4 Transport

### Public transport

- KC3 The Council will encourage and promote the use of public transport modes through the improvement both of interchange arrangements and access to and by public transport throughout the King's Cross Opportunity Area.

### Minimise traffic generation

- KC4 The Council will seek to limit the traffic generated by new developments so as to minimise adverse traffic and environmental effects either within the new development or on the surrounding residential areas. In parallel with this, the Council will seek to obtain the most efficient use of the existing road space in accordance with the designated functions of roads and pursue selective improvements where appropriate.

### Safe and accessible transport environment

- KC5 The Council will endeavour to ensure a safe and accessible environment for all users of the highway and public transport systems within the Opportunity Area and in the immediate surrounding areas.

### Pedestrians, cyclists and people with disabilities

- KC6 The Council will seek to improve accessibility to and within the area for pedestrians, cyclists and people with disabilities, with particular emphasis on cross-site links and full public access to all parts of the developed site.

- 13.19 The King's Cross area already suffers from severe overcrowding and congestion. It is essential that on redevelopment the opportunity is taken to secure substantial improvements for public transport infrastructure at King's Cross to relieve existing congestion and ensure that there is sufficient capacity within the system to cope with the increased peak hour passenger flows which will result on redevelopment. Measures such as limiting on- and off-site car parking can help to ensure maximum use of public transport and keep increased traffic flows to and through the area to a minimum. However, accepting that some increases will occur, it will be essential to ensure that redevelopment proposals include an on-site road network which is properly integrated with the surrounding road network (see also TR20 in chapter 5).

- 13.20 The northern part of the area is currently poorly served by public transport and development will require improvement to existing facilities.
- 13.21 The previous role of Regent's Canal as a route for the transport of freight has declined. However, there still remains the potential to use the canal for the movement of certain types of bulky goods such as construction materials. The canal is already used, of course, for leisure craft (see also policies TR25 in chapter 5 and RC12 in chapter 15).
- 13.22 The redevelopment of King's Cross offers a major opportunity to design an area where accessibility is a key component from the start. Development Standard DS8 provides the Council's standards for car parking, servicing and taxi, coach and cycle parking. Guidance relating to access for pedestrians and people with disabilities is contained in Supplementary Planning Guidance. In addition Appendix 3 of the Community Planning Brief provides advice on the opportunities to provide a high quality accessible environment.

## 5 Housing

**KC7** The Council will seek to ensure that a range of types of housing, including affordable housing, is provided within the King's Cross Opportunity Area to meet the needs of the area's existing and future population. The indicative target for new residential provision within the Opportunity Area is between 930-1000 units. In accordance with policy HG11, the Council will require between 25-50% of these units to be affordable.

All new housing (including the affordable housing components) should be well integrated with other uses within the Opportunity Area to provide a genuinely sustainable mixed-use development.

As part of its sustainable transport strategy, the Council will seek to establish car free residential areas within the Opportunity Area.

- 13.23 Housing problems in Camden are well evidenced and described in chapter 6. Chapter 6 also defines affordable housing (section 7). The Council is concerned that there is an inadequate supply of family accommodation in the Borough, particularly in the south. In the Somers Town area, the resident population is increasing, placing yet further demands on the supply of housing in the area. The King's Cross Railway Lands site provides one of the few remaining opportunities in Camden to provide a significant amount of affordable housing which can meet local needs and make a significant contribution towards enabling the Borough to achieve its Strategic Housing Target (see also chapter 6). It also provides an opportunity to establish car-free housing, in line with sustainability objectives. The Council requires a mixed use approach to the King's Cross Railway Lands and wishes to see all housing well-integrated with other

uses. Given that parts of the King's Cross Opportunity Area may be developed at different times, there is a need for a development mechanism to ensure that the site as a whole is comprehensively developed and to ensure that the individual components of the Opportunity Area provide a satisfactory housing mix.

- 13.24 The new and affordable housing unit targets are based on current anticipated land availability in the light of the CTRL project. These will be reviewed if any significant change occurs and in light of emerging government guidance to promote higher urban residential densities.

## 6 Economic activities

KC8 The Council will seek the development of a range of employment opportunities within the King's Cross Opportunity Area. As far as possible, but with due regard to the long term redevelopment proposals, the Council will encourage the retention of existing local businesses on site for as long as possible and will negotiate with developers to establish appropriate phasing of development and mechanisms for relocation to ensure this.

- 13.25 A mixed use development on the King's Cross Railway Lands will generate many jobs. Some employees may be transferred from elsewhere as firms relocate to the new development, but a proportion of jobs on the site should be available to local people. In order to benefit from that opportunity, it will be important to ensure local people have access to training and re-training to equip them with the skills necessary to compete for jobs on the site. The Community Planning Brief gives advice on the types and sizes of development which could provide an appropriate mix of employment land uses in the Opportunity Area. The Council will encourage the incorporation of measures to achieve these objectives in major development proposals. In addition to the appropriate phasing of development such measures could include site identification and assembly and other business support, local training and regeneration initiatives such as those set up under the Single Regeneration Budget (SRB) and by the Training and Enterprise Councils (TECs).

## 7 Leisure, social and community provision

KC9 The Council will seek the provision of a wide range of leisure and social facilities such as sports, day care and child care provision to meet the needs of residents and the workforce in the Opportunity Area, and will encourage this provision to serve adjoining localities.

- 13.26 This provision is considered fundamental to any development in the Opportunity Area. Camden's existing leisure and social facilities are fully stretched, with levels of provision falling below that required to meet most identified needs and demands in the Borough. Any significant increase in the resident or working population is likely to place even more pressure on existing services, reducing the quality of service available to local people. Accordingly, it is important that new housing and commercial development is supported by an appropriate range of social, leisure and educational facilities, in line with criteria set down in government advice, specifically Circular 1/97:Planning Obligations. Examples of appropriate forms of provision are set out in the King's Cross Community Planning Brief.

# 14 Central London Area

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# 14 Central London Area

## I Part I policies

14.1 The following strategic policies have been identified in Part I and are repeated and justified here as a framework for Part 2 (local) policies:

**SCL1** The Council seeks to conserve and strengthen the role, character and diversity of the Central London Area, balancing the demand for business and commercial development and for new cultural, retail and tourism uses with the interests of conservation and the protection of residential amenity and the objective of increasing housing provision.

**SCL2** Within the Central London Area, the Council will encourage mixed use development and an increase in the provision of priority residential use, including affordable housing, together with supporting facilities and services.

14.2 The Council seeks to support the continued development of Central London as a world business and commercial centre that also provides cultural, retail, tourism and other services which are of metropolitan, national and international significance. It also recognises that Central London contains the historic core of the capital as well as a significant residential population, which not only contributes to the life and character of the city but is also vital to its economic and other functions.

14.3 The area experiences significant development pressures and competition for access to scarce resources, including land and buildings. Such pressures can, through their individual or cumulative impact, give rise to harm to residential amenity, environment and the safety and efficiency of transport systems. The Council is therefore concerned to ensure that the demand for such development is balanced with the interests of conservation and residential amenity.

14.4 The Council places a high priority on retaining and expanding residential uses and associated supporting services such as social and community uses and open space provision. Strategic Part I policy SHG1 identifies housing as the priority use within the plan whilst policy HG6 (chapter 6) recognises the contribution of supporting services and facilities throughout the Borough towards helping to sustain residential communities. The retention and provision of additional residential and supporting facilities and services is particularly important within Central London to help strengthen existing residential communities. Without the provision of additional housing, especially affordable housing, in Central London, the high price of access to accommodation in the area is likely to make it impossible for future generations of local families to remain in the area.



- 14.5 The priority accorded to housing is in line with Strategic Guidance for London Planning Authorities (RPG3) which emphasises the importance of protecting existing residential accommodation and increasing housing provision in order to meet Camden's (and London's) contributions towards the achievement of regional housing targets. Strategic Guidance also emphasises the role of housing and supporting services in Central London as key Central London activities alongside business, commerce, cultural, retail, tourism and other uses.
- 14.6 The Council strongly supports this stance and will continue to encourage the provision of additional housing, affordable housing and associated supporting uses within the Central London area. Additional housing provision in this area will largely be achieved through changes of use from office to residential, facilitated by the operation of policy EC3 (chapter 7) and opportunities for mixed use development (see policy RE5 in chapter 3). The Council also seeks to emphasise the importance of making increased provision for supporting activities in Central London. The principal opportunities for additional provision are likely to arise through negotiation on the mix of uses in schemes for development.
- 14.7 Supporting services perform a vital role in helping to sustain and support residential communities. They not only help to create a thriving residential community, giving access to much-needed services, but can also enhance the quality of life of local residents and the vitality and mix of uses. In addition, such uses can help to meet the needs of those working in and visiting the area and provide local employment opportunities. An approach which emphasises provision is particularly needed in this area where pressures for commercial development are greatest and can lead to the displacement of such uses. New uses which may be acceptable include play areas, schools and other social and community facilities such as nurseries, play centres, crèches, primary health care facilities, premises for voluntary organisations and local Council facilities and convenience shops.
- 14.8 Open space is also regarded as a supporting use. Any increases in provision (particularly of open space to which the public has access) will be welcomed. Few opportunities exist for creating new open space. However, in such a densely built-up area the preservation of existing small pockets of open space and amenity space and the creation of new spaces takes on a greater significance and value for local residents, workers and visitors alike. Wherever opportunities arise, the Council will therefore encourage an increase in the provision of open space and amenity space. Examples could include the negotiation of open space as part of a mixed use development and identification of the scope for temporary or permanent greening of vacant or derelict sites for enjoyment by local communities.

## 2 Introduction

### Strategic context

- 14.9 The government's Strategic Guidance for London Planning Authorities (RPG3) emphasises Central London's role as a world business and commercial centre, but one which also provides cultural, retail, tourism and other services which are of national and international significance. It highlights the importance not only of encouraging a broad base of mixed land uses and employment opportunities but also of providing for a thriving and vibrant residential sector. The area's significant residential population is seen as contributing to the centre's economic and other functions and to the life and character of London. Housing and supporting services are regarded as key Central London activities which should be accorded equal importance to other central activities such as business and commercial uses and facilities for visitors. Boroughs are asked to recognise the importance of all these activities, make proper allowance for them and work with other agencies to improve the quality of the area's attractions and activities.

### The Council's approach

- 14.10 Section 6 of chapter 2 contains a definition and description of the Central London Area. It explains that the area is dominated by Central London activities, that is, those of London-wide, national or international significance, with a concentration of business and financial service uses. It goes on to highlight the mixed use character of the area and the importance of balancing demands for new Central London activities against a concern to protect the quality and amenity of the environment and the safety and efficiency of transport systems. Part I also emphasises the importance of retaining and increasing residential accommodation, including affordable housing, together with associated facilities and services. Such uses not only provide support to local residential communities but also contribute to the area's diverse scale, mix and pattern of land uses.
- 14.11 Policies contained in Part 2 of the Plan will generally be applied to proposals for development within the Central London Area whilst conservation area controls (through relevant policies in Part 2, supplemented by detailed conservation area statements which form part of Supplementary Planning Guidance) will be the main means of preserving or enhancing the physical character or appearance of the area.
- 14.12 While common themes emerge across the Central London Area, its overall character varies greatly from area to area, reflecting each area's architectural heritage, historic associations with particular uses, and emerging local characteristics and trends. This chapter includes individual descriptions of the key issues and opportunities facing a number of local areas identified separately within the Central London Area and included on the Proposals Map. Local area descriptions have been developed for those

parts of the Central London Area which are considered to face wider social, economic, environmental and transport-related implications arising from development. The descriptions constitute material planning considerations in the assessment of applications for development under the criteria-based policies contained in the remaining chapters of Part 2 of the Plan (for example, those relating to changes of use and to physical form). Some of the areas are also covered (in whole or in part) by conservation area controls. Where this is the case, it will be important additionally to refer to any supplementary planning guidance relating to the conservation area (see also policy CL3).

### Site availability within the Central London Area

- 14.13 There is a serious shortage of sites across the Central London Area with potential for development to meet local needs such as housing, including affordable housing, and supporting facilities and services. Vacant or underused sites which have been formally assessed as having potential for residential use (including affordable housing) have been incorporated into the Proposals Schedule. Vacant premises, many of which are re-let as part of the normal market cycle, have generally been excluded from the Schedule. The Council will continue to monitor site availability and keep its approach to preparing planning briefs and updating the Proposals Schedule under review.

## 3 Policies applicable throughout the Central London Area

- 14.14 Throughout the Central London Area, changes in the use of land or buildings will be controlled through policies contained in individual chapters of the Plan. Key policies include RE5 (mixed use), RE4 and related policies (which provide the locational framework for assessing schemes for development, having regard to accessibility by public transport and the capacity for an increase in trips), policies relating to the protection and provision of housing and of affordable housing and those encouraging additional social and community facilities, open space and local services which provide support for residential communities. In addition, policies in chapter 8 are also relevant, particularly those which relate to changes from retail to non-retail use in neighbourhood shopping centres and outside designated shopping centres and policies relating to proposals for A3 (food and drink) uses. The following additional policies are intended to assist in preserving the area's continuing vitality and viability and pattern of existing activities.

## Small office premises

**CL1** The Council will require proposals for the redevelopment or rehabilitation for office use of existing small premises which contribute to the character and function of the area to incorporate replacement small office suites.

- 14.15 The Council welcomes proposals that include accommodation suitable for occupation by small firms and seeks to resist the net loss of such accommodation (see policy EC5 in chapter 7). This approach is intended to ensure that there is provision of a sufficient supply of good quality, accessible accommodation to meet the requirements of small and growing businesses. It is especially important to retain small office premises in the Central London Area where there is an existing concentration of such uses. Small scale business uses can make a positive contribution towards the established mixed use character of areas and are especially appropriate where business development is proposed within the local areas described in the following sections. In addition, small scale provision in such areas is less likely to have a significant adverse impact on local amenity and the environment.

## Light industrial activities

**CL2** Within those parts of the Central London Area containing industrial activities which contribute to the character and function of the area, the Council will seek to retain sites and buildings which are suitable for continued light industrial use in terms of accessibility, size, location and condition.

- 14.16 The Council recognises that the circumstances in which it can control the loss of light industrial floorspace are limited by the provisions of the Town and Country (Use Classes) Order 1987 (as amended). The creation of a business use class encompassing office and light industrial uses means, for example, that planning permission is not required when premises change from light industrial to office use. However, in cases where changes from light industrial use can be controlled (for example, when the proposed change is to a use outside the BI business class) the Council's general objective is to seek to retain land and premises in light industrial use (see policy EC3 in chapter 7).
- 14.17 Whilst the Council acknowledges that there has, in recent years, been a decline in manufacturing floorspace and pressures for changes to other commercial uses across the Borough as a whole, some industrial uses traditionally associated with specific parts of the Central London Area add to its character and diversity of function, as well as making a significant contribution to local employment opportunities and helping to strengthen the economic/employment base. These are referred to more specifically in the area descriptions at the end of this chapter, which will be used in the application of this policy to individual proposals, in line with policy CL3.

- 14.18 The importance of such industries to the Central London economy and to local employment and the contribution that they make to the special character and functions of the area as a whole highlights the desirability of seeking to support these activities and their continuation in the area as far as possible through the operation of planning powers. The fact that changes from light industrial to office use can take place without the need for planning permission makes it even more important, in the Council's view, to seek to protect (so far as planning powers permit) the area's remaining stock of light industrial floorspace.

## 4 Local area descriptions

### Introduction

- 14.19 Local area descriptions providing further detail on the character of each area, the pattern and distribution of land uses and key development trends and opportunities have been developed for the following areas:
- Covent Garden
  - Fitzrovia
  - Hatton Garden
  - Museum Street area.
- 14.20 In addition, the Council has designated a separate University Precinct (see section 9).

### Assessment of applications in the Central London Area

- CL3 Within the Central London Area, regard will be paid to the following area descriptions in the assessment of development applications under the criteria-based policies throughout Part 2 of the UDP. When considering development schemes within the local areas the application of Borough-wide policies will be interpreted and implemented in the context of the local area descriptions, in order to control the particular development pressures and respond to identified planning issues in each of the areas.
- 14.21 Local area descriptions provide additional information on the character and mix of uses in individual parts of the Central London Area. They cover those parts of the area which are considered to face particular development trends and pressures. The descriptive material concentrates on the wider social and economic problems which the component parts of Central London face and the development opportunities within them. A range of planning issues will be important in considering proposals within each area. Some of the areas are also covered (in whole or in part) by

conservation area controls. Where this is the case it will also be important to refer to any supplementary planning guidance relating to physical and design considerations. The descriptions constitute material planning considerations in the assessment of applications for development under the criteria-based policies contained in the remaining chapters of Part 2 of the Plan (for example, those relating to changes of use and to physical form).

## 5 Covent Garden

- 14.22 Approximately one third of the Covent Garden area lies within Camden, the remainder (south of West Street, Shelton Street and Drury Lane) falling within Westminster. The boundary of this area is shown on the Proposals Map and has been drawn to reflect the area's character, comprising a mix of uses which are generally small in scale. The boundary has not been extended to encompass larger-scale development sites on its margins (though these have been designated in the Proposals Schedule and are shown on the Proposals Map).
- 14.23 Many of the buildings in the area date from the early nineteenth century and are domestic in scale and character. The area is characterised by an intricate mix of land uses (especially small commercial uses) set within a unique, historic and architectural environment. These factors together with the re-use, largely for retail purposes, of the market buildings further south in the Covent Garden piazza combine to heighten the area's attractiveness to visitors and tourists. Covent Garden is described in Strategic Guidance (RPG3) as an area within Central London characterised by a concentration of specialised arts, entertainment, restaurant and retail facilities.
- 14.24 Covent Garden is a main focus of tourism in Camden and it is clearly important that the UDP acknowledges the considerable pressures which this role places on the area. Although many of the arts and entertainment uses are located further south and west within the City of Westminster around the market piazza, the part of Covent Garden within Camden experiences considerable pressure for an increase in tourism-related uses such as hotels, restaurants and entertainment venues. This area is characterised by closely packed buildings of diverse scale and character lining narrow thoroughfares and it also includes a significant residential population. The Council acknowledges that tourism in Covent Garden is different from that in other parts of the Borough for a number of reasons. These include the sheer number of visitors and their concentration on outdoor activity, which often extends late into the night. Many entertainment businesses also regard the area as a "flagship" location, so many of their most intensive facilities are represented here. There are a considerable number of well-used restaurants and similar catering establishments, such as public houses, cafés and wine bars in this area. Retail and related activities such as restaurants, cafés and wine bars comprise 20% of floorspace (1994 figures). It is therefore important that the implementation of policies relating to tourism uses within this area

flows from careful analysis of the advantages and problems which it brings to the local community (see section c) below).

- 14.25 The area also has an established residential community of almost 1,300 people (1991 census), with residential floorspace comprising nearly 15% of floorspace in all land uses in the area in 1994. Some residential accommodation is scattered amongst commercial properties whilst the remainder is in more substantial enclaves from which business uses are almost wholly absent. The Council recognises the importance of protecting existing residential accommodation and associated supporting services in the area, of seeking an increase in the provision of housing, including affordable housing, and of seeking to protect the quality of local residential amenity and environment.
- 14.26 The following area characteristics and key planning issues have been identified as being particularly relevant in this area:
- a the importance of small businesses;
  - b the importance of community facilities and open space;
  - c the positive and negative effects of tourism, especially in terms of shopping, restaurant and entertainment uses; and
  - d the effects of transport congestion.

### **a The importance of small businesses**

- 14.27 There are a large number of small businesses in the area. The predominant land use in the area is offices, comprising nearly 40% of land use floorspace (1994 figures). During the boom in office development in the late 1980s (which coincided with the introduction of the B1 Business Use Class), there was a significant reduction in light industrial floorspace.
- 14.28 Although in 1994 storage and industrial uses accounted for only 5% of land uses, some small business activities in the area continue to provide support to the local theatre and entertainment industry (which exists largely in the neighbouring borough of Westminster). The application of policy CL2 (protection of light industrial uses) will thus be important in this area.
- 14.29 Vacancy levels are generally low. In 1994, approximately 10% of floorspace (primarily offices) was vacant. Policies EC3 and EC5 (chapter 7) and CL1 are particularly relevant when considering changes of use from offices. Under policy CL1, it will be particularly important to ensure the retention or replacement of existing small premises for office use. Policy EC5 encourages proposals that include accommodation suitable for occupation by small firms and seeks to resist the net loss of such accommodation. This approach is intended to ensure that there is provision of a sufficient supply of good quality, accessible accommodation to meet the requirements of small and growing businesses. Small-scale business uses make a positive contribution to the mixed use character of the area and help enhance its attractiveness as a location for start-up businesses.

## b The importance of community facilities and open space

- 14.30 In common with much of the Central London Area, there is a continuing need to protect and retain facilities and services which provide support to local residential communities. Under policy SCI (chapter 9), the Council will seek to secure the retention and re-use for social and community purposes of land and buildings within Class D1, where considered particularly suitable in terms of their location, physical characteristics and accessibility and where there is an identified community need for such use. Further research and monitoring will be required both generally and in relation to individual proposals to identify the community need for such uses to be retained or replaced as part of any scheme for redevelopment.
- 14.31 The Council is also concerned to emphasise the importance of increasing provision and encouraging as full as possible a range of local social and community facilities and services, to meet the needs of those living and working in and visiting the area. An approach which emphasises provision is particularly needed in this area where pressures for commercial development can lead to the displacement of such facilities. The provision of such facilities and services not only helps to sustain and support residential communities and enhance the quality of life of local residents and the vitality and mix of uses within the area, but can also provide local employment opportunities.
- 14.32 Initial survey work regarding the provision and retention of open space reveals that part of the area is deficient in access to public open space provision at all levels. The closest public open spaces lie outside the area (for example, Phoenix Community Garden, classed as a small local public open space, and Lincoln's Inn Fields, a local public open space). Only two open spaces exist within the area, both of which are private and lack public access (Schedule of Open Spaces sites 153 (Dudley Court Gardens) and 284 (Tower Court Gardens)). The Council recognises that further work on mapping and refining measures of areas deficient in access to open spaces will be required during the life of the Plan. Few opportunities exist or are likely to arise for creating new open spaces. However, in such a densely built-up area the preservation of existing small pockets of open space and amenity space and the creation of new spaces takes on a greater significance and value for local residents, workers and visitors alike. Wherever appropriate opportunities arise, the Council will therefore encourage an increase in the provision of open space and amenity space, especially space to which the public has access. Examples could include the negotiation of open space as part of a mixed use development and identification of the scope for temporary or permanent greening of vacant or derelict sites (see also policy EN53 in chapter 4).



## c The positive and negative effects of tourism

- 14.33 The policies in Part I support the development of tourism-related uses in appropriate locations within the Borough, where such development can be accommodated without adversely affecting the quality and character of the local environment. It will also be important to secure maximum opportunities and benefits for the local community and local businesses. At the same time, the Council will be concerned to ensure the prevention of undue concentrations of tourism uses where people live.
- 14.34 Covent Garden is a key strategic tourist destination within Central London, although not a key location for hotel accommodation. A recent study showed that there were three hotels in the area – one in the 30-80 bed range, one in the 80-150 bed range and one in 150+ bed range. There is a fourth hotel immediately adjoining the area boundary. Applications for new accommodation for visitors will be considered in the light of policy TM2 (chapter 11), having regard to key criteria within the policy such as the impact of proposals upon existing residential and business communities and support services. However, further significant impacts arise from close proximity to the key strategic tourist attraction of the Covent Garden piazza and surrounding streets and, within the area of Covent Garden that falls within Camden, from the impact of visitors' and London residents' usage of retail, restaurant and entertainment establishments. The evening economy is significant, based largely on restaurants, cafés and related uses within Class A3 but with the addition of a number of small-scale theatre and entertainment uses. Such uses and activities contribute to the area's character and diversity and have brought significant benefits in terms of economic vitality and viability. However, at the same time, new tourism-related development (particularly for uses within Class A3) can, either through the impact of individual schemes or the cumulative impact of uses, have an adverse effect on the quality of residential amenity, the environment and the safety and efficiency of transport systems. This is seen primarily in the disturbance to local residents arising from restaurants and other A3 uses.
- 14.35 There are approximately seventy A3 units within the area (1998 estimate). Many residents live either over, or in very close proximity to, such establishments. Complaints received by the Council's Environmental Health officers regarding noise and air pollution in the Covent Garden area have risen substantially since 1995 (approaching 150 complaints per annum). Whilst many complaints relate to other factors (for example, disturbance during construction), complaints relating specifically to disturbance from the operation of A3 uses constitute a significant proportion of the total. Very careful consideration needs to be given therefore to the potential impact of specific proposals under policy SH18 (chapter 8). This policy addresses both the individual and cumulative impacts of restaurants and will be an important mechanism by which to mitigate such impacts. The Council is committed to keeping such matters under review and will continue to monitor the number and location of A3 uses within the Covent Garden area.

- 14.36 Surveys of A3 uses and their impacts are being undertaken across all areas of the Borough where A3 uses are concentrated. The findings of these surveys will then be compared and an assessment made of appropriate thresholds for A3 uses for individual areas or sub-areas. This material is likely to be too detailed for inclusion in the Plan and could be subject to change. It will therefore be published and consulted on as Supplementary Planning Guidance and will thus form a material planning consideration alongside the text and policies of the UDP.
- 14.37 Such monitoring will enable individual proposals to be judged against the criteria-based policies in chapter 8, in the light of the prevailing characteristics of the locality. This approach will assist the Council in assessing incremental change within the area and the extent to which the sensitive balance between community and commercial needs is being maintained.
- 14.38 The current demand for an increase in A3 uses could also, if not controlled, lead to the displacement of other activities. Theatres and entertainment venues are considered to be particularly under pressure from competing uses and their loss will be resisted in line with policy LC9 (chapter 10).
- 14.39 Another key issue arising indirectly from the attractiveness of the area as a tourist destination concerns the displacement of retail uses, including convenience uses. Whilst changes to the type of retail activity in operation cannot be controlled under planning legislation, changes to non-retail use are the subject of policies in Part 2 of the Plan. Two neighbourhood shopping centres have been designated – Drury Lane and Earlham Street (policy SH9 applies). However, most of the shops in the area are dispersed and lie outside any designated centre (policy SH10 applies). The Council is concerned to ensure that the level of retail provision in the area is maintained and considers that any significant diminution of Class A1 uses in the area would conflict with the Plan's objectives of seeking to sustain local residential communities and maintain adequate supporting facilities and services. At the same time, retail activity in the area is increasingly dominated by tourism-related retail uses. Whilst it is important to protect the existing designated retail floorspace in the area, there can be problems associated with the provision of additional retail uses in non-retail locations. The Council will therefore resist the provision of additional retail floorspace in locations where retail activity does not currently exist at ground floor level.

#### **d The effects of transport congestion**

- 14.40 The Covent Garden area may be accessed by a variety of modes of transport including the underground and private car. Plans are being developed to relieve congestion at Covent Garden station, which is sited in the neighbouring borough of Westminster.

- 14.41 Holborn underground station serves an area that has seen an increase of hotel development in recent years and thus the number of off-peak trips has increased correspondingly. The number of trips in the peak period generated by office development has remained relatively unchanged. Parliamentary powers that were secured to permit improvement to the station have lapsed.
- 14.42 The area experiences significant traffic congestion, arising, in particular, from the use of two routes as major rat runs. The first of these is from Shaftesbury Avenue via Monmouth Street through to Long Acre (avoiding the junction of Shaftesbury Avenue and Charing Cross Road). The second rat run is for eastbound traffic along Drury Lane and Shorts Gardens. These issues have recently been explored with local community representatives. Potential solutions to the problems of rat running traffic have to be delicately balanced within the current road network. Whilst the need to discourage through traffic from using particular routes may be achieved through the introduction of specific schemes, the wider implications of traffic routing including meeting the need for access of local traffic have to be considered. Work to address these traffic issues is likely to be helped by the selection of Covent Garden as a pilot Clear Zone within the Central London Area. The Clear Zone concept seeks to develop a low pollution area for living and working. This could be achieved, for example, by allowing only essential service and emergency vehicles along with those of disabled people to gain access to the designated clear zone area.
- 14.43 The Council will seek to ensure, in line with policy RE2, that developments will not have an adverse impact on the safety and efficiency of transport systems.

## Covent Garden profile

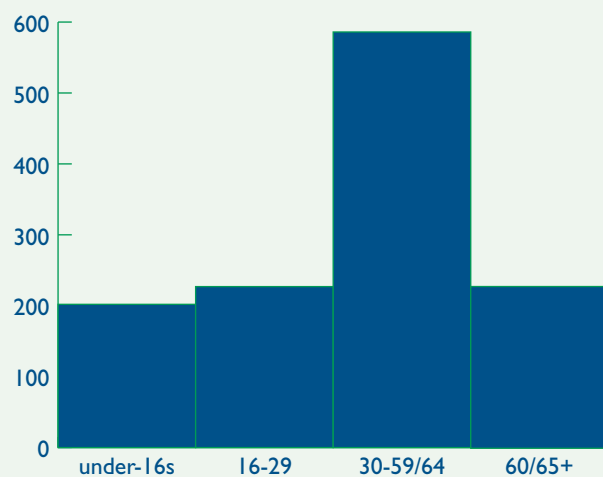
### Basic counts (full count)

All residents	1,295
Households	635
Household residents	1,136
Persons present	1,390

### Age

Under-16s	202
16 - 29	227
30 - 59/64	586
60/65+	228

(i.e. over pensionable age)



### Ethnic group

White groups	1,029
Black groups	44
Bangladeshi	106
Asian and other	115
Born in Ireland *	82

\* not identified as an ethnic group in the 1991 Census

### Gender

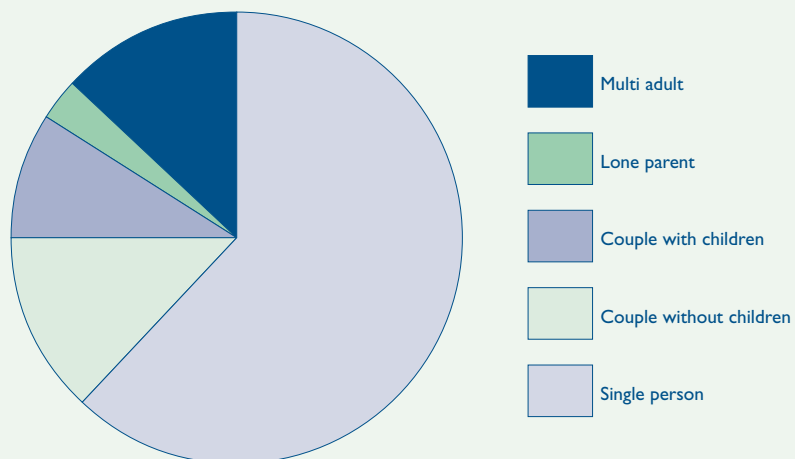
Males	704
Females	590

Accommodation	Units	Residents	Persons present
Residents per household		1.8	
No car	493	804	-
Owner-occupied	76	137	-
Privately rented	121	181	-
Housing association	153	317	-
Local authority	285	461	
Medical & care	3	55	128
Education	0	0	0
Hotel or hostel	3	103	107

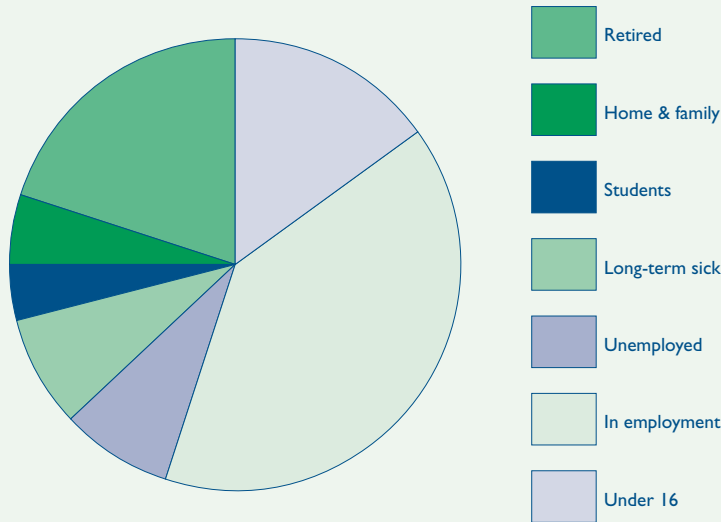
Built form	Units
Houses	22
Purpose-built flats	223
Flats in non-residential	18
Conversions	27
Residential institutions	6

#### Household type

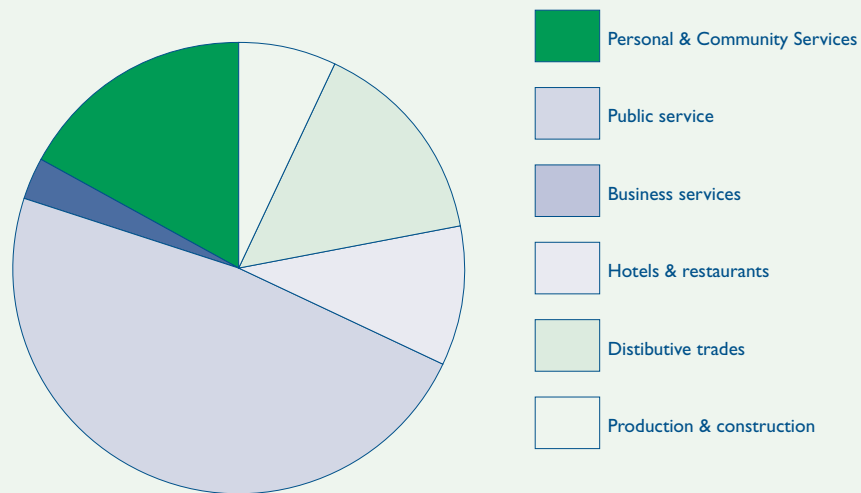
Single person	394
Couple with children	55
Couple without children	85
Lone parent	20
Multi-adult	82



Economic position	Males	Females	Total
Under 16	94	105	199
In employment	274	226	500
Unemployed	83	26	109
Long-term sick	84	20	104
Students	32	22	54
Home & family	6	61	67
Retired	131	130	261



### Major employers, Covent Garden 1997



Source: 1991 Census and Annual Employment Survey 1997

## 6 Fitzrovia

### Introduction

- 14.44 The area in Camden known as Fitzrovia is bounded by Gower Street and Bloomsbury Street to the east, Euston Road to the north, New Oxford Street to the south and Cleveland Street to the west. The boundary of this area is shown on the Proposals Map. Part of Fitzrovia lies within Westminster, where it extends as far west as Great Portland Street. The area is characterised by a mix of residential and commercial uses, including media activities. The majority of the uses in this area are small in scale.
- 14.45 The whole area contains a significant proportion of residential accommodation. In the north this is interspersed with a mix of uses in streets such as Warren Street and Warren Mews. The University College London Hospital (UCLH) is also located in this northern sector with proposals to relocate and consolidate its activities onto a single site on Euston Road. The central part of Fitzrovia contains many shops, pubs and restaurants around Goodge Street and Charlotte Street, whilst the southern sector is dominated by older former industrial premises and by office blocks.
- 14.46 The area within Camden is also divided by the north-south corridor of Tottenham Court Road. Development along Tottenham Court Road tends to be at a higher scale, bulk and to a greater height than in the surrounding areas, reflecting its long-established commercial (particularly retailing) character. The shopping frontage along Tottenham Court Road forms an important part of the West End and is characterised by specialist retail activities including electronics to the south and furniture to the north. There is a significant amount of office floorspace along its length, particularly on upper floors. The area to the west of the Tottenham Court Road corridor is largely a mixed use area, with a significant residential community. The traditional street pattern of the area is largely intact and is domestic in scale but with some pockets of large scale commercial and institutional uses. The area to the east of Tottenham Court Road is typified by imposing blocks of residential mansions and by significant concentrations of activities associated with the University of London and with UCLH. These institutions play a key role in and adjacent to the area (see also section 9: The University Precinct) and have a major impact on the area's character and pattern of land uses. It is also characterised by many residential mansion blocks, in a mix of tenures.
- 14.47 The area is well served by both Underground and bus services. There are underground stations at Tottenham Court Road, Goodge Street and Warren Street. However, Tottenham Court Road and Goodge Street both suffer from congestion and can be closed on occasion. This could limit development opportunities if they fail policy TRI. There are frequent buses servicing the area, running northbound along Tottenham Court Road and southbound on the eastern boundary of the area along Gower Street.

- 14.48 The area contains a significant residential population of over 3,000 people in the area (1991 census) with residential uses accounting for 15% of the floorspace in the area.
- 14.49 The following key area characteristics have been identified as being particularly relevant in this area:
- a the mix of development in terms of use, character and scale;
  - b the importance of Tottenham Court Road as a retail centre and focus for development; and
  - c the importance of the hospital and university as major land uses in their own right.
- 14.50 These give rise to issues concerning:
- d the impact of the above on the local residential and business communities;
  - e the cumulative impact arising from the concentration of restaurant uses in the area; and
  - f the area's special needs for housing, social and community facilities and open space.

## **a The mix of development in terms of use, character and scale**

### **General approach**

- 14.51 A major concern of the Plan is to promote and extend the well-established mixed use character of large parts of the Borough, particularly in the Central London Area and in areas that are highly accessible by public transport (see policy RE5). The adoption of a mixed use approach reflects a concern to strike a balance between competing needs and demands for land, and between the needs of development and the interests of conservation and the environment. It is intended to assist in enabling residents, workers and visitors to have access to the facilities and resources they need. It is also an approach which is firmly set within the context of promoting environmental sustainability and growth and reducing the need to travel. In addition, areas which combine a mix of activities with a high quality and character of environment are likely to prove attractive to residents and visitors and remain successful as locations for small businesses and services.
- 14.52 The Council recognises the contribution which the mix of uses in Fitzrovia makes to the character of the area and to the servicing of the Central London economy. Within Fitzrovia and across the Central London Area as a whole, the Council is seeking to promote a mix of uses – both within individual buildings and areas (see, for example, policy SCL2). Its approach to fostering a mix of uses is twofold. Firstly, it is seeking through the application of its planning policies to retain housing, shops, social and



community premises, small-scale offices and light industrial uses. Secondly, it is actively seeking the provision of a mix of uses within buildings. Under policy RE5, the Council will expect proposals to incorporate a mix of uses and will seek to maximise the amount of floorspace available for secondary uses. The uses which are particularly encouraged within Fitzrovia are housing (including affordable housing), which is the priority use of the Plan, additional social and community premises (particularly facilities for young people), open space and additional retail uses adding interest and vitality at ground floor level.

### Mix of uses

- 14.53 The Fitzrovia area contains a rich mix of uses including residential (in a variety of tenures and meeting a range of needs), shopping (ranging from local convenience to specialist retail outlets both in and outside designated shopping centres) and business and commercial uses. In 1994, office uses were predominant (34% of total floorspace, with a further 6% of vacant office floorspace). By comparison, floorspace in industrial or storage uses totalled 3%. Arts, media and entertainment-related activities are well represented in the area and there are strong links with design, fashion and the graphic arts. Many individual buildings contain several different activities and land uses. The area continues to prove attractive as a start-up location for businesses. Policies RE5 (mixed use) and CLI (replacement of small office suites) are therefore particularly applicable in this area.

### Shops

- 14.54 The area is served by a wide variety and inter-dependent network of shops. In addition to the Tottenham Court Road frontage, which forms part of the West End, some shops are concentrated into neighbourhood shopping centres (Goodge Street and Cleveland Street) whilst the majority are dispersed throughout the area. These shops provide for a range of needs. There are, for instance, local food and other convenience shops, serving the everyday needs of residents and workers, specialist shops which draw customers from across London and further afield and specialist shops serving local businesses in the area. The Council is concerned to ensure that the level of retail provision in the area is maintained and considers that any significant diminution of Class A1 uses in the area would conflict with the Plan's objectives of seeking to sustain local residential communities and maintain adequate supporting facilities and services. Maintaining and building on the current level of provision will not only help provide support to existing communities (both residents and workers, particularly assisting those who are less mobile and heavily dependent on the proximity of local facilities) but will also help to maintain the mixed character and varied functions of the area.

### Industrial uses

- 14.55 There has, in recent years, been a general displacement of small-scale industrial activities, often by office uses. Policy CL2 will be applied when considering changes from light industrial use.

### Educational establishments and student accommodation

- 14.56 Other recent trends include an expansion in the activities of the University and other educational establishments and pressure for changes of use from offices to educational uses and to hostels and hotels. As the Fitzrovia Area profile shows, parts of the area are characterised by a high proportion of temporary residents (generally living in accommodation classed as institutions). This includes a significant number of students associated with the University of London, with related institutions or with other educational establishments, as well as visitors. A recent study showed that there were five premises providing university accommodation in the area. In addition, there are four hostels in the area providing other student or nurses' accommodation. In reality, the figure for temporary residents living in hostels may well be considerably higher in Fitzrovia, due to problems of undercounting and Census enumeration out of term time. The Council will review this figure following the receipt of data from the 2001 Census. In addition, although hostels and hotels together accounted for only 7% of floorspace in Fitzrovia in 1994, there has been significant pressure for an increase in Central London generally, including Fitzrovia.
- 14.57 Applications for new temporary residential accommodation for students (which is often used as hotel accommodation for visitors out of term time) will be assessed in the light of policies within chapter 6 (HG1-3 and HG22) and policies CL4 and CL5 relating to the University Precinct, having regard both to the need for such accommodation and the concentration of hostel provision in parts of the Fitzrovia area.

### Hotels

- 14.58 There are currently 20 hotels in the area and two aparthotels. At least four are in the 150+ bedroom range. Applications for new accommodation for visitors will be considered in the light of policies within the Tourism chapter (for example, TM2), having regard to any local concentrations of such uses (for example, along the west side of Gower Street and in the southern part of the area along Great Russell Street and Tottenham Court Road). However, by far the most significant impact arises from the area's relatively close proximity to key strategic tourist attractions such as the British Museum, West End shops and, within the area, from the impact of visitors' and London residents' usage of retail, restaurant and entertainment establishments (see section e) below).

### Changes from office to residential

- 14.59 Proposals for the conversion of offices to residential and other uses will be assessed by reference to policy EC3 (which allows consideration of alternative uses). Within the Fitzrovia area, the Council will particularly welcome proposals which result in an increase in residential accommodation, especially affordable housing.

### b The importance of Tottenham Court Road as a retail centre and focus for development

- 14.60 Tottenham Court Road performs a strong retail function and is one of the major development corridors within the Central Area. Shopping provision within Tottenham Court Road varies from specialist shops which perform a metropolitan role as part of the West End's shopping function to shops serving those living and working in the area. The mix of retail unit sizes contributes significantly to the range and diversity of shops along Tottenham Court Road. The Council is concerned to promote and retain this mix and variety of shops, in the interests of maintaining the vitality and viability of the centre as a whole and supporting its general and specialist retail function.
- 14.61 Tottenham Court Road marks the contrast between the scale and commercial (largely, but not exclusively, retail) function of the main road and the scale and mixed use character of surrounding areas. As a result of its commercial function and accessibility it is an attractive area for development. The corridor presents opportunities for development (subject to detailed consideration of public transport capacity), including development of a scale that would generally be considered out of keeping within the surrounding area. However, as with some schemes implemented in the past (by virtue of their general scale and often unattractive rear elevations), any new development proposals for Tottenham Court Road could, if not carefully controlled, have an adverse impact on residential amenity in adjoining premises and on the quality and character of the adjoining area (for example, through the nature of the use, any servicing requirements and detailed bulk and design considerations). The Council will seek to ensure that developments will not have an adverse impact on residential amenity, the environment or the safety and efficiency of transport systems and make a positive contribution towards the area's character and diversity by incorporating a mix of uses in line with policy RE5.

### c The Hospital and University as major land uses in their own right

- 14.62 Although the area is characterised by a mix of small-scale uses within individual premises, it also contains a number of large scale institutions of metropolitan and international importance in the fields of education and

medicine, including activities associated with the University of London, University College London and University College Hospital. Most of the activities associated with the University are located to the east of the area in the adjacent University Precinct (see section 9). The UCLH hospital is currently located in the north eastern sector of Fitzrovia, though there are proposals for relocation to a single site on Euston Road.

- 14.63 The presence of these institutions in and adjoining the Fitzrovia area and proposals over the last few years for an expansion in activities (and, in the case of the hospital, proposals for relocation) have given rise to a number of planning concerns. These relate primarily to concern regarding the expansion of such activities into the Fitzrovia area and their impact on local residential amenity. The recent expansion of education and associated facilities has been resulted from the release of vacant office floorspace to alternative uses, in line with government guidance. The Council will be concerned to ensure that any future expansion is considered in the light of policies CL4 and CL5 (section 9) and that, in the event of any diminution in the supply of vacant office floorspace, any increases in demand do not result in the displacement of other uses, such as residential, retail, social and community uses.
- 14.64 The objective of the precinct approach is to guide proposals for the expansion of the University of London and associated institutions to sites within the University Precinct and to restrain such development outside the precinct in order to preserve the mixed use character and balance of uses in the surrounding area and prevent domination by a single use.
- 14.65 Additional pressures are created by the expansion in the area of the non-University higher education sector (for example, language schools). Although not covered by the University Precinct approach outlined in section 9 and policies CL4 and CL5, the Council will be concerned to ensure that proposals for non-University higher education development do not have an adverse impact on local residential amenity and the mix and character of the area.

#### **d The impact of the above on the local residential and business communities**

- 14.66 The above paragraphs illustrate the delicate balance which the Council is seeking to achieve between the needs and demands of residential and business communities. In common with other parts of the Central London Area, this area continues to experience significant pressures for commercial development for a range of uses. The Council recognises the importance of protecting existing residential communities and of seeking to protect the quality of local residential amenity and environment. At all times, the Council will be concerned to ensure that developments do not have an adverse impact on residential accommodation and amenity, on existing services and facilities and on the quality and character of the environment. As in other parts of the Borough, Fitzrovia suffers from congestion caused

by excessive levels of road traffic. This is partly due to the existence of major through roads such as Tottenham Court Road and Gower Street and partly by people seeking alternative routes along local roads for their vehicular journeys. This includes the use of Goodge Street/Chenies Street and Torrington Place/Howland Street as alternative signed routes for traffic not allowed into Oxford Street. The large amount of traffic generating activity in the area is also responsible for a considerable proportion of traffic. The Council will apply policy TR3 (chapter 5, regarding Transport Impact Statements) to relevant development proposals to ensure that they will not exacerbate road congestion or public transport capacity.

- 14.67 Camden is responding to the problem of excessive existing traffic by developing Clear Zones in the south of the Borough, where low and zero emission vehicles only will be permitted. Implementation in Fitzrovia is programmed to start in 2001/2002. The Council is also determined that strategic transport policies are implemented in Central London that will lead to a reduction in traffic of up to 40%. There are two controlled parking zones in the Fitzrovia area of Camden. These zones protect the amenity of residents' parking provision for the hours during which they are in operation. Bus priority measures as part of the London Bus Priority Network are being developed for Tottenham Court Road and Gower Street.
- 14.68 The other road traffic issue pertinent to this area is the generation of coach traffic connected with the British Museum which has a frontage on Montague Place, close to Gower Street. Although there are designated coach parking bays in the Borough near to Fitzrovia, the problem of coaches collecting and dropping off passengers increases local noise levels near sites such as the British Museum. Where coaches are waiting on the highway with engines running, this needlessly adds to the level of vehicle emissions. The movement of coach traffic through the area also has a significant impact on residential amenity.
- 14.69 In the case of the University in particular, as with many large employers in the Borough, there is the potential to reduce commuter traffic in the University precinct through the development of a green travel plan. The development of green travel plans by employers is a key objective of the Council's new Green Transport Strategy and plan development may be aided by membership of Camden's Green Transport Roundtable. The Roundtable is a network of a number of local employers that are working on green travel plans and is being supported by the Council together with Transport for London, University College London, Camden and Islington Health Authority and others. The University Precinct is located in an area that may be considered as a pilot Clear Zone area. This would lead to an improvement in air quality in the area and adjacent areas as the level of vehicle borne pollution would fall.
- 14.70 Other issues include noise disturbance arising from individual uses (particularly restaurants, bars and cafes – see below) and from the 24-hour use of mechanical plant associated with commercial premises.

## **e The cumulative impact arising from the high concentration of restaurant uses**

- 14.71 The Plan outlines a key concern, expressed generally in policies RE2, EN1 and specifically within the criteria-based policies of Part 2 (for example, TM2, SH18) to support residential communities, protect local environmental quality and to control the impact of proposals on amenity, environment and transport systems. The Council will be concerned to ensure that the impact of all proposals (whether for single uses, a mix of uses or for particular types of uses such as those within Class A3) will not have a cumulatively harmful effect upon loss of retail outlets, traffic, parking and local residential amenity and the overall mix and balance of uses (see also section a) above) and will draw on any relevant supplementary research and survey work to assess whether or not this is the case. Any such information will form a material planning consideration alongside the text and policies of the UDP.
- 14.72 Fitzrovia (and Charlotte Street in particular) has a high concentration of restaurants, cafes and other uses falling within Class A3 (Food and Drink). Many residents live in very close proximity to such establishments. Policies relating to changes of use and to new A3 uses will need to be carefully applied to take account of the need to protect amenity and environment. Policy SH18 addresses both the specific and cumulative impacts of restaurants and will be an important mechanism by which to mitigate such impacts. The stock of restaurant and related uses in this area and their impact will be monitored in order to inform the decision-making process and the implementation of this policy. This will include monitoring of noise complaints relating to A3 uses in the area.

## **f The area's special needs for housing, social and community facilities and open space**

- 14.73 Part I policy SCL2 emphasises the importance of bringing about an increase in the provision of priority residential use, including affordable housing, together with supporting facilities and services. In common with much of the Central London Area, there is a particular need for family-sized accommodation in this area. However, there is a serious shortage of sites with potential for development for housing, including affordable housing, and for supporting facilities and services which would help strengthen existing residential communities in this area. Vacant or underused sites which have been formally assessed as having potential for residential use (including affordable housing) have been incorporated into the Proposals Schedule.
- 14.74 In Fitzrovia, proposals for the relocation of the hospital (UCLH) are likely to give rise to the release of a number of sites currently in hospital use. Permission has been granted subject to a section 106 agreement which would include securing affordable housing on the Obstetrics Hospital site in Huntley Street (representing the cumulative requirement based on policy

HGI 1 for affordable housing provision from each of 4 surplus sites likely to come forward for disposal) and the provision of a new community centre for the Fitzrovia area. Whilst the site for the community facility has not yet been identified, it has been possible to include each of the sites proposed for new residential development (the Obstetrics Hospital, the Odeon Cinema site, the Middlesex Annexe and Arthur Stanley House) in the Proposals Schedule. The comments in the Schedule make it clear that these proposals are linked to and dependent upon the relocation of the hospital.

- 14.75 There is also a continuing need to protect and retain facilities and services which provide support to local residential communities. Under policy SCI (chapter 9), the Council will seek to secure the retention and re-use for social and community purposes of land and buildings within Class D1, where considered particularly suitable in terms of their location, physical characteristics and accessibility and where there is an identified community need for such use. Further research and monitoring will be required both generally and in relation to individual proposals involving the displacement of social and community uses to identify the community need for such uses to be retained or replaced as part of any scheme for redevelopment. There is considered to be a particular lack of facilities in the area for young people.
- 14.76 There is very limited access to public open space in Fitzrovia. The area is served by only three very small public open spaces (Crabtree Fields (Schedule of Open Spaces site 31), Whitfield Gardens (site 112) and The Warren (site 108)). In practice, few opportunities exist or are likely to arise for creating new open spaces. However, in such a densely built-up area, the preservation of existing small pockets of open space and amenity space and the creation of new spaces takes on a greater significance and value for local residents, workers and visitors alike. The Council will take any appropriate opportunities to encourage greater public access to private open spaces such as Bedford Square and Fitzroy Square Gardens as well as the provision of additional open space and community facilities. It will also undertake further work during the life of the Plan to map and refine measures of areas deficient in access to public open space.

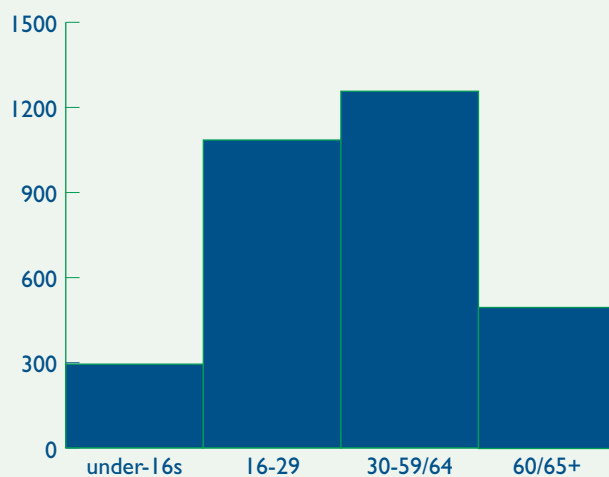
## Fitzrovia profile

### Basic counts (full count)

All residents	3,261
Households	1,598
Household residents	2,794
Persons present	4,477

### Age

Under-16s	295
16 - 29	1,085
30 - 59/64	1,257
60/65+ (i.e. over pensionable age)	497



### Ethnic group

White groups	2,326
Black groups	97
Bangladeshi	281
Asian and other	432
Born in Ireland *	146

\* not identified as an ethnic group in the 1991 Census

### Gender

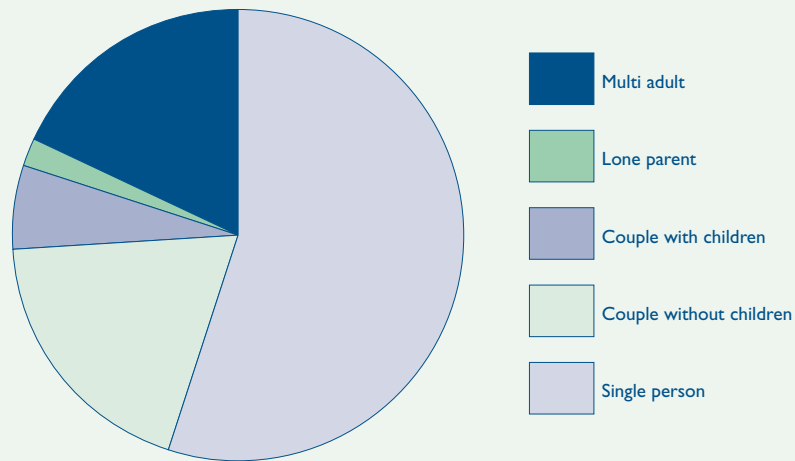
Males	1,500
Females	1,636



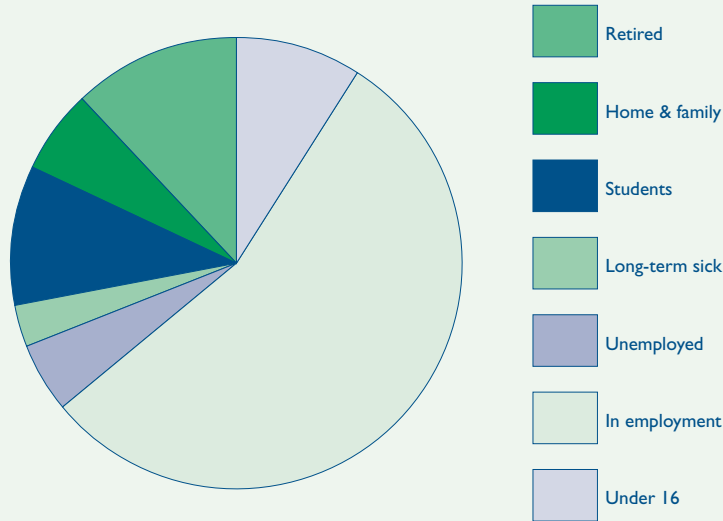
Accommodation	Units	Residents	Persons present
Residents per household		1.8	
No car	1,150		-
Owner-occupied	449	734	-
Privately rented	682	1,140	-
Housing association	89	188	-
Local authority	374	736	-
Medical & care	2	9	37
Education	7	94	446
Hotel or other	7	238	378

Built form	Units
Houses	63
Purpose-built flats	1,144
Flats in non-residential	224
Conversions	448
Residential institutions	16

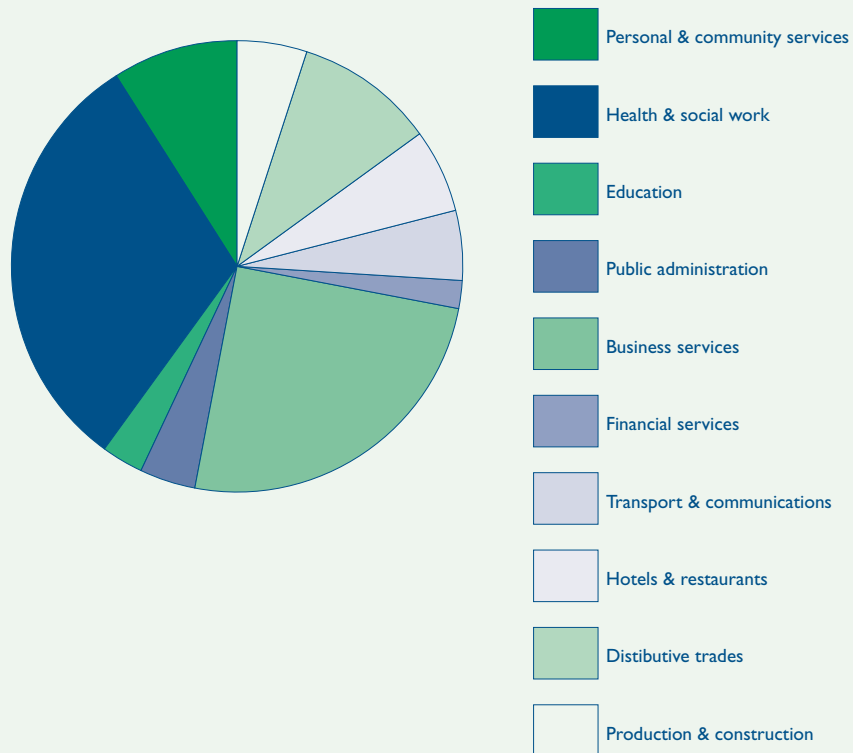
Household type	Units
Single person	889
Couple without children	296
Couple with children	88
Lone parent	32
Multi-adult	291



Economic position	Males	Females	Total
Under 16	160	125	285
In employment	846	889	1,735
Unemployed	79	69	148
Long-term sick	40	39	79
Students	200	129	329
Home & family	22	154	176
Retired	153	231	384



**Major employers, Fitzrovia 1997**



Source: 1991 Census and Annual Employment Survey 1997

## 7 Hatton Garden

### Introduction

- 14.77 Hatton Garden is bounded by Leather Lane, Holborn, Farringdon Road and Clerkenwell Road. The boundary of the area is shown on the Proposals Map.
- 14.78 The area is London's jewellery quarter and has long been associated with the jewellery and diamond trade, clock and watches manufacture and repair and printing. Many of these activities, particularly the jewellery and diamond trade (and newer precision industries), remain today and are of national and international significance. These activities provide the area with a distinctive character, with its concentration of retail jewellers along Hatton Garden (the largest cluster of jewellery retailers in the UK) and a large number of manufacturing and wholesale activities in the area generally. Hatton Garden remains a centre of high quality manufacture with some businesses providing specialist services to other businesses in the area (for example, manufacture of precision instruments) and others serving a wider network of jewellers in other parts of Central London (for example, Bond Street) and beyond.
- 14.79 A further important focus (along the western boundary of this sub-area) is the Leather Lane street market. Measures are under consideration to assist the regeneration of market activities in this location.
- 14.80 Although there have been some major redevelopment schemes in the area, much of the urban fabric remains small in scale with a mix of uses and a high concentration of small firms. The area has one of the highest concentrations of jewellery-related employment in the country, employing 2,700 people in nearly 300 firms (1993 Census of Employment). Whilst remaining an important focus for specialist industry and retailing, the area has suffered significant decline in recent years. In 1981, over 4,000 people were employed in jewellery-related activities in 399 firms. The greatest decline has been in the manufacturing sector. By contrast, the retail sector remains strong, with a net increase in the number of retail units in the area since 1981.
- 14.81 The following key planning issues have been identified as being particularly relevant in this area:
- a recognition of the importance of the area's specialist retail function;
  - b the need to ensure retention of a stock of small industrial premises associated with specialist trades; and
  - c the need to retain an overall balance between residential and commercial development.

### **a The importance of the area's specialist retail function**

- 14.82 The retail jewellery sector is strongly represented in this area. The number of units has increased from 47 in 1981 to 59 in 1993, despite a fall of 50% in jewellery retail employment. Along with manufacturing, the focus of specialist retail jewellery activities at the southern end of Hatton Garden helps to give the area its unique character. This represents a critical mass of activities associated with the jewellery industry. The Council will encourage the retention and promotion of these specialist retail activities.

### **b The need to ensure retention of a stock of small industrial premises associated with specialist trades**

- 14.83 A significant amount of manufacturing takes place in Hatton Garden, despite a considerable decline in employment in manufacturing. In 1993 1,706 people were employed in manufacturing, with Hatton Garden accounting for 16% of all manufacturing employment in the Borough. In 1981, the area accounted for only 9% of the Borough's employment in manufacturing. It is the manufacturing activity in particular which gives the area its special character. Policy CL2 gives backing to protecting industrial uses in areas of this type in Central London, and is a key policy consideration in this area. The manufacturing sector along with other business are also affected by the recent surge in residential development.

### **c The general balance between residential and commercial development**

- 14.84 Recently the area has become the focus of increased residential development activity. In 1994, over 20% of the land use stock was vacant (predominantly vacant offices). Residential schemes for which planning permission has been granted between 1994 and mid 1997 would, if implemented, result in the re-use of nearly half of this vacant stock. This level of activity for residential development in Hatton Garden has been placing pressure on the industrial/office sector. If this pressure is allowed to continue unabated, the jewellery sector in particular is likely to be affected, to the detriment of the area's special character.
- 14.85 The Council has reviewed the operation of policy EC3 (which includes a clause allowing the possibility, in appropriate areas, of releasing office floorspace within Class B1(a) to alternative uses) in this area, in the light of the above trend. It has concluded that the availability of commercial premises is now at a historically low level within the area and it would no longer be appropriate to consider allowing the release of B1(a) floorspace to non-employment uses. Policy EC3 will be implemented on the basis that, within this area, changes of use from B1(a) to non-employment uses will not be permitted. Premises will be assessed against the suitability criteria

in EC3. Exceptions will only made where office accommodation fails any of these criteria or where premises have been vacant in the medium term (defined as three years or more).

## Hatton Garden profile

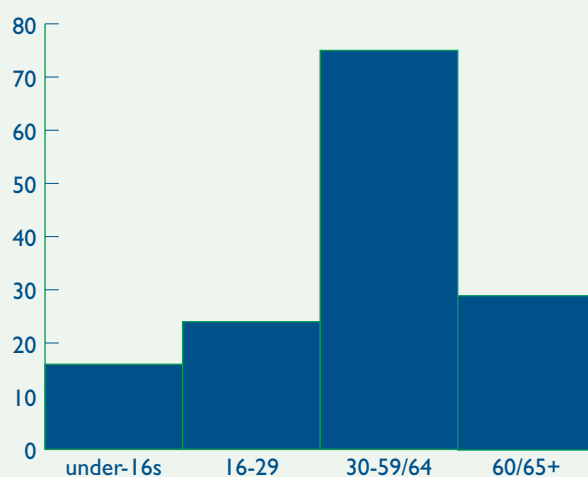
### Basic counts (full count)

All residents	147
Households	73
Household residents	137
Persons present	141

### Age

Under-16s	16
16 - 29	24
30 - 59/64	75
60/65+	29

(i.e. over pensionable age)



### Ethnic group

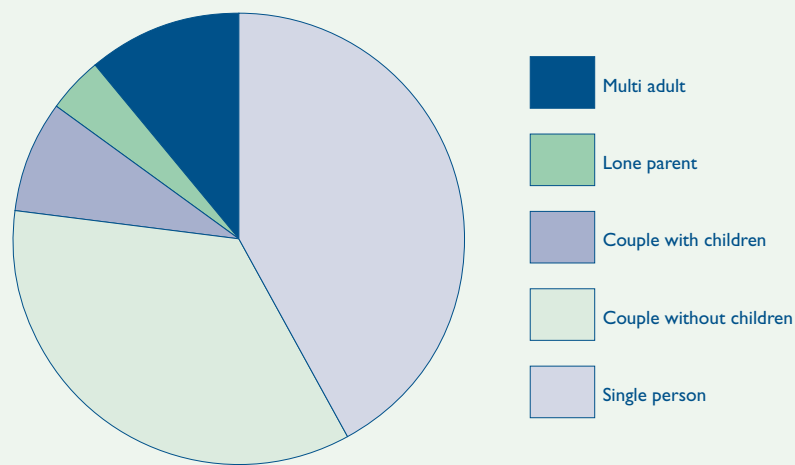
White groups	122
Black groups	3
Bangladeshi	5
Asian and other	15
Born in Ireland *	13

\* not identified as an ethnic group in the 1991 Census

### Gender

Males	71
Females	74

Accommodation	Units	Residents	Persons present
Residents per household		1.9	
No car	56	99	-
Owner-occupied	4	9	-
Privately rented	30	57	-
Housing association	0	0	-
Local authority	38	69	-
Medical & care	0	0	0
Education	0	0	0
Other residential establishment	2	11	12

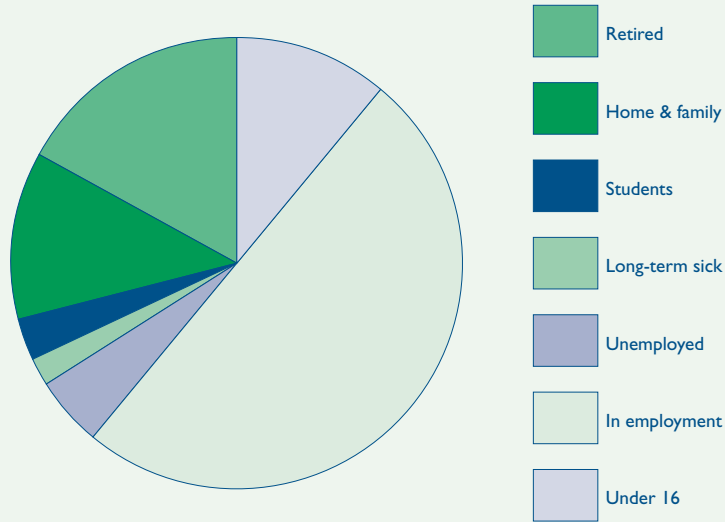


**Household type**

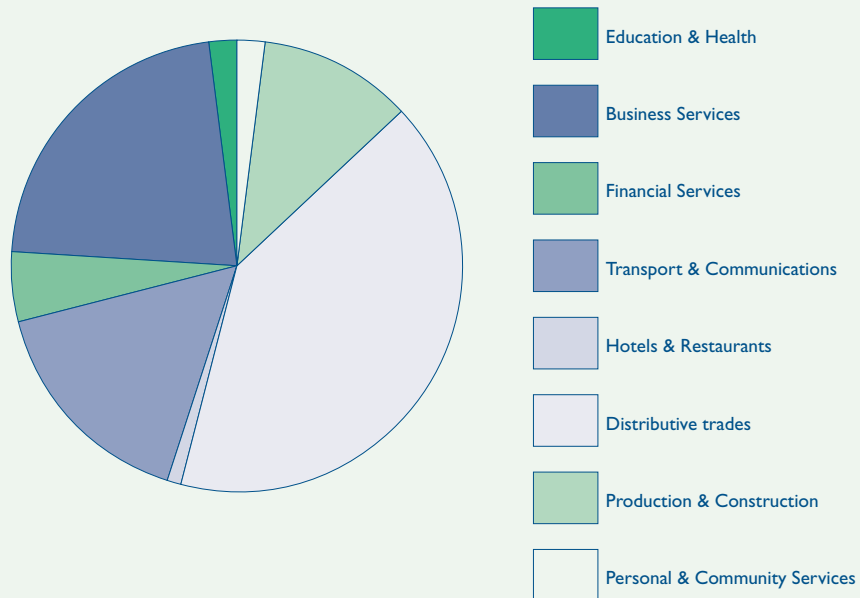
Single person	30
Couple without children	25
Couple with children	6
Lone parent	3
Multi-adult	8

Built form	Units
Houses	0
Purpose-built flats	61
Flats in non-residential	31
Conversions	0
Residential institutions	2

Economic position	Males	Females	Total
Under 16	7	8	15
In employment	25	40	65
Unemployed	6	0	6
Long-term sick	0	3	3
Students	2	2	4
Home & family	7	9	16
Retired	10	12	22



**Major employers, Hatton Garden 1997**



Source: 1991 Census and Annual Employment Survey 1997



## 8 The Museum Street Area

### Introduction

- 14.86 Much of the central part of the Borough (Bloomsbury) is dominated by Georgian squares and residences, many of which are now in commercial use. The area as a whole is regarded as one of the finest examples of Georgian town planning in the country. The area around the British Museum is considered to be a particularly well-preserved set-piece.
- 14.87 The boundary of this local area has been drawn to include the British Museum and the mixed use area immediately south of the museum (see Proposals Map). The area is essentially mixed in character, with a concentration of small hotels. This concentration is particularly marked in the Georgian terraces flanking the Museum, especially Montague Street. The Bloomsbury ward, within which this area is located has the highest number of hotels and boarding houses of any ward in the Borough. The area also includes Bloomsbury Square Gardens (principally offices, including the large vacant premises of Victoria House). Other land uses in the area include specialist shopping (for example, antiquarian booksellers and print dealers) and restaurants and cafés. Both types of activity are clustered in the courtyard developments south of Great Russell Street and in the area comprising Museum Street, Coptic Street, Bloomsbury Street, New Oxford Street and Great Russell Street.
- 14.88 The boundary of the area has been tightly drawn and is dominated by the Museum, hotel premises and a mix of uses (with a large component of specialist retail outlets) at ground floor level. However, there is also a significant residential population, with housing remaining a key component of the mix of land uses, particularly on upper floors. The Council will continue to protect residential accommodation under policies contained elsewhere in the Plan.
- 14.89 Key pressures on land uses in the area derive from its attractiveness as a destination for visitors. The key planning issue which flows from this concerns the need to protect premises suitable for specialist retail uses.

### The need to protect premises suitable for specialist retail uses

- 14.90 The British Museum receives some 5.8 million visitors each year. A number of uses in the area have developed as supporting facilities and services. One example is the specialist bookshops south of the Museum which are an important feature of the area's special character. The Council will encourage the retention of these specialist retail activities. The relevant policy in Part 2 of the plan is policy SH10 (shops lying outside designated centres). This policy includes a clause which states that changes from retail

to non-retail use will not normally be permitted except where the proposal would not be detrimental to the character and function of the area. The Council considers that the character of the Museum Street area which derives from its concentration of specialist retail units, would be adversely affected by any significant diminution in the stock of premises available for retail purposes.

- 14.91 One of the greatest threats to the retention of this specialist shopping provision arises from pressures for changes of use to Class A3 (Food and Drink). The Council will undertake further research to monitor the cumulative impact of existing A3 uses, in line with policy SH18.

## Museum Street Area profile

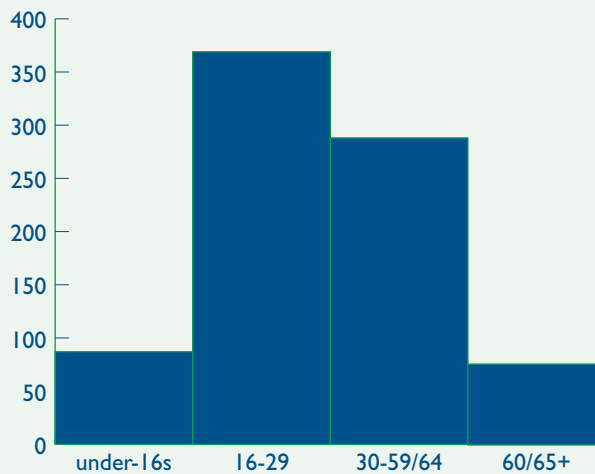
### Basic counts (full count)

All residents	859
Households	249
Household residents	495
Persons present	1,400

### Age

Under-16s	87
16-29	369
30-59/64	288
60/65+	76

(i.e. over pensionable age)



### Ethnic group

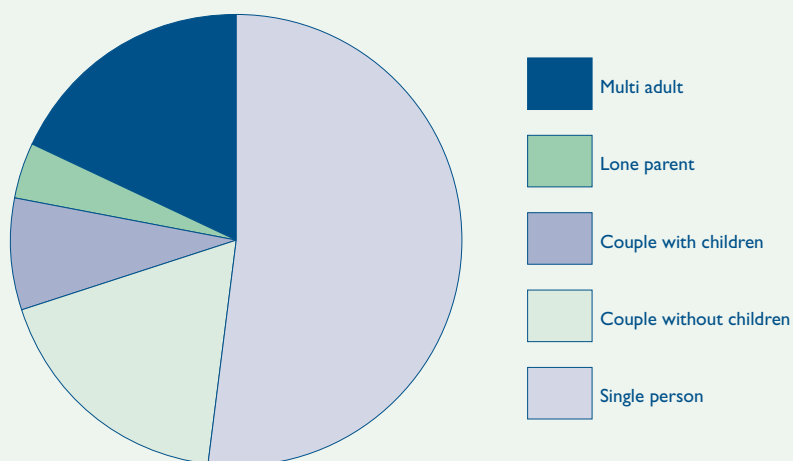
White groups	590
Black groups	54
Bangladeshi	89
Asian and other	89
Born in Ireland *	31

\* not identified as an ethnic group in the 1991 Census

### Gender

Males	305
Females	517

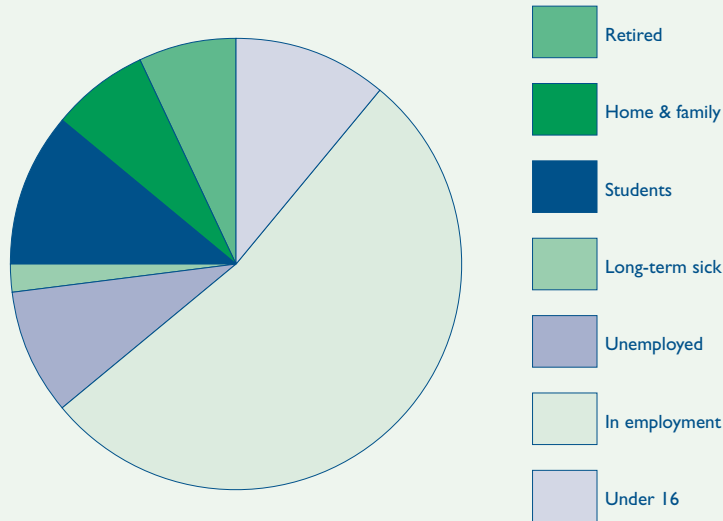
Accommodation	Units	Residents	Persons present
Residents per household		2	
No car	164	338	-
Owner-occupied	69	116	
Privately rented	64	110	-
Housing association	27	54	-
Local authority	89	215	-
Medical & care	3	228	304
Education	3	43	136
Hotel or boarding house	12	54	258



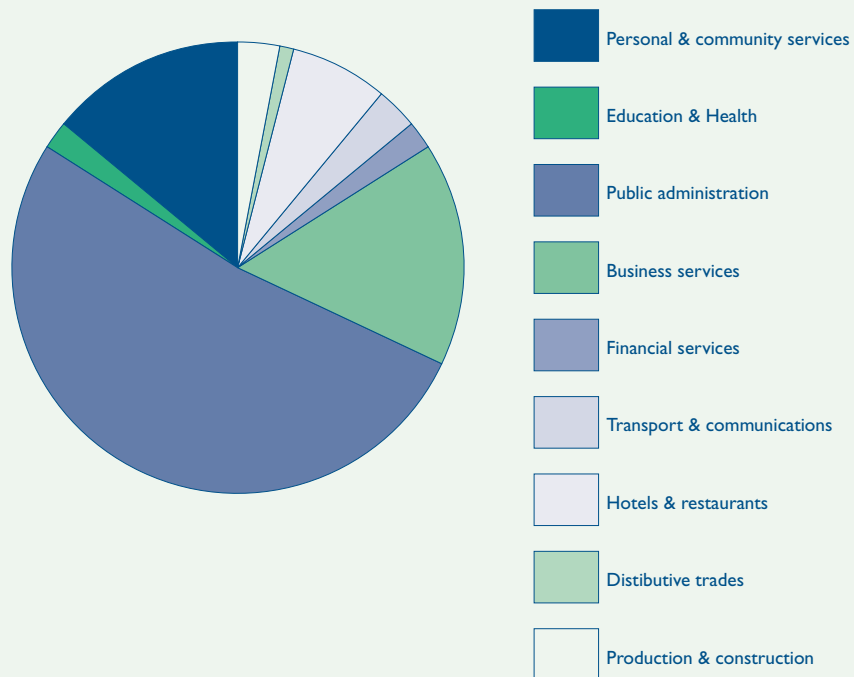
Built form	Units
Houses	22
Purpose-built flats	223
Flats in non-residential	18
Conversions	27
Residential institutions	18

Household type	Units
Single person	130
Couple without children	44
Couple with children	21
Lone parent	10
Multi-adult	45

Economic position	Males	Females	Total
Under 16	45	47	92
In employment	164	270	434
Unemployed	34	39	73
Long-term sick	10	3	13
Students	22	69	91
Home & family	7	54	61
Retired	23	35	58



**Major employers, Museum Street 1997**



Source: 1991 Census and Annual Employment Survey 1997

## 9 The University Precinct

### Strategic context

- 14.92 Strategic Guidance (RPG3) describes the important contribution made to London's national and international role by the existence of world class educational establishments. RPG3 also recognises that universities and other centres of learning (including major teaching and specialist hospitals) have an important influence on the activities of surrounding areas and act as focal points for users and visitors. They often create a demand for residential accommodation nearby and help bring additional residential use into the city centre.
- 14.93 The University of London has a significant presence within the Borough. It is an institution of national and international standing with an academic and supporting population of some 15,000. It is one of the largest single employers in the area, a major purchaser of goods and services, an extensive land owner and an important landlord and tenant. The Bloomsbury ward (within which the University Precinct is located) has the highest percentage of resident and visiting students of any ward in the Borough.
- 14.94 The current trend of rising demand for higher education coupled with advances in technology and research mean that its influence is likely to continue to grow. This is likely to be reflected in land use terms in demands for additional academic and student accommodation and the use and provision of educational, retail, employment and recreational facilities.
- 14.95 Strategic Guidance provides for the identification of specific geographical areas within Central London where particular uses will be most appropriate. The approach adopted here is to guide proposals for expansion by the University and associated institutions to sites within the University Precinct whilst restraining University development outside it. This would enable the University to plan for its further needs with more certainty, whilst providing the surrounding residential and business community with robust protection from piecemeal and incremental further outward growth. In practice, this could include exercising an additional degree of flexibility regarding land use changes for University purposes within the Precinct. All proposals for the expansion of University-related activities will be guided in the first instance to the University Precinct.

### Expansion to the University of London

- CL4 The Council will guide proposals for expansion of the University of London and associated institutions to sites within the University Precinct identified on the Proposals Map.

## Public access to University facilities

CL5 Where such proposals include social or leisure facilities, or the provision of additional open space, the Council will seek to secure widened public access to them.

- 14.96 The Council recognises that the needs of the University with its sizeable student population are often at variance with those of the surrounding residents and businesses. These differing needs must be carefully balanced in order to allow reasonable and necessary development by the university and associated institutions in appropriate locations, whilst ensuring that the accommodation, supporting services and amenities of the local residential and business community are not eroded in a piecemeal fashion.
- 14.97 The lack of community facilities has been a key planning issue particularly in the Fitzrovia and Covent Garden areas. In order to alleviate this identified need, wider public access to social and leisure facilities provided by the university will be sought. This will be important in mitigating the lack of local community facilities.

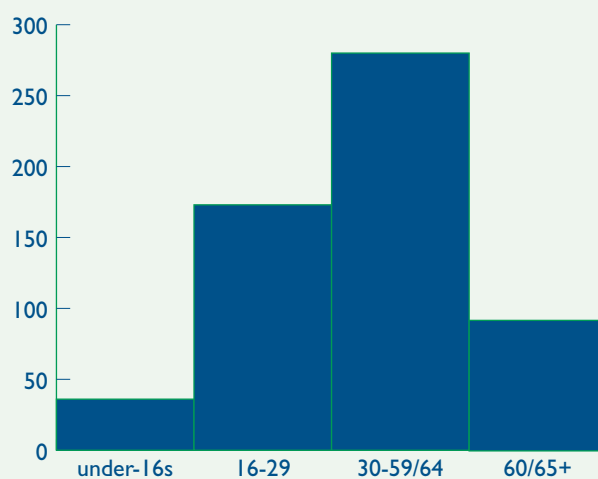
## University Precinct profile

### Basic counts (full count)

All residents	735
Households	209
Household residents	354
Persons present	1,539

### Age

Under-16s	36
16 - 29	173
30 - 59/65+	280
60/65+ (i.e. over pensionable age)	92



### Ethnic group

White groups	445
Black groups	50
Bangladeshi	5
Asian and other	82
Born in Ireland *	28

\* not identified as an ethnic group in the 1991 Census

### Gender

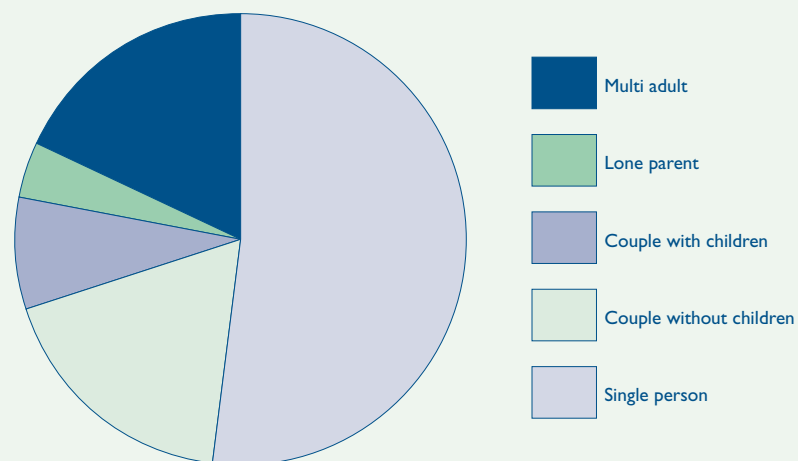
Males	251
Females	331



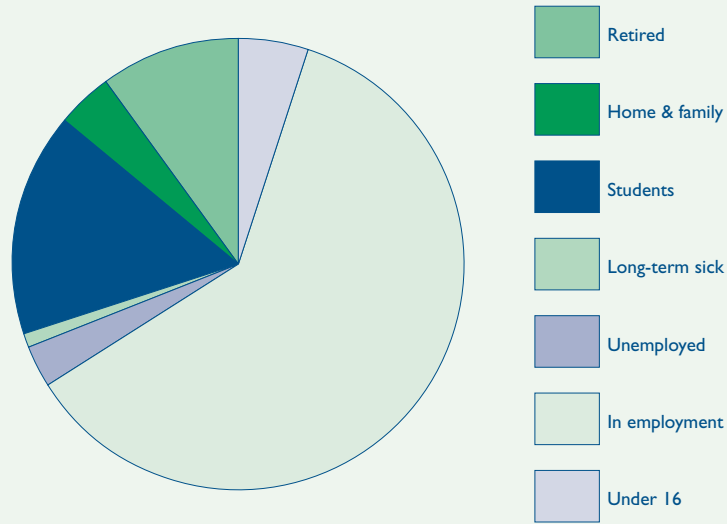
Accommodation	Units	Residents	Persons present
Residents per household		1.7	
No car	140	217	-
Owner-occupied	53	77	-
Privately rented	93	173	-
Housing association	21	33	-
Local authority	41	70	-
Medical & care	2	133	151
Education	3	71	146
Hotel or boarding house	13	20	180

Built form	Units
Houses	5
Purpose-built flats	125
Flats in non-residential	18
Conversions	96
Residential institutions	18

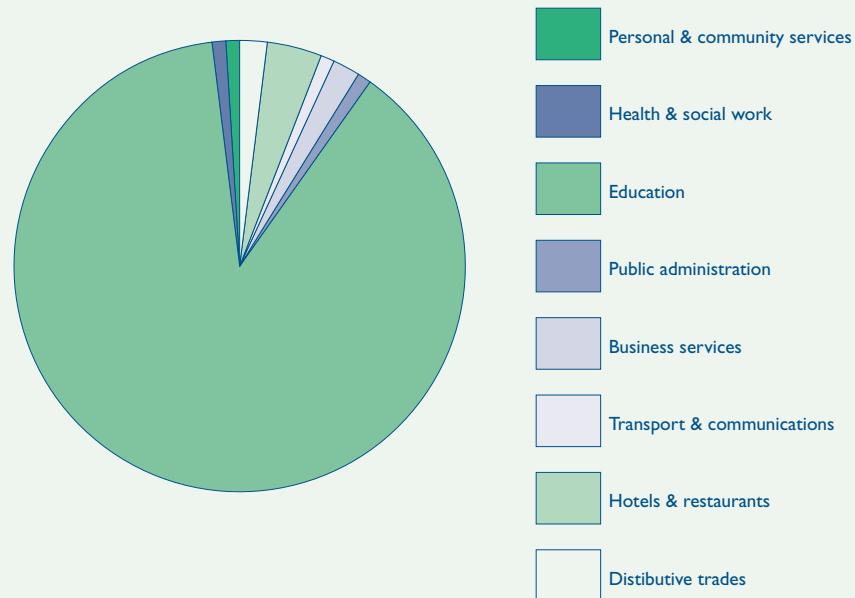
Household type	Units
Single person	117
Couple without children	49
Couple with children	17
Lone parent	3
Multi-adult	23



Economic position	Males	Females	Total
Under 16	13	22	35
In employment	127	301	428
Unemployed	14	8	22
Long-term sick	2	4	6
Students	65	45	110
Home & family	5	22	27
Retired	25	42	67



**Major employers, University Precinct 1997**



Source: 1991 Census and Annual Employment Survey 1997

# 15 Special Policy Areas

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# 15 Special Policy Areas

## I Part I policies

15.1 The following strategic policy has been identified in Part I and is repeated and justified here as a framework for Part 2 (local) policies:

SCH1 The Council will seek to conserve and enhance Areas of Special Character and other special policy areas within the Borough, recognising the unique contribution they make towards London's architectural, historic, environmental and cultural diversity.

15.2 The Council recognises that there are a number of Areas of Special Character and other special policy areas within the Borough that make a unique contribution to the attractiveness and variety of townscape and environment within London as a whole. The areas have been designated for a variety of reasons, for example, for their historic or architectural qualities, for their townscape or landscape quality, or for their mix of uses and cultural diversity. The common purpose in designating these areas is to assist in the preservation of their special character, which often derives not only from their architectural or environmental quality but also from an area's function and, in the case of some areas, from their mix or pattern of land uses.

15.3 Each of these areas are additionally covered either wholly or partly by conservation areas. Throughout these areas it will be important to retain and enhance the visual character, appearance and scale of the area and any buildings; retain features which contribute to the character of the area (especially those which have links with traditional uses in the area); and, in mixed use areas, to foster the retention of an appropriate mix of activities and land uses.

## 2 Introduction

- 15.4 Chapter 2 contains a description of the structure of the Borough, defined by looking at a number of characteristics of individual areas. Recognition of the differences between areas has been developed as a mechanism for reconciling competing development pressures (including the need for restraint) and as a tool for policy delivery. Part of this analysis has involved looking at the special character and quality of some areas (for example, in terms of their architectural quality, mix of land use activities or historic associations). Support for identifying appropriate areas of special quality or character, including conservation areas, is given in paragraph 8.8 of Strategic Guidance (RPG3). Two Areas of Special Character have been designated: the Regent's Canal and the Hampstead and Highgate Ridge. Specific policies for these areas are contained in this chapter (though policies in this chapter should be read in conjunction with those contained elsewhere in the Plan). Substantial parts of these areas receive additional protection as a result of their status as conservation areas. This chapter also includes a number of policies relating to Camden Town. These focus on key land uses such as retail markets, arts, entertainment and media and on transport issues.

## 3 The Regent's Canal Area of Special Character

- 15.5 The Regent's Canal, part of the Grand Union Canal, winds its way through many London Boroughs before reaching the Thames, forming a corridor of unique character. It is an important feature of historic and visual interest in the townscape and, following the decline of traditional canal-related commercial activities, has been increasingly recognised as a valuable resource for water-based leisure activities, for its ecological value and its potential for transportation and informal recreation. It is the Council's aim to conserve and enhance the existing character of the Canal and to improve its potential for recreation, transportation and wildlife.
- 15.6 The ever-changing vista, the variety and contrast of townscape elements and the informal relationship between buildings and canal contribute more than any other factors to the character of the Canal. It is possible to identify 17 distinct sections along the Canal, each with its own character. The sections vary considerably in water level, width and direction and in the nature and use of adjacent buildings and landscape.
- 15.7 The Regent's Canal has been designated as a conservation area and further guidance aimed at the preservation or enhancement of the character of each one of the 17 sections identified is contained in the document *The Regent's Canal in Camden (1983)*. In assessing development proposals that affect the Canal, the Council will also take into consideration the

London Canals Committee Standards for Canalside Development – Development Control Guidelines (1993). The Council is preparing new guidance in the form of a Regent’s Canal Conservation Area Statement.

## Visual character

RC1 The Council will seek to preserve or enhance the diverse visual character of the Canal by ensuring that canalside development provides a variety in terms of massing and a sense of either enclosure or rurality as appropriate to the particular canal section concerned.

- 15.8 The character of the Canal changes dramatically, ranging from tightly enclosed spaces of “Venetian” townscape to wider open spaces; hard industrial townscapes contrast with softer semi-rural sections. Buildings sometimes rise sheer from the canal edge or are set back making space for landscaping. This diversity makes the Canal experience more enjoyable and should be perpetuated when redevelopment occurs.

## Scale

RC2 The Council will seek to ensure that all new buildings maintain the established scale of the particular section of the Canal. The height of buildings should reflect that of existing canalside buildings or as a general rule the height of buildings which frame the Canal should not exceed four domestic storeys on either side of the Canal as taken from towpath level.

- 15.9 The Regent’s Canal derives much of its character from its narrow width and the small scale of canal structures, such as bridges and locks, and of the canalside buildings. Whilst the latter vary in scale, they only exceptionally exceed four storeys. Buildings above four domestic storeys only occur in the Camden Lock (west) and Bonny Street sections of the Canal and should not be taken as a guide for future development. This height limitation is in line with the London Canals Committee guidelines.

## Views and skyline

RC3 The Council will resist any development that has an adverse impact on the existing skyline, intrudes into important canalside views or obstructs views to familiar landmarks.

- 15.10 Important views along the Canal and to and from the surrounding area relate the visual experience of the Canal to the urban context. Well-known landmarks, whether adjacent to the canal or seen from a distance, act as points of reference and assist with orientation.

## Traditional uses and buildings

RC4 The Council will seek to protect commercial uses and activities traditionally associated with the Canal and retain buildings which contribute to its traditional character. On all other canalside sites, the Council will seek a mix of uses which complement the character and function of the Canal, appropriate to the character of the particular section.

- 15.11 With the decline of freight transport, commercial activities that relied on the waterways have ceased. Some buildings from that period remain and make a major contribution to the character of the Regent's Canal and add interest to the canal scene. A mix of uses, including recreational uses, housing and employment-generating uses will sustain public interest during a wide period of the day. Light industrial uses in particular contribute to the preservation of the traditional character of the waterway.

## Historic features and structures

RC5 The Council will seek the retention and, wherever possible, the restoration of historic features and structures which contribute to the character of the Canal. In the case of new development, the Council will seek to ensure that the design and materials of any proposals for the towpath and banks, including landscaping, respect the traditional character of the Canal.

- 15.12 Bollards, retaining walls, bridges and abutments, plaques and other elements of industrial archaeology that date from the period when the Canal was used for commercial navigation are an important part of our heritage. Improvements to, or provision of, access ramps and stairs, towpath surfaces, railings, fences, seats and other similar features will have to be sensitively designed to preserve the appropriate character of the Canal environment.

## Recreation

RC6 The Council will encourage development of the recreational and leisure potential of the canal in so far as this does not adversely affect the nature conservation interest and is consistent with the capacity of the waterway and the amenity of the surrounding area. The Council will seek to ensure that existing water-based activities are not displaced by redevelopment or change of use.

- 15.13 The canal offers a unique opportunity for water-related recreation within easy reach of most parts of the Borough. Cruising and canoeing clubs are based on the canal in Camden and there are quiet stretches favoured by anglers. Indiscriminate provision of new recreational or leisure facilities

along the canal is undesirable as it could give rise to conflicts between different users and could disrupt the tranquillity and visual character of certain stretches of the canal as well as the amenity of local residents. Camden Lock and Kings Cross are areas with potential for additional facilities with good connections to public transport.

## Access

**RC7** The Council will seek to improve public access to the canal. Wherever possible, new access points designed to disability standards should be incorporated into development proposals, linking the towpath more closely with the local pedestrian network. The Council will encourage this provision where there are gaps between existing access points and in areas of intensive use.

- 15.14 The use of the canal towpath as a pedestrian route can only be effective if frequent connections to the street above are established. Long sections without access, in particular those which are not overlooked, can give rise to fears of possible attacks and discourage use.

## Green Chain

**RC8** The Council will seek to protect and enhance the canal as a Green Chain to provide a habitat for wildlife and a pedestrian route in a pleasant environment. The Council will promote the canal as part of the network of Metropolitan Walks and will seek to create circular routes to link the canal to other open spaces.

- 15.15 The Regent's Canal is a designated Green Chain as well as forming part of the Metropolitan Walks system. It provides a rare wet habitat which enriches the ecology of the inner urban areas along its course and provides an attractive route for pedestrians in a safe carfree environment.

## Information and facilities

**RC9** In the interests of recreational and leisure enjoyment of the canal, the Council will work with British Waterways to promote the provision of appropriate signposting and informative and interpretative material and will encourage public art along the canal corridor. The design and siting of any such provision should respect the traditional appearance, character and setting of the canal. The Council will seek to secure the re-opening of a canal information centre, preferably at Camden Lock.

- 15.16 The canal is not very visible and access points are not easy to identify from street level. It is important to assist potential users with directions and promote the recreational use of the canal through information and



education. Selective incorporation of public art can enhance the canal by reinforcing historic references and contributing to legibility and orientation. Camden Lock is located in an area which receives large numbers of visitors. Provision of an information centre in this location could help encourage visitors to make better use of the canal environment and its amenities.

## Waterspace

**RC10** Generally no buildings will be permitted which would encroach on, cantilever or bridge over the waterspace or towpath. Where, in the past, canal basins have been filled in, their reinstatement for water-based recreation will be encouraged.

- 15.17 If the potential of the canal for water-based recreation, transportation and as an attractive pedestrian route is to be maximised, it is necessary to resist development that would restrict these opportunities. The excavation of basins could provide suitable water space for recreation as well as restoring some of Camden's industrial archaeology.

## Moorings

**RC11** The Council will welcome the provision of moorings in locations where these will not hinder navigation of the waterway or adversely affect the amenities in the surrounding area. Moorings should be provided on the non-towpath bank and only in locations with good accessibility, and where adequate servicing facilities can be provided.

- 15.18 The Council recognises the demand for permanent moorings, including for house-boats. Kings Cross has the potential for providing well-serviced permanent moorings, including residential, and Cumberland Basin could support a number of these as well, especially if the existing basin were to be extended by the excavation of part of the original spur to Cumberland Market. Permanent moorings need to be adequately serviced in order to function without causing problems to local amenities and interference with pedestrian movement on the towpath. When considering applications for such moorings, the Council will have regard to the London Canals Committee Guidelines for Canalside Moorings. It is generally accepted that residential moorings require planning permission and can thus be regulated by the local planning authority, whilst other moorings are a function of British Waterways statutory duties and are therefore beyond the control of the local authority.

## Transport

**RC12** The Council will promote the use of the canal for passenger and freight transport provided that the level of use remains compatible with its use

for water-based recreation and there is no unacceptable adverse effect on amenity or the environment.

- 15.19 The canal provides a relatively slow but uncongested route through the Borough and is suited to the short distance movement of passengers as well as the transport of bulky low unit cost freight, such as construction materials. Significant environmental benefits will result if some road transport could be transferred to the canal. There is a need to control levels of activity to ensure that there is no conflict with the recreational objectives for the waterway or its ecological potential.

## 4 The Hampstead and Highgate Ridge Area of Special Character

- 15.20 Hampstead Heath is a unique area of Metropolitan Open Land which, together with the area of developed land surrounding it, occupies the high ridge between Hampstead and Highgate. This slopes down along the eastern and western edges with the southern edge being the start of the Thames flood plain. Much of its character and variety derives from the characteristic topography of the area, resulting in considerable and often abrupt changes of ground level, and a significant contrast between the dense urban quality of the cores of Hampstead and Highgate villages and the spaciousness and rural atmosphere of the immediate fringes of the Heath (with the exception of the areas to the south). There are magnificent views across the Heath and from the Heath to the east over the Highgate plateau and Dartmouth Park slopes, with the spire of Saint Michael's church emerging on the skyline. The ridge also offers long distance views to the south, with a panorama of central London and the areas beyond.
- 15.21 There are seven conservation areas within the boundaries of the area, covering most of the developed area: Hampstead Village, Highgate Village, Redington/Frogna, South Hill Park, Mansfield, Dartmouth Park and Holly Lodge Estate. In addition to the policies for the Area of Special Character, the Council will take into account guidance for individual conservation areas (forming part of Supplementary Planning Guidance) when assessing proposals for development.

### Character and setting of the Heath

- HR1 The Council will seek to preserve and/or enhance the character of the Heath and its setting and will seek to ensure that any proposals for the management by the City Corporation and English Heritage of the Heath and Kenwood respectively are compatible with this objective and other policies in this Plan.

- 15.22 The Heath is a unique feature, 324 hectares of varied woodland, heathland, grassland, parkland and ponds surrounded by development. The relationship of natural country to its fringe in a highly built-up urban environment creates special problems for design and development. It is important to retain and develop the character deriving from this unique relationship. Policy EN46 in chapter 4 deals with development on the Heath and Kenwood but the management of the open spaces and buildings in relation to use and landscape also affects the character of the Heath and its fringes and should be in accordance with policies, for example, on nature conservation, SSSIs and the safeguarding and expansion of existing leisure facilities.

### Surroundings of the Heath

- HR2 The Council will seek to protect and reinforce the existing scale and the varied character of the streets and townscapes within the Area of Special Character.

- 15.23 The fringe of the Heath is made up of a variety of different areas, each of which has its own distinctive character, ranging from the built-up townscape quality of Hampstead village to the rural atmosphere of Fitzroy Park and the steep hill slopes by Highgate Cemetery and Waterlow Park.

### Approaches to the Heath

- HR3 The Council will seek to control development along roads leading to the Heath so as to safeguard their present contribution to the setting of the Heath.

- 15.24 The visual boundary of the Heath extends along some of its approach roads creating an anticipation of the open space. This effect can be reinforced through the character of the roads leading to it and the views that can be had on approaching. The siting, form and appearance of development framing these views, together with trees and landscaping, contribute to the setting of the Heath and to its relationship with the surrounding built-up area.

### Views of and to the Heath

- HR4 The Council will seek to preserve or enhance views of the Heath and views to the Heath and to the wooded and open areas adjacent to it.
- 15.25 Within the Heath, there are varied landscapes and topographical changes that offer interesting contrasts and views. The Heath is also visible from some locations within the developed area that surrounds it, not only from the main approaches. There are also important vistas of other open spaces

and woodland within the fringes of the Heath, such as Waterlow Park and Highgate Cemetery, which are important to the character and amenity of adjoining areas.

## Views from the Heath

HR5 The Council will seek to protect the existing skyline and viewpoints, particularly views to notable landmarks including the historic views of Saint Paul's Cathedral and the Palace of Westminster. Where high or bulky buildings in the foreground intrude into those views, the Council will, on redevelopment, wish to see their replacement with lower and less bulky buildings.

15.26 The Hampstead/Highgate ridge is very prominent when viewed from the Heath; its wooded effect is continued up the hillside to the edge of Highgate Village. Any significant intrusions into the treed skyline to the east would detract from the natural character and the setting of the Heath. The near views from the Heath largely retain their original character although the Royal Free Hospital and several tower blocks to the south have brought changes and have intruded into the long distance views to central London and landmarks such as St Paul's, Westminster and the Telecom tower, amongst others.

## Land uses

HR6 In order to preserve the general character of the area, the Council will protect residential use throughout the area. In the core areas of Hampstead and Highgate villages, the Council will encourage the retention of a mix of uses.

15.27 The character of an area derives not only from its physical characteristics but also from its functions. The cores of the two villages contain shops and other community support services and that mix of uses is reflected in the nature of the buildings and the urban townscape of the streets. Hampstead has been identified as a District Centre (see chapter 8). Outside these areas, development is predominantly residential, with lower densities, often consisting of individual houses set in spacious gardens.

## Density and site coverage

HR7 Where the existing development has a significant proportion of large gardens and unbuilt land, the Council will not normally permit new development at densities incompatible with those in the surrounding area and will seek to ensure that a substantial amount of each site remains unbuilt and is used for landscaping and tree planting.

- 15.28 The incidence of large gardens and well-wooded private open space gives certain areas within the fringes of the Heath its particular character. Altering the established balance between built and open space would detract from the existing character and result in over-development and could lead to the loss of important landscape or reduce opportunities for planting. The Council will use its power of control over trees protected by a Tree Preservation Order or in a conservation area (Town and Country Planning Act 1990).

### Roofs and rear elevations

HR8 In locations that are visible from the Heath and other open spaces, any proposals for development including alterations or extensions to the roofs of existing buildings will be expected to safeguard the established and traditional rooflines and roofscapes in the area. Within these locations, the Council will also give special consideration to the design of rear elevations and alterations to the rear of existing buildings.

- 15.29 Roofscapes in the Mansfield area to the south or on the slopes occupied by Holly Lodge and Dartmouth Park to the east make an important contribution to the setting of the Heath when viewed from Parliament Hill. In parts of Highgate village, where development adjoins Waterlow Park or Highgate Cemetery, the roofline is an important feature. Special care and attention needs to be given to the design of roofs and their profile where these can be seen from the Heath, Waterlow Park or Highgate Cemetery. In areas such as South Hill Park and Mansfield, where buildings back on to the Heath, rear elevations can contribute to or detract from views across the Heath. Similarly, in Highgate village many rear elevations are exposed by the topography and their design is important to the appearance of the wider area.

## 5 Camden Town

- 15.30 Camden Town is characterised by a wide diversity of uses. It has a residential population of approximately 12,500 people. It also contains a major shopping and service centre, providing employment in a variety of sectors. The centre itself has become increasingly popular for entertainment and tourism activities (for example, weekend markets, restaurants and evening entertainment venues such as cinemas, clubs and wine bars). The Camden Town Special Area extends beyond the Major Shopping Centre to include surrounding residential and mixed use areas. It is bisected by the Regent's Canal Area of Special Character (see section above).
- 15.31 The area defined by the shopping centre boundary has a high level of accessibility by public transport and is the focus of several major roads.

The high level of accessibility not only helps to support a range of activities, but has also, in recent years, led to increasing pressure for an expansion of uses. Increases in traffic flows have caused significant congestion in the area with consequent impacts on local amenity, environment and the quality and character of the shopping centre. At the same time, Camden Town tube station is currently experiencing considerable problems of congestion and overcrowding (see Appendix TR3, chapter 3). The Council will continue to discuss with the operators how the congestion will be relieved.

- 15.32 Other recent changes include the replacement of many small light industrial units by office and studio uses and the growing popularity of the weekend markets at Camden Lock (now the fourth most popular tourist destination in London).

## Shopping

- 15.33 The principal function of Camden Town itself is as a major shopping and local service centre. The Council seeks to encourage qualitative improvements in retail provision and maintain the overall attractiveness of the centre. However, the shopping centre is located in the heart of a mixed use area (with concentrations of residential accommodation close by) and there are potential conflicts between the uncontrolled expansion of the shopping facilities (particularly from the effects of high levels of traffic movement) and the diversity and environmental quality of the area. Policies contained in chapter 8 consider not only the appropriate location for new retail development but also the type and mix of non-retail uses that might be accommodated within areas of high public transport accessibility such as Camden Town Major Centre.

## Markets

- 15.34 The principal cause for concern regarding local residential amenity and effects on the existing public transport system arises from the increasing popularity of off-street markets in Camden Town (especially at weekends, catering for tourists and visitors). The large number of people visiting the markets causes severe overcrowding at the exits to Camden Town tube station and along the footways to the north and an increase in traffic congestion arising from traders' and visitors' vehicles. The Council considers that the number and scale of the markets need to be managed so that they do not place an unacceptable burden on local residents. Policies controlling market activities are given in chapter 8. In addition:

- CT1 When considering proposals for new off-street markets and extensions to existing authorised markets in Camden Town, the Council will seek to ensure that the cumulative effect of proposals, together with existing markets in the area does not have an adverse impact on local amenity, public safety, environment and highway conditions.

- 15.35 The severe overcrowding around Camden Town underground station, Camden Lock and Chalk Farm is largely due to the concentration of a number of on- and off-street markets in the area. The Council is concerned to minimise any adverse impact on public safety, local amenity, environment or highway conditions arising from any increase in market activities in Camden Town. In addition, the Council has developed a Code of Practice for market operators in the area and will, with the assistance of Environmental Health officers, seek compliance with its standards and suggested practices (further guidance is also given in Supplementary Planning Guidance). In view of the existing highway congestion experienced in the area, particularly at weekends, the Council will also require traders to secure adequate off-street operational parking provision for their vehicles (see policy SH16). Such provision is essential to protect local amenity and environment and minimise the adverse effects arising from any increases in traffic flows.

### **Mixed land uses**

- 15.36 In assessing proposals for developments in Camden Town, the Council will apply policy RE5. The Council considers it particularly important that development should complement and enhance the existing diversity of land uses in this area. The introduction of an appropriate mix of uses will not only contribute to the diversity of activities, services and employment opportunities available locally and reduce the need to travel, but may also enhance the attractiveness and vitality of the centre, including outside normal business hours. Further justification for the adoption of a mixed use approach is given in chapter 3. In all instances, the Council will be concerned to protect the quality and character of the local environment.

### **Business development**

- 15.37 Policies in chapter 7 acknowledge that Camden Town Major Centre has a high level of public transport accessibility and may therefore, subject to the application of retail and other policies, have potential for an expansion of business uses. Small-scale business provision which will improve the supply of accommodation for small firms is considered particularly appropriate and compatible with the character of the centre. In all instances, the Council will be mindful of the capacity of the public transport system in the vicinity of the site to accommodate an increase in passenger trips. In recent years, large increases in business floorspace have been approved in Camden Town (largely on appeal). At the same time, Camden Town tube station is acknowledged to be a station which experiences significant congestion (see Appendix TR3, chapter 5). It is expected therefore, that any increase in business floorspace within the centre will arise principally from schemes which already have planning permission.

## Arts and entertainment uses

CT2 The Council will welcome the retention and expansion of a broad-based arts, entertainment and media sector in Camden Town. When considering proposals for new uses, or for an expansion of existing activities, the Council will seek to minimise any adverse impact of such uses on local amenity, the environment and transport systems.

15.38 Arts, entertainment, cinemas and media activities make a vital contribution to the economy of Camden Town, providing employment diversity and attracting visitors to the centre. In some instances such uses have helped to preserve the physical fabric and character of Camden Town. The Council recognises the contribution of these activities to the economy and to the character and diversity of the area. However, the growth and development of such activities needs to be carefully controlled to minimise unacceptable impacts, especially on residential amenity and the local residential environment (for example, through noise, disturbance, fumes or smell).

## Camden Town Underground Station

CT3 The Council will seek to achieve improvements to Camden Town Underground station to relieve the congestion problems.

## Pedestrian environment

CT4 The Council will investigate and, where appropriate, implement measures to improve the pedestrian environment within the shopping centre for the benefit of pedestrians, residents, retailers, visitors and public transport users, especially bus users. Such measures will seek to reduce the dominance of traffic in the centre, but will protect or enhance the environment of the surrounding residential area.

15.39 Although Camden Town is characterised by a high level of public transport accessibility, there are considerable problems associated with transport systems in the area. In particular, the underground station suffers from congestion both at weekends and at peak periods during the week. The Council wishes to see, and will take whatever measures are practicable to facilitate, the improvement of safety and access to the underground station.

15.40 Camden High Street serves two very different roles as a principal shopping street and as a primary route with a high degree of through traffic. The conflict between these roles is illustrated by the high incidence of accidents to pedestrians. The conflict between pedestrians and road users is particular great at weekends with large numbers of people using the Camden Town underground station to visit the markets at Camden Lock. The Council is therefore concerned to improve the pedestrian environment and enhance safety for those visiting Camden Town.



One option in improving Camden Town could include the possible pedestrianisation, which may include continued bus access, of Camden High Street between Camden Town underground station and Camden Lock. The Council will consider radical measures, if necessary, to safeguard the viability of the town centre and ensure that public safety is not compromised.

# 16 Development standards

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# 16 Development standards

## I DSI: General policy

DSI The Development Standards will be used, in conjunction with the specified policies, in the determination of planning applications and the framing of planning conditions, having regard to the opportunities and constraints presented by each site or building, and to any other material planning considerations.

- 16.1 The development standards in this chapter of the UDP have been devised to give clarity and certainty to the way policies in earlier chapters are to be applied. The specific policy or policies to which each relates is stated at the beginning of each standard.
- 16.2 One of the Council's primary objectives is to achieve a high level of environmental quality in Camden through the Development Control system. These standards will help achieve this objective. They set out objective criteria to which the Council will have regard in deciding planning applications, or determining conditions to be attached to planning permissions. As such, they represent the standards to which developments should normally adhere. Nevertheless, the Council recognises that strict compliance with the standards may not always be practical and that some flexibility in their application to individual cases may be appropriate.
- 16.3 Additional guidance on various topics can also be obtained from the Supplementary Planning Guidance document. This has been produced to accompany the UDP, but does not form part of it.

## 2 DS2: Residential density standard

- 16.4 This development standard particularly relates to the implementation of policy HG10 to which reference should be made.
- 16.5 Residential density is a measure of the intensity of use of housing land. The application of standards is a means of ensuring an appropriate degree of spaciousness within a housing layout, maintaining the character and quality of life within residential areas, and providing for the optimum use of land. Density can also be useful in relating population to infrastructure and services (for example, planning for primary health care provision or education).

- 16.6 It is intended to apply density standards to all new build housing developments and extensions of existing residential accommodation (use class C3 only). The assessment of mixed use schemes that contain residential use will include consideration of the residential density. Where changes of use of existing buildings to residential are proposed, or where conversions of existing residential accommodation are proposed without gains in floorspace, the Council will apply residential amenity and space standards, but will not apply density standards.
- 16.7 When considering density, the main objective will be the achievement of good quality housing in a satisfactory environment with adequate amenity space. Density standards, expressed as a range for different areas of the Borough and for different types of housing (family housing, mix of family and non-family housing), will not be used in isolation but in conjunction with townscape and amenity considerations. The standards are given in the following table:

Density Zone	Family housing		Mixed or non-family housing	
	Habitable rooms per acre	Habitable rooms per hectare	Habitable rooms per acre	Habitable rooms per hectare
<i>a Hampstead and Highgate</i>	40 to 70	99 to 173	40 to 70	99 to 173
<i>b Rest of the Borough</i>	70 to 85	173 to 210	70 to 100	173 to 247
<i>c Central Area</i>	85 to 250	210 to 617	100 to 250	247 to 617

- 16.8 Provided that satisfactory conditions for residents can be achieved in line with residential development and parking standards, variations to the range of densities specified here may be permitted in circumstances set out in policy HG10.

## Definitions

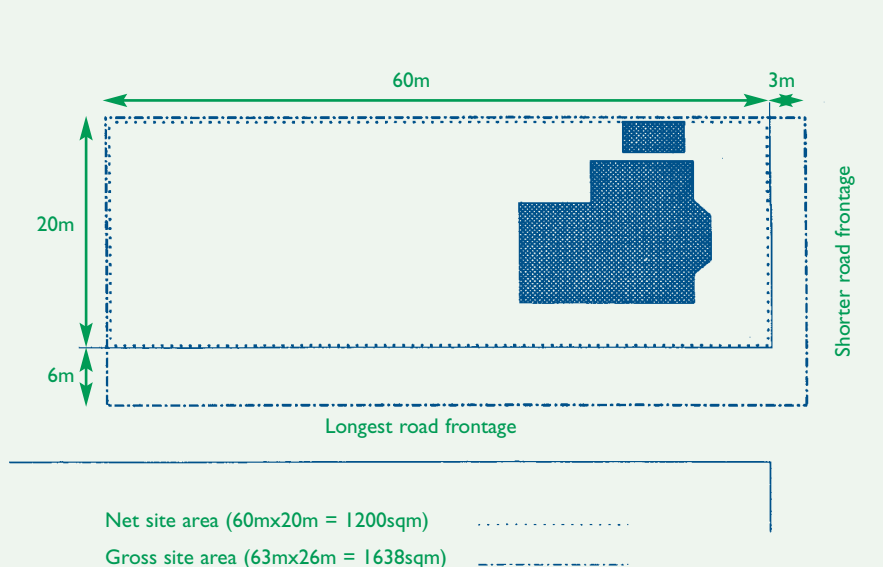
- 16.9 Density is calculated on the basis of the number of habitable rooms per hectare:

$$\text{Density (hrh)} = \frac{\text{number of habitable rooms}}{\text{gross site area in hectares}}$$

**Habitable rooms:** include all separate living rooms and bedrooms, plus kitchens with a floor area of 13 square metres or more. Bathrooms, toilets, closets, landings, halls, lobbies and recesses will be excluded.

**Site area:** includes half the width of any adjoining road (public or private) up to a maximum of 6m. Where a site is bounded on two or more sides by roads, a quarter of the width (up to a maximum of 3m) on the second and subsequent roads will also be included in the site area. The main

frontage will be taken to be the longest one, unless this is bounded by a road less than 12m wide. Private roads and private open spaces and land associated with a development will be included as part of the site. Adjacent open space, canals and railways will be excluded.



### 3 DS3: Provision of play areas standard

- 16.10 This development standard particularly relates to the implementation of policy LC7 to which reference should be made.
- 16.11 In circumstances where the scale or nature of a proposed development may bring about a need for dedicated play facilities for children, such as in large residential schemes (15 units or more) with a high proportion of family-sized units or retail schemes of 1,000 sq. m. or more, the Council will require an appropriate level of play provision in line with policies LC7 and RE6. Council policy aims to ensure that these requisite facilities are designed to be safe, carefully sited within the development and fully accessible to the children and carers who will use them.
- 16.12 Outdoor play space within large residential schemes should be provided in terms of a formal, equipped playground or as part of an informal area (where possible to the National Playing Fields Association (NPFA) recommended minimum of 0.2-0.3 ha and 0.4-0.5 ha respectively). Large retail schemes, or other buildings with public access, may consider locating play areas indoors; where outdoor provision is anticipated, the NPFA recommend minimum standards will apply. The emphasis should be on promoting a safe, secure and supervised environment as children are unlikely to always restrict their play to designated areas.

- 16.13 The planning of internal play space should be based on the potential number of children and carers that may use the facility. A large retail store or hospital waiting room, for example, might cater for many children at any one time, while a small shop or doctor's surgery may only have to deal with one or two children. Consideration should be given to the needs of children with disabilities who may require more space and appropriate play equipment. Provision for carers should be within viewing distance of the play area so as to ensure ease of supervision.

## 4 **DS4: Publicly accessible open space standard**

- 16.14 This development standard sets out the desired level of open space provision by type and location. It will be used in relation to proposed changes in open space provision, both the protection of existing open space (see policy EN48) and proposed new provision (see policy EN53), for example, in relation to large-scale residential developments.
- 16.15 Table B from PPG17 – Sport and Recreation (1991) (which also appears as table 7.1 in RPG3) is reproduced overleaf.

Type and Main Function	Approx. size and distance from home	Characteristics
<i>Regional parks and open spaces</i> Linked Metropolitan Open Land and Green Belt Corridors. Weekend and occasional visits by car or public transport	400 hectares 3.2 - 8km	Large areas and corridors of natural heathland, downland, commons, woodlands and parkland also including areas not publicly accessible but which contribute to the overall environmental amenity. Primarily providing for informal recreation with some non-intensive action recreation uses. Car parking at key locations.*
<i>Metropolitan parks</i> Weekend and occasional visits by car or public transport	60 hectares 3.2km or more where the park is appreciably larger	Either i) Natural heathland, downland, commons, woodlands etc. or ii) informal parks providing for both active and passive recreation. May contain playing fields, but at least 40 hectares for other pursuits. Adequate car parking.*
<i>District parks</i> Weekend and occasional visits by foot, cycle, car and short bus trips	20 hectares 1.2km	Landscape setting with a variety of natural features providing for a wide range of activities, including outdoor sports facilities and playing fields, children's play for different age groups, and informal recreation pursuits. Should provide some car parking.*
<i>Local Parks</i> For pedestrian visitors	2 hectares 0.4km	Providing for court games, children's play, sitting-out areas, nature conservation, landscaped environment; and playing fields if the parks are large enough.
<i>Small local parks and open spaces</i> Pedestrian visits, especially by old people and children; particularly valuable in high density areas	2 hectares 0.4km	Gardens, sitting-out areas, children's playgrounds or other areas of a specialist nature, including nature conservation areas.
<i>Linear open spaces</i> Pedestrian visits	Variable Wherever feasible	Canal towpaths, paths, disused railways and other routes which provide opportunities for informal recreation, including nature conservation. Often characterised by features or attractive areas which are not fully accessible to the public but contribute to the enjoyment of the space.

SOURCE: Greater London Development Plan, as amended by London Planning Advisory Committee in 1988.

\* See paragraph 4.99 in chapter 4. The Council has not adopted the elements of this table which cover car parking at larger parks.

## 5 DS5: Visual privacy and overlooking standards

- 16.16 This development standard particularly relates to the implementation of policies HG12 and EN19 to which reference should be made.
- 16.17 In order to ensure privacy, there should normally be a minimum distance of 18m between the windows of habitable rooms of different units which directly face each other. This minimum requirement will be the distance between the two closest points on each building (including balconies) and will only be applied to proposals for new build housing. It will be applied flexibly in situations where infill redevelopment takes place on former housing sites (for example, within an existing housing terrace). New housing developments which only just meet the minimum requirement may have future permitted development rights withdrawn by condition if the likelihood of overlooking would be increased as a result (for example, in respect of extensions).
- 16.18 While overlooking is very much a function of distance, it is also affected by the vertical levels of onlooker and subject, as well as the horizontal angle of view. It may be further influenced by external screening and by various aspects of building design. Overlooking from the public highway and from neighbouring private gardens and parking areas will also be considered. Extensions and alterations to existing residential properties will be assessed on their own merits. Roof terraces and balconies, in particular, should not result in unacceptable disturbance to the privacy of neighbouring habitable rooms and/or any garden space which is in separate occupation. Further guidance is given in Supplementary Planning Guidance.

## 6 DS6: Noise and vibration standards

- 16.19 This development standard particularly relates to the implementation of policies EN5 and EN6 to which reference should be made. Its purpose is to indicate circumstances in which planning permission may be refused or acoustic measures may be required by planning condition.
- 16.20 In setting these standards, the Council has had regard to the Planning Policy Guidance Note 24: Planning and Noise (September 1994). For residential development near a source of noise, PPG24 sets out a range of noise levels from different transport-related noise sources for four Noise Exposure Categories. Local Planning Authorities are to determine into which of the four Noise Exposure Categories a proposed site falls and then have regard to the advice in the PPG for that Category. The Council's standards, outlined below, set out the trigger levels within the Noise Exposure



Categories at which the Council will expect developers to take appropriate action to ensure an adequate level of protection against noise.

- 16.21 Guidance on design solutions that can be employed to minimise noise and on methods of measuring noise levels (and definitions) can be found in Supplementary Planning Guidance.

## Measurement

- 16.22 Noise can be measured in many different ways. The most frequently used method is in decibels (dB). However, in order to relate the measurement of noise to the human ear's response to it, it has become common practice to use the unit dB(A) which is a noise "scale" which more closely represents the human response. The Council has adopted environmental noise standards which are detailed below. Within the standards the following terms are used:

*LA90,T* This is the "A weighted" level of noise exceeded for 90% of a time period (referred to as 'T') under consideration and is usually used to assess background noise.

*LAeq,T* This is the equivalent continuous sound level – the sound level of a steady sound having the same energy as a fluctuating sound over the period 'T'.

- 16.23 Unless otherwise stated, all noise levels are taken to be measured and/or predicted one metre from noise sensitive facades. Facade levels are assumed to be 3dB(A) higher than the "free field" levels obtained when noise levels are measured away from buildings. Free field values should be corrected by the addition of 3dB to derive approximate facade values.

## Sites adjoining railways and roads

- 16.24 Where measured or predicted noise levels one metre from the facade of a proposed noise sensitive building (that is, residential properties or particular uses such as schools or hospitals) exceed the following standards, developers should introduce measures such as acoustic secondary glazing in combination with acoustic ventilation, to reduce the internal impact of this external noise.

Period	Time	Sites adjoining railways	Sites adjoining roads
Day	0700 - 1900	65 dB LAeq,12h	62 dB LAeq,12h
Evening	1900 - 2300	60 dB LAeq,4h	57 dB LAeq,4h
Night	2300 - 0700	55 dB LAeq,1h	52 dB LAeq,1h

- 16.25 Where noise levels on the site (free-field level) exceed the levels set out below, planning permission should normally be refused for development involving residential units.

Period	Time	Sites adjoining railways	Sites adjoining roads
Day	0700-1900	74 dB Laeq,12h	72 dB Laeq,12h
Evening	1900-2300	74 dB Laeq,4h	72 dB Laeq,4h
Night	2300-0700	66 dB Laeq,8h	66 dB Laeq,8h

- 16.26 There are three time periods in the standard, rather than the two time periods in PPG24, because of the considerable density of the rail and road network and the wide range of tourism and entertainment facilities in the Borough. These factors combine to make the area particularly susceptible to road and rail noise during the evening period, when local residents are entitled to expect reasonable peace and quiet in their own homes.

### New industrial developments

- 16.27 The Council considers that for new developments involving noisy plant/equipment or other uses, design measures should be taken to ensure that noise levels predicted at a point one metre external to sensitive facades are at least 5dB(A) less than the existing background measurement (LA90) when the equipment is in operation. Where it is anticipated that equipment will have a noise that has a distinguishable, discrete continuous note (whine, hiss, screech, hum) and/or if there are distinct impulses in the noise (bangs, clicks, clatters, thumps), special attention should be given to reducing the noise levels at any sensitive facade by at least 10dB(A) below the LA90 level.

### Sites adjoining places of entertainment

- 16.28 The Council would expect the developer to ensure that noise as a result of entertainment taking place within the development, particularly entertainment involving amplified music, does not cause a disturbance to occupants of adjacent dwellings either within or outside the development.
- 16.29 Where it is anticipated that, as a result of a development providing entertainment, there will be an increase in the existing LAeq,15 minutes within nearby residential units compared with the value when no entertainment is taking place, special attention should be given to acoustic measures to reduce the impact. Developers should also consider suitable acoustic measures if it is predicted that between the hours of 2300 and 0700 hours there is any increase in noise audible at adjacent noise sensitive facades as a result of entertainment in the development.

## Sites which may be affected by vibration

- 16.30 To protect residents from unacceptable vibration as a result of new development, particularly those which result in dwellings being situated adjacent to major roads and railways, the following **internal** Vibration Dose Values (VDV) should not be exceeded (taken from BS 6472:1992):

Place	Vibration Levels (VDV ms <sup>-1.75</sup> )
<i>Critical area</i> (e.g. hospital operating theatre)	0.1
<i>Residential (day)</i>	0.2 to 0.4
<i>Residential (night)</i>	0.13
<i>Office</i>	0.4
<i>Workshops</i>	0.8

- 16.31 If it is predicted that these levels will be exceeded, the developer should introduce measures to reduce levels to within these standards at the design stage.
- 16.32 Where dwellings may be affected by ground-borne regenerated noise internally from, for example, railways or underground trains within tunnels, noise levels within the rooms should not be greater than 35dB(A)max.

## Ventilation ducts and air handling equipment

- 16.33 The following standard applies to all air-cooling, heating, ventilation, extraction and conditioning systems and to any ancillary plant, ducting and equipment which would have an impact on the external environment. The Council seeks to ensure that noise level output from all such systems does not increase existing ambient noise levels, in order to protect existing levels and prevent “creep” (a rise in background noise levels). This may require close co-operation between an environmental or air handling engineer and the architect to agree an acceptable design solution for the particular premises and uses for which the system is designed.
- 16.34 The Council considers that for new developments involving noisy plant/equipment or other uses, design measures should be taken to ensure that noise levels predicted at a point one metre external to sensitive facades are at least 5dB(A) less than the existing background measurement (LA90) when the equipment is in operation. Where it is anticipated that equipment will have a noise that has a distinguishable, discrete continuous note (whine, hiss, screech, hum) and/or if there are distinct impulses in the noise (bangs, clicks, clatters, thumps), special attention should be given to reducing the noise levels from plant and equipment at any sensitive facade to at least 10dB(A) below the LA90 level.

## Noise sensitive activities

- 16.35 For particularly sensitive uses such as schools and hospitals, an internal day-time standard of 40 dB(A) LAeq,T (during period of use) should be achieved. For hospital wards at night time, an internal level of 35 dB(A) LAeq,I is sought.

## Standards related to specific land uses

- 16.36 Developers should aim to achieve the predicted noise levels indicated below in respect of the following activities:

General offices (internal).	45dB(A) LAeq,1h.
Parks and open spaces.	LA.10 55dB(A) during period of use.

## 7 DS7: Cycling standards

- 16.37 This development standard particularly relates to the implementation of policy TR22 to which reference should be made. Design standards are set to promote cycling by the provision of safe, comfortable and convenient facilities.

Feature	Minimum	Preferred	Comments
<i>Cycle Lane Width</i>			
a with flow	1.0m	1.5m	
b contra-flow	1.5m	2.0m	
<i>Cycle Gap Width</i>		0.75m	
<i>Segregated Track Width</i>			
a one way	1.0m	1.5m	There should be at least 0.5m clear on either side of the track.
b two way	1.5m	3.0m	
<i>Radius of Curvature</i>	6.0m		
<i>Sight Lines at Junctions (x dimension)</i>			See also note below.
<i>Secondary &amp; Local Distributor Roads</i>	9.0m		Require "Give Way" signs (Diag 602 TSR).

<i>Local Access Collectors</i>	4.5m	9.0m	Require “Stop Signs” (Diag 601.1 TSR) and Council approval.
<i>Local Access Way</i>	2.4m	4.5m	
<i>Visibility on Bends</i>	20m		
<i>Crossfall</i>	2.5%		
<i>Gradient</i>			A normal maximum gradient of 3% should be provided. A 5% gradient may be acceptable for short distances up to 60m. Exceptionally, a 7% may be acceptable for short distances up to 30m.
<i>Lighting</i>			Group B standard with additional lighting at junctions.

Note: Because of cyclists’ lower approach speeds, reduced visibility splays at junctions may be applied.

## Minimum width of segregated shared-use facilities

16.38 The following standards will apply:

<b>Footway/ Footpath</b>	<b>Cycleway</b>	<b>Total</b>	<b>Comment</b>
1.5m	1.5m	3.0m	Where site is open on both sides.
1.75m	1.5m	3.25m	Where one side of the footway or footpath is bounded by wall/bushes.
1.5m	1.75m	3.25m	Where the cycleway side is bounded by wall/bushes.
1.75m	1.75m	3.5m	Where both sides are bounded by wall/bushes.

## 8 DS8: Car parking, servicing, taxi, coach and cycle parking standards

- 16.39 This development standard particularly relates to the implementation of policies TR12, TR16, TR17 and TR18 to which reference should be made. Reference should also be made to policy SH13 which includes consideration of disabled parking provision in retail schemes.
- 16.40 The standards are as set out in the annex. In line with the policies in chapter 5, the parking standards, and the servicing and cycle parking standards that follow, aim to deter unnecessary car use, cater for essential service vehicles, and promote the use of bicycles.

### Car parking: Interpretation

<i>Central London Area</i>	The Central London Area broadly coincides with the Central Statistical Area and is illustrated on the Proposals Map.
<i>Mixed land uses</i>	In the case of a mixed use development, the standards should be applied to each land use. However, dual use of parking spaces will be encouraged where practical.
<i>Groups of single units</i>	Where groups of single business units within the same Use Class Order are provided, communal servicing areas based on the combined gross floor area (GFA) should be provided.
<i>Development size</i>	Standards defined in terms of GFA are based on the size of the whole development, not just the size of the individual unit. Thus, off-street car parking, servicing, or cycle parking may be required where a small unit (under 500m <sup>2</sup> GFA) forms part of a larger development.
<i>Operational parking</i>	That which is required to service the proposed development and to provide parking facilities for essential staff. It does not include non-essential commuter parking or customer parking.
<i>Service vehicles</i>	Vans, lorries and other commercial vehicles which provide the servicing component of operational parking.
<i>Cycle parking</i>	Cycle parking is defined in terms of spaces each of which can accommodate one bicycle. Where cycle stands are used, the number of spaces will be calculated on the basis of the design capacity of the particular type of stand proposed.

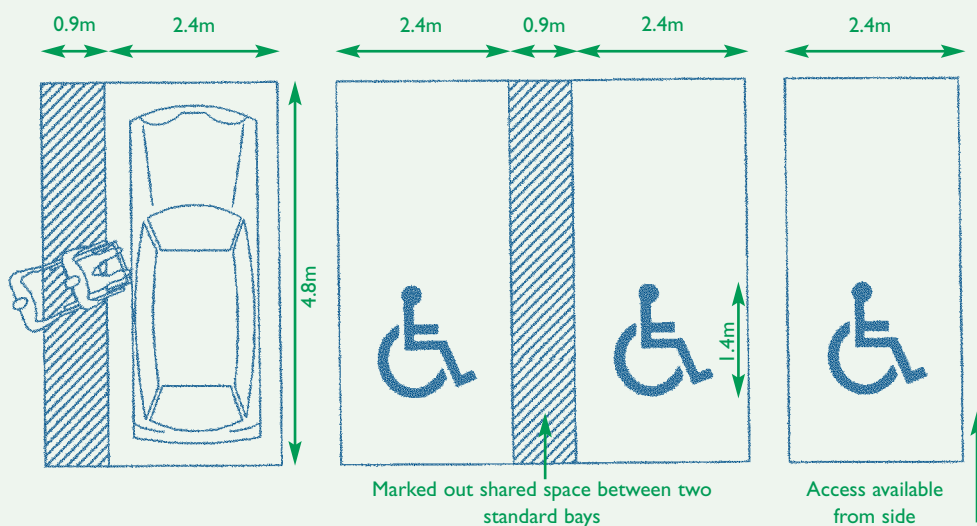
## Car parking numbers and space dimensions

**Number of bays** The standards for each Use Class are shown in the annex at the end of this chapter.

**Bay size** Standard bays: 2.4m x 4.8m  
Disabled persons bays: 3.3m x 4.8

**Number of disabled persons bays** The number of bays capable of use as disabled persons bays (that is, with dimensions 3.3m x 4.8m) should be:

- Each bay, where 3 or fewer bays are provided and site constraints allow.
- A minimum of 3 bays and additional bays at a rate of 5% of the total number of operational spaces where more than 3 operational bays are provided.



\* Dedicated disabled persons bays should be designated with appropriate markings and signs.

**Position of disabled bays** Disabled bays should be located as close as possible to pedestrian entrances and passenger lifts. There must be no obstruction – such as a raised kerb or heavy doors – between these bays and the points of access.

**Aisle width** 90° parking: minimum width of 6.0m  
60° parking: minimum width of 4.2m  
45° parking: Minimum width of 3.6m

Angled parking can only be provided where aisles are one-way.

<i>Controlled access</i>	Where access to a site is controlled by traffic signals, barriers etc, space must be provided within the curtilage of the site to ensure that queuing vehicles do not obstruct pedestrian and vehicle movement on the public highway.
<i>Car lifts</i>	Adequate space must be provided off the highway for vehicles to queue. In addition, space must be provided at the top and bottom of the lift to enable a vehicle on the lift to pass a vehicle waiting to use it.

## Ramps to parking areas

<i>Gradient</i>	Gradients must not be steeper than 14% (1:7) and, wherever possible, should be less than 10% (1:10).
<i>Level standing</i>	Where a ramp joins the public highway, a level area 6.0m in length, measured from the back of the footway, must be provided where the ramp joins the public highway.
<i>Headroom</i>	Minimum of 2.5m (suitable for light vehicles only).
<i>Width (1 way ramp)</i>	Minimum width of 2.5m (suitable for light vehicles only), plus a 300mm wide x 100mm high (minimum) kerb on either side.
<i>Curved ramps</i>	The minimum width at maximum radius should be 3.5m between kerbs, and the minimum outside kerb radius should be 9.0m. Minimum width of 2 x 2.5m lanes (suitable for light vehicles only), plus a 2-way 300mm wide x 100mm high (minimum) kerb on either side. For curved ramps, the up and down lanes must be separated by a 500mm wide x 100mm high kerb (minimum).
<i>Straight ramps</i>	For straight ramps, wherever possible the up and down lanes should also be separated by a 300mm wide x 100mm high kerb (minimum).



## 9 DS9: Servicing standards

16.41 This development standard particularly relates to the implementation of policy TR23 to which reference should be made. The following standards will apply:

### Servicing: Interpretation

<i>Groups of single units</i>	Where groups of single commercial units within the same Use Class are provided, communal servicing areas, based on the combined gross floor area, should be provided.
<i>Development size</i>	Standards defined in terms of development size are based on the size of the <b>whole</b> development not just the size of the individual unit. Thus, off-street servicing may be required where a small unit (under 500sqm GFA) forms part of a larger development.

### Servicing standards

<i>Number of bays</i>	The standards for each Use Class are shown in the annex at the end of this chapter.
<i>Turning areas</i>	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.
<i>Swept paths</i>	Applicants should provide evidence of swept paths on submitted drawings.
<i>Demarcation</i>	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.
<i>Access roads</i>	Internal access roads servicing industrial and commercial premises require a minimum carriageway width of 6.0m, plus a 1.8m minimum footway on either side.
<i>Safety margins</i>	Where, over short lengths, a footway cannot be provided and there is no pedestrian activity, a safety margin with a minimum width of 0.5m must be provided on either side of the carriageway.

<i>Gradient</i>	Gradients on ramps should not be steeper than 10% (1:10).
<i>Headroom</i>	A vertical clearance of 3.5m must be provided for light and medium goods vehicles.
<i>Refuse collection</i>	Maximum collection distances: Bins/Sacks: 25m Paladins: 10m
<i>Other information</i>	The Freight Transport Association's "Designing for Deliveries" (1983) provides additional design information for service vehicles and service areas.

## 10 DSI0: Cycle parking standards

16.42 This development standard particularly relates to the implementation of policy TR22 to which reference should be made. The following standards will apply:

### Cycle parking: Interpretation

*Spaces and stands* To allow flexibility in design, cycle parking for employees is specified in terms of spaces, each of which can accommodate one bicycle. However, parking for visitors should normally be provided using cycle stands, each of which can accommodate two bicycles.

*Development size* Standards defined in terms of development size are based on the size of the whole development not just the size of the individual unit. Thus, cycle parking may be required where a small unit (under 500sqm GFA) forms part of a larger development.

### Cycle parking: Standards

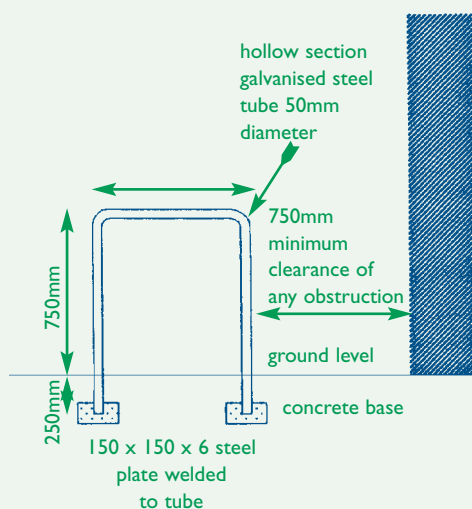
*Number of spaces* The standards for each Use Class are shown in the annex at the end of this chapter.

*Location* Parking for employees should be provided either within the building, or outside the building but within the curtilage of the site. Parking for visitors should be provided within the curtilage of the site and immediately adjacent to the entrance.

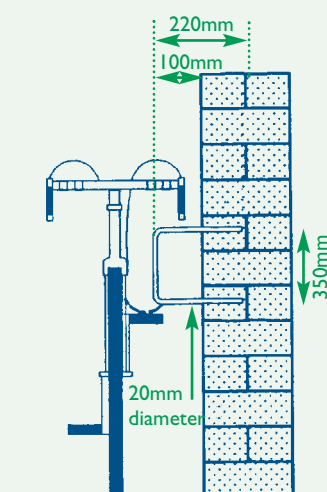
<b>Stands</b>	Should be positioned out of the line of pedestrian movement, but where frequent surveillance is possible, and should be protected from the weather where bicycles will be parked for long periods. The location of public cycle stands should be clearly signed.
<b>Spacing</b>	A minimum 1.0m gap should be provided between adjacent stands and a clearance of 0.75m between end stands and any obstruction.
<b>Design</b>	“Sheffield” parking stands with a thermoplastic finish are preferred as they provide satisfactory security for all types of bicycle. A Sheffield stand provides parking space for 2 bicycles. Stands which grip the wheel should not be provided (see figure below).

## Cycle parking stands

Sheffield stand



Wall stand



<b>Visitor parking</b>	Cycle stands should be provided for visitor parking. Where space is limited, wall-mounted cycle parking bars provide an acceptable alternative.
<b>Employee parking</b>	In addition to cycle stands, cycle cages and other innovative designs will be considered for employee parking.

## Annex to DS8, DS9 and DS10

### Standards for number of parking bays

(Car/van parking, servicing and cycle parking)

#### AI Shops

Vehicle Type	Standard
<i>Cars</i>	<p>Central London Area: maximum of 1 space per 1,000-1,500m<sup>2</sup> GFA.</p> <p>Rest of Borough: maximum of 1 space per 600-1,000m<sup>2</sup> GFA.</p> <p>Where additional customer parking is justified under policy SH13, the maximum standard is 1 space per 25m<sup>2</sup> GFA, with 5% of this designated and designed for disabled drivers.</p>
<i>Taxis</i>	1 taxi picking up/dropping off bay per 1,000m <sup>2</sup> GFA
<i>Service vehicles</i>	<p>For developments of less than 500m<sup>2</sup> GFA, provision is to be agreed on a case-by-case basis. No on-site provision may be necessary where site highway conditions are acceptable.</p> <p>For developments of more than 500m<sup>2</sup> GFA, a minimum of one 3.5m x 16.5m bay within the curtilage of the site should be provided, and sufficient additional space to cater for the maximum expected accumulation and size of service vehicles</p>
<i>Cycles</i>	<p>For developments of less than 500m<sup>2</sup> GFA, a minimum of two spaces should be provided if practicable.</p> <p>For developments of more than 500m<sup>2</sup> GFA, 1 space per every additional 500m<sup>2</sup> GFA or part thereof should be provided.</p>

## A2 Financial and professional services

### BI Business

Vehicle Type	Standard
<i>Cars</i>	<p>Central London Area: maximum of 1 space per 1,000-1,500m<sup>2</sup> GFA.</p> <p>Rest of Borough: maximum of 1 space per 600-1,000m<sup>2</sup> GFA. Parking should be kept to the operational minimum but, where provided, the first space shall be designed to accommodate disabled drivers, and 5% of any additional spaces shall be both designed and designated for disabled drivers.</p>
<i>Service vehicles</i>	<p>For developments of less than 500m<sup>2</sup> GFA, provision is to be agreed on a case-by-case basis. No on-site provision may be necessary where site and highway conditions are acceptable.</p> <p>For developments of more than 500m<sup>2</sup> GFA, a minimum of one 3.5m x 8m bay within the curtilage of the site should be provided, and sufficient additional space to cater for the maximum expected accumulation and size of service vehicles.</p>
<i>Cycles</i>	<p>For developments of less than 500m<sup>2</sup> GFA, 1 space.</p> <p>For developments of more than 500m<sup>2</sup> GFA, 1 space should be provided per every additional 500m<sup>2</sup> GFA or part thereof.</p>

## A3 Food and drink

Vehicle Type	Standard
<i>Cars</i>	<p>Central London Area: maximum of 1 space per 1,000-1,500m<sup>2</sup> GFA.</p> <p>Rest of Borough: maximum of 1 space per 600-1,000m<sup>2</sup> GFA.</p> <p>Customer car parking is not normally permitted.</p>
<i>Service vehicles</i>	<p>For developments of less than 500m<sup>2</sup> GFA, provision is to be agreed on a case-by-case basis. No on-site provision may be necessary where site and highway conditions are acceptable.</p> <p>For developments of more than 500m<sup>2</sup> GFA, a minimum of one 3.5m x 8m bay within the curtilage of the site should be provided, and sufficient additional space to cater for the maximum expected accumulation and size of service vehicles.</p>
<i>Cycles</i>	Minimum of 2 cycle spaces.

## B1 Business (see A2 Financial and professional services)

### B2 and B8 General industrial and storage and distribution

Vehicle Type	Standard
<i>Cars</i>	Central London Area: maximum of 1 space per 1,000-1,500m <sup>2</sup> GFA. Rest of Borough: maximum of 1 space per 600-1,000m <sup>2</sup> GFA.
<i>Service vehicles</i>	A minimum of one 3.5m x 16.5m bay within the curtilage of the site, and sufficient additional space to cater for the maximum expected accumulation and size of service vehicles.
<i>Cycles</i>	Minimum of 1 cycle space per 350m <sup>2</sup> GFA or part thereof.

### CI Hotels

Vehicle Type	Standard
<i>Cars</i>	A maximum of 1 space per 20 bedrooms in the Central London Area, and 1 space per 10 bedrooms in the rest of the Borough. At least 5% of these spaces are to be designed and designated for use by disabled drivers.
<i>Coaches</i>	Minimum of 1 off-street coach parking bay per 100 bedrooms or part thereof in the Central London Area, and 1 off-street coach parking bay per 50 bedrooms in the rest of the Borough.
<i>Taxis</i>	Minimum of 1 taxi dropping off bay within the curtilage of the site per 50 bedrooms or part thereof.
<i>Service vehicles</i>	For hotels with less than 20 bedrooms, provision is to be agreed on a case-by-case basis. No on-site provision may be necessary where site and highway conditions are acceptable. For hotels with more than 20 bedrooms, sufficient space should be provided to cater for the maximum expected accumulation and size of service vehicles.
<i>Cycles</i>	Minimum of 1 cycle space per 20 bedrooms or part thereof.

## Sui generis hostels

Vehicle Type	Standard
<i>Cars/vans</i>	<p>Central London Area: not normally required.</p> <p>Rest of Borough: off-street parking within the curtilage of the site to cater for demand.</p>
<i>Service vehicles</i>	<p>On-street loading may be acceptable, depending on site constraints and conditions on the highway. Suitable arrangements must be discussed with the Council's Traffic Management Team at the pre-application stage.</p>
<i>Cycles</i>	<p>Minimum of 1 cycle stand per 20 units. Where cycle use by residents is likely to be high, additional cycle stands will be required.</p>

## C2 Residential institutions

Vehicle Type	Standard
<i>Cars/Vans</i>	<p>Operational: The level of operational parking will be assessed against the following criteria:</p> <ul style="list-style-type: none"> <li>• unsocial hours worked;</li> <li>• provision for disabled drivers;</li> <li>• other essential needs integral to the land use.</li> </ul> <p>Resident: Parking to cater for anticipated demand</p> <p>Visitor: Some visitor parking may be justified for certain types of C2 use. Each application will be considered on its merits.</p>
<i>Service vehicles</i>	<p>Off-street space to cater for maximum accumulation and vehicle size. Suitable arrangements must be discussed with the Council's Traffic Management Team at the pre-application stage.</p>
<i>Cycles</i>	<p>Minimum of 1 cycle space per 450m<sup>2</sup> GFA.</p>

## C3 Residential development (dwelling houses)

Vehicle Type	Standard
<i>Cars</i>	<p>In the Central London Area, provision should be made at between 0.5 and 1 space per unit. A lower provision may be acceptable where the development is for a type of housing characterised by low car ownership, or where it is not physically practical to apply the minimum standard.</p> <p>In the rest of the Borough, a minimum of 0.7 spaces per unit should be provided for dwellings with one bedroom, and 1 space per unit for dwellings with 2 or more bedrooms. A provision as low as 50% of this may be acceptable and, in considering a lowering standard, the Council will take into account the following factors:</p> <ul style="list-style-type: none"> <li>• whether the development proposes a type of housing which is characterised by low car ownership;</li> <li>• whether the site's level of public transport accessibility is high; and</li> <li>• whether the proposal is in an area with heavily parked streets (identified in Appendix TR4).</li> </ul> <p>For wheelchair accessible housing, a minimum of 1 space per unit should be provided.</p> <p>For sheltered housing, a minimum of 1 space per 4 units should be provided, with additional visitor parking at the rate of 1 space per 10 units.</p> <p>Special needs housing will be considered under the parking standards for sui generis Hostels or C2 Residential Institutions, depending on the particular type of special need housing proposed.</p>
<i>Cycles</i>	<p>One communal cycle space per 20 units or part thereof should be provided and individual dwellings should be designed to incorporate bicycle storage space.</p>



## DI Non-residential institutions

Vehicle Type	Standard
<i>Cars</i>	<p>Central London Area: maximum of 1 space per 1,000-1,500m<sup>2</sup> GFA.</p> <p>Rest of Borough: maximum of 1 space per 600-1,000m<sup>2</sup> GFA.</p> <p>Any parking provision should be kept to the operational minimum. Where parking is provided, at least one space should be designed for use by disabled drivers and at least 5% of any additional spaces shall be designed and designated for such use.</p>
<i>Service vehicles</i>	Sufficient space should be provided to cater for the maximum expected accumulation and size of service vehicles.
<i>Cycles</i>	Minimum of 1 cycle space per 700m <sup>2</sup> GFA.

## D2 Assembly and leisure

Vehicle Type	Standard
<i>Cars</i>	<p>Central London Area: maximum of 1 space per 1,000-1,500m<sup>2</sup> GFA.</p> <p>Rest of Borough: maximum of 1 space per 600-1,000m<sup>2</sup> GFA.</p> <p>Any parking provision should be kept to the operational minimum. Where parking is provided, at least one space should be designed for use by disabled drivers and at least 5% of any additional spaces shall be designed and designated for such use.</p>
<i>Service vehicles</i>	Sufficient space should be provided to cater for the maximum expected accumulation and size of service vehicles.
<i>Cycles</i>	Minimum of 1 cycle space per 300m <sup>2</sup> GFA

# 17 Proposals schedules

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# 17 Proposals schedules

## I Introduction

- 17.1 The Council will continually monitor and update the proposal schedules, and, where possible, identify new development opportunities (giving due consideration to development constraints). Where appropriate, the Council will prepare (and consult on) planning briefs. All development decisions will be guided by the Plan's policies and development standards.
- 17.2 Designated open spaces are shown on the Proposals Map with further information given in Appendix EN3 of chapter 4.
- 17.3 With the exception of some transport schemes (see Schedule of Transport Proposals), all proposals are shown on the Proposals Map. In addition, the schedule of classified roads in Camden and a list of congested underground stations are given in appendices TR6 and TR3 in chapter 5.
- 17.4 Site areas are given for guidance only, they should not be taken as definitive measurements.

## 2 Land use proposals

- 17.5 The Schedule of Land Use Proposals is intended to provide clear guidance on uses which the Council wishes to see established on major development sites within the Borough. In respect of each site, the schedule identifies:
- location;
  - size;
  - ownership;
  - preferred use(s); and
  - known constraints and relevant planning history.
- Information in the schedule reflects the situation at the time of publication.
- 17.6 The threshold for sites is 500sqm and above, representing those sites considered to be significant in an inner urban context. Several below this threshold have been included because of their strategic importance. The schedule is not an exhaustive list of sites. Any development proposals that are received for sites not included in the schedule will be considered on their merits, in the light of UDP policies.

- 17.7 Where a site is considered to be particularly suitable for light industry (Class B1c), this has been indicated (\*) on the Schedule. For sites within Archaeological Priority Areas see policies EN41 and EN42 in chapter 4. Sites identified in the Proposals Schedule are also designated on the Proposals Map.
- 17.8 A number of sites in the Schedule are designated for residential use or mixed use including residential. Reference should be made to policies HG5 and HG11 in chapter 6. These policies seek the provision of affordable housing on appropriate sites.
- LUI Suitable sites for particular development needs of the Borough are identified as such in the Schedule of Land Use Proposals and shown on the Proposals Map. In determining applications for planning permission on these sites, the Council will have regard to the allocations and proposals in the Schedules, and may refuse permission for schemes which do not contain the specified use or uses. Any proposals for these, or for other sites listed separately in the Schedule where more general guidance is given as to the form development may take, whether or not they include alternative or additional uses, will also be considered having regard to UDP policies and standards, and in the light of any other material planning considerations, including current planning briefs or position statements.
- 17.9 Planning briefs, position statements and other statements indicating the Council's preferred uses for the development or redevelopment of sites and premises are important material consideration to be taken into account in determining applications for planning permission. They will tend to have more weight if they have been subject to public consultation.
- 17.10 The Proposals Schedules relate to sites or areas within the Borough where there are current proposals (for example, for rail safeguarding) or, in the case of the Schedule of Land Use Proposals, to sites which are essential to fulfilling the Plan's strategy, or which need to be brought forward in the form of clear allocations to meet identified development needs or which the Council wishes to target for urgent treatment within the lifetime of the UDP. A separate schedule has been prepared giving guidance on preferred uses for individual sites where development opportunities are anticipated over the Plan period. An example would include the identification of B1 (business use) sites that are considered particularly suitable for B1c (light industry). In some cases, the term "mixed use" has been used. Where the appropriate mix of uses has not been defined, the Council would normally seek the inclusion of priority residential uses (within Class C2 or C3) or supporting services such as social and community uses and open space within any proposals for redevelopment. Although the identified uses are an expression of the uses the Council would like to see developed on a particular site, they generally reflect policies and standards contained in the Plan, allowing consideration, where appropriate, of any other material considerations. In many instances, therefore, proposals that are not in accordance with the preferred uses may be subject to refusal on policy grounds.

- 17.11 In appropriate circumstances, planning briefs may be produced to assist the development process by providing clear guidance on the interpretation of policies and standards as they relate to a particular site. Part of this process includes identifying constraints and opportunities and setting out guidance on what is considered necessary to achieve a satisfactory development of the site. Planning briefs are considered to have the status of supplementary planning guidance. They are intended to provide further guidance to developers and the community on the development of key sites and enable prospective developers to gauge a site's development potential more accurately. Planning briefs will occasionally be prepared in order to stimulate interest in the regeneration of under-used sites and buildings, including sites within the Council's ownership. A list of sites with current planning briefs or sites where it is the Council's intention to prepare or review briefs is given in Supplementary Planning Guidance. The Council will prepare such briefs in consultation with the local community. In addition, the Council is committed (so far as is reasonable and practicable) to consulting landowners, adjoining owner/occupiers and other parties with an interest in the land (where known) when preparing planning briefs.

### 3 Transport proposals

- 17.12 The Schedule of Transport Proposals contains major transport proposals affecting the Borough over the next ten years. Each could have a significant effect on travel patterns and location of activities. Some will have substantial environmental and land use impact. The Schedule does not contain all programmes of traffic management schemes which are listed in the Interim Transport Plan (to become the Local Implementation Plan with the setting up of the Greater London Authority).

## Schedule of Land Use Proposals: Designated Sites

Site No	Address	Site area (sqm)	Current Use	Designated use	Ownership	Comment
1	Whittington Hospital, Highgate Wing, Dartmouth Park Hill	17,482	Ancillary hospital use	Residential	Public	Highgate Village Planning permission 06/09/00 (ref: signed).
2	107-119 Hampstead Road	1,002	Part vacant site, some remaining units occupied by retail & residential uses.	Residential	Private	111-113 Hampstead Road Planning permission 17/04/98 (extended) to redevelop site comprising A1 & B1 units granted on 23/04/98 scheme.
3	Hawley Wharf, off Haven Street	4,676	Weekend market, B1	Mixed use with residential, B1 (*) and retail	Public	Regent's Canal Regent's Canal permission (ref: ) for retention of existing boundary & e brief being prepared.
4	56 Hemstal Road	607	Temporary demountable housing	Residential	LB Camden	Permission granted for buildings to remain. Archaeological work required.

5	UCLH Obstetrics Site, Huntley Street	2,177	Hospital	Residential (part affordable housing)	Private	Surplus NHS of a package to provide fun hospital redeve Road, Gower and Tottenham affordable ho identifies this amount of aff will be 25% o residential ele surplus sites surplus sites Guidance Site
6	Suffolk Wharf, Jamestown Road	3,854	Depot/storage	Mixed use with BI(*)	Private	Regent's Cana Regent's Cana adopted 9/2/9 A3 on east of
7	Lawford's Yard, 10-11 Lyme Street and 181 Royal College Street	1,747	Builder's yard	Mixed use, with BI(*) and residential	Private	Planning perm (PE9900614) accommodati Character.
8	Carlow Bakery Site, Carlow Street	722	Derelict building	BI, BI(*)	Private	Camden Town Camden Town for a mixed of loss of emp

9	202-212 Regents Park Road (Roundhouse car park)	7,131	Car park	Mixed use servicing and residential	Public	Camden Town Revised plan Also see site
10	187-199 West End Lane	9,420	B2, retail	B2, retail	Public	
11	146-152 West End Lane	2,841	Vacant offices, flooring company & car parking	B1(*), B2, workshops	Railtrack and Effective Properties Limited	



## Schedule of Land Use Proposals: Guidance Sites

Site No.	Ward	Address	Site Area (sqm)	Current Use	Guidance	Ownership	Comment
12	CH	Buck Street	1,648	Open market	Mixed use with residential, retail and BI(*) workshops	Private	Camden Town Camden Town priority area. other uses in allowed 4/3/9 on 2 floors. (
13	CF	Camden High Street bounded by Parkway, Arlington Road & Inverness St	2,509	Mixed use and part vacant	Mixed use with residential, retail, leisure and BI(*)	Private	Camden Town Camden Town adopted 26/1 of the Plaza C redevelopment BI and C3 is
14	CF	Roundhouse, Chalk Farm Road	2,461	Leisure uses/ events	Leisure	Private	Camden Town Regent's Can building. Plan June 1999.
15	CF	Chalk Farm Road (Camden Lock Place & Stanley Sidings)	13,655	BI and market	Mixed use with BI(*) workshops, leisure, retail	Private/part public	Camden Town Regent's Can to granted pe redevelopment space) and D approval.

16	BY	Middlesex Hospital Annex, Cleveland Street, WCI	3,003	Hospital (outpatients) with ancillary offices	Mixed uses with residential	Private	Surplus NHS of a package (also see Site Area.
17	HN	Cockpit Yard Depot, Cockpit Yard	1,435	Depot	Community / public arts centre, depot	LB Camden	Retention of
18	BY	St Paul's Hospital, Endell Street / 32 Betterton Street	1,255	Hospital	Residential	Private	Archaeological granted in Ju for a mixed and off-site agreement since early 2001.
19	PY	Eton Avenue/ College Crescent	3,118	Theatres and classrooms, some vacant	Education	Private	Planning permission blocks (ref: 9 proposals for continuing m school will be regard to Po permission r
20	SC	321-339 Finchley Road	5,869	Part vacant, residential, retail, commercial	Residential, open space, community, retail, BI (*)	LB Camden	Planning Brie

21	HN	Gough St/ Phoenix Place (Post office site)	11,729	Car park and post office use	Mixed use with residential and post office operation	Public	In addition to the principal of uses may in UDP policy for improvement social and con
22	BF	Grafton Way (Odeon Cinema Site)	2,238	Site cleared, portacabins on site	Mixed use with residential and retail frontage	Public	Surplus NHS a package to development from Parliame adjoins a cons building. The floor retail from Reference sho description for London Area) health service would encour health purpos residential C3 to Tottenham
23	BY	Holborn Town Hall	2,928	Vacant office building	Mixed use with residential, community, BI and leisure	LB Camden	Frontage on h Conservation Archaeologica 10/11/94. Res Site C (Stukel PS990432/R2) agreement, pr building to BI

							erection of B Site B (Stukel
24	CF	34-36 Jamestown Road	1,166	Temporary auction room	Mixed use	Private	Camden Town Character: Pe subject to sig
25	CH	Dunn's Site: 106-110 Kentish Town Road, 335-341 Royal College Street	1,446	Vacant building	Mixed use with residential and BI (*)	Private	Permission gr ground and b from wareho for BI headq (PE9901045)
26	GO	14 Lismore Circus	443	Vacant land, previously Community Tree Nursery	Residential	LB Camden	Gospel Oak C
27	BY	The Royal Mail Sorting Office, 21-31 New Oxford St.	3,964	Vacant office building	Mixed use with residential, BI and retail		Planning perm PS9704327R3 including mus hotel and fitn
28	ST	Phoenix Road, British library surplus site	9,826	Temporary office accommodation	Mixed use with residential, leisure, BI	Public	Area of Com
29	HT	St Stephens Church, Pond Street	3,787	Vacant church & church hall in educational use	Community	Private	Hampstead Vi Grade I listed church hall.

30	AE	32 St. Edmunds Terrace	1,108	Vacant children's home (C2), temporary housing	Residential, C2, or C3 if existing C2 is surplus to requirements; part D1 (doctors surgery).	Private	Planning Brief for granting of development subject to sign (ref: PEX0000
31	BY	Arthur Stanley House 44-50 Tottenham Street, WCI	1,058	Hospital with ancillary offices with educational use	Mixed use, predominantly residential	Private	Surplus NHS a package to site 3) Charl
32	WE	160 Mill Lane (land to the rear)	1,872	Educational and community use	Education	LB Camden	Site used by s Also Schedule
33	CN	Kings Cross Railway Lands	537,015	Part vacant, part occupied, mixed use	Mixed use, including residential	Private, public	See chapter 1 Regent's Cana St Pancras Co area

## Schedule of Transport Proposals

\* Indicates schemes which are shown on the Proposals Map

Scheme No.	Location / Description	Scheme Outline	Promoter	Comments
T1*	CrossRail	Construction of a new east-west railway through London, including an underground section from Liverpool Street to Paddington.	Railtrack/London Underground Ltd	Safeguarding orders in Transport and Works Act draft for London will decide if the Strategic Rail Authority will take this scheme forward.
T2*	King's Cross LUL Station	Construction of new interchange between Metropolitan & Circle Lines and deep level tubes, and expanded and new ticket halls/subways.	London Underground Ltd	Construction of the Victoria Line, Metropolitan Line, extension of the Northern Line, new hall/concourse and lifts. The Northern Line extension of the CTRL works are also included.
T3	Controlled Parking Zones	To regulate parking in congested areas, restricting commuter parking and giving priority to residents.	London Borough of Camden	Programme of selected zones based on need, and subject to consultation.
T4*	Chelsea-Hackney Line	Construction of new underground line with stations at Tottenham Court Road and King's Cross.	London Underground Ltd	Safeguarding orders in Transport and Works Act draft for London will decide if the scheme forward.

T5	London Cycle Network	Provision of cycle facilities.	London Borough of Camden	Implementation to be management measure
T6	London Bus Priority	Network Various measures including bus lanes and priority for buses at signals.	London Borough of Camden	Annually reviewed priority bus priority network
T7*	Thameslink 2000 (serving King's Cross, West Hampstead & Kentish Town)	Increase in capacity to enable Thameslink trains to connect with service from new Midland Road station.	Railtrack	New station at Midland Road opened in 1996. A public inquiry was held in 1996. Transport and Works Act 1992 approved, the works
T8*	St Pancras CTRL Terminus Highways	Re-alignment of Pancras Road, Goods Way and York Way and widening of Euston Road.	CTRL Nominated Undertaker	Line of new highways at St Pancras detailed approval will be sought. The works at St Pancras
T9*	Channel Tunnel Rail Link	New high-speed link from Channel Tunnel to St Pancras.	CTRL Nominated Undertaker	The route has been selected for Parliamentary approval. Detailed designs have been submitted. Works are programmed
T10	Road Hierarchy	Changes to road hierarchy according to the definition given in policy TR20 in chapter 5.	London Borough of Camden	Road Hierarchy has been defined as: a) London Distributors b) London Distributors Local Roads are subdivided into: Access Roads. The section between Distributors and Bou

## Transport proposal T10: Road hierarchy

Road (section of road)	UDP Classification
Abbey Road ( <i>Belsize Road to Quex Road</i> )	Borough Distributor
Acton Street	Strategic (GLA)
Adelaide Road ( <i>Avenue Rd to Finchley Rd</i> )	Strategic (GLA)
Adelaide Road ( <i>east of Avenue Rd</i> )	Borough Distributor
Andrew Borde Street	Borough Distributor
Avenue Road ( <i>Finchley Rd to Adelaide Rd</i> )	Strategic (GLA)
Bayham Street ( <i>north of Pratt St</i> )	Borough Distributor
Bedford Square ( <i>east side</i> )	Borough Distributor
Belsize Road ( <i>Hillgrove Road to Abbey Road</i> )	Borough Distributor
Bloomsbury Street	Borough Distributor
Bloomsbury Way	Borough Distributor
Brecknock Road	Borough Distributor
Camden High Street ( <i>north of Parkway</i> )	London Distributor
Camden High Street ( <i>south of Parkway</i> )	Strategic (GLA)
Camden Road	Strategic (GLA)
Camden Street ( <i>north of Camden Rd</i> )	London Distributor
Camden Street ( <i>south of Camden Rd</i> )	Strategic (GLA)
Castlehaven Road ( <i>Chalk Farm Road to Hawley Road</i> )	London Distributor
Chalk Farm Road	London Distributor
Charing Cross Road	Borough Distributor
Clerkenwell Road	Borough Distributor
College Crescent ( <i>Fitzjohn's Avenue to Finchley Road</i> )	Borough Distributor
Cricklewood Broadway	London Distributor
Crowndale Road	Borough Distributor
Delancey Street	Borough Distributor
Drake Street	Borough Distributor
Euston Road	Strategic (GLA)
Eversholt Street	Borough Distributor
Farringdon Road	Strategic (GLA)
Finchley Road ( <i>north of Hendon Way</i> )	London Distributor
Finchley Road ( <i>remainder</i> )	Strategic (GLA)
Fitzjohns Avenue	Borough Distributor
Fortess Road	London Distributor



Gloucester Gate ( <i>Delancy St to Prince Albert Rd</i> )	Borough Distributor
Goods Way	Borough Distributor
Gower Street	Borough Distributor
Grafton Way ( <i>Gower St to Tottenham Court Rd</i> )	Borough Distributor
Gray's Inn Road ( <i>south of Acton St</i> )	Borough Distributor
Gray's Inn Road ( <i>Acton St to Euston Rd</i> )	Strategic (GLA)
Hampstead High Street	London Distributor
Hampstead Lane	Borough Distributor
Hampstead Road	Strategic (GLA)
Harrington Square ( <i>south side</i> )	Strategic (GLA)
Haverstock Hill	London Distributor
Hawley Road ( <i>Castlehaven Road to Kentish Town Road</i> )	London Distributor
Heath Street ( <i>north of Hampstead High St</i> )	London Distributor
Heath Street ( <i>south of Hampstead High St</i> )	Borough Distributor
Hendon Way	Strategic (GLA)
High Holborn	Borough Distributor
Highgate High Street	Borough Distributor
Highgate Hill	Borough Distributor
Hilgrove Road	Borough Distributor
Holborn	Borough Distributor
Kentish Town Road	London Distributor
Kilburn High Road	London Distributor
King's Cross Bridge	London Distributor
King's Cross	Road Strategic (GLA)
Kingsway	Borough Distributor
Lidlington Place	Strategic (GLA)
Maida Vale	London Distributor
New Oxford Street	Borough Distributor
North End Way	London Distributor
Oakley Square ( <i>south side</i> )	Strategic (GLA)
Pancras Road	Borough Distributor
Parkway	Borough Distributor
Pentonville Road	Strategic (GLA)
Pratt Street ( <i>Bayham Street to Camden High Street</i> )	Borough Distributor
Prince Albert Road	Borough Distributor
Procter Street	Borough Distributor
Quex Road	Borough Distributor

Red Lion Square ( <i>west side</i> )	Borough Distributor
Rosebary Avenue	Borough Distributor
Rosslyn Hill	London Distributor
Royal College Street	Borough Distributor
Russell Square	Borough Distributor
Shaftesbury Avenue	Borough Distributor
Shoot-up-Hill	London Distributor
Southampton Place	Borough Distributor
Southampton Row	Borough Distributor
Spaniards Road	Borough Distributor
St. Giles High Street	Borough Distributor
St. Pancras Way	Borough Distributor
Swinton Street	Strategic (GLA)
Tavistock Square ( <i>east side</i> )	Borough Distributor
Theobalds Road	Borough Distributor
Tottenham Court Road	Borough Distributor
Upper Woburn Place	Borough Distributor
Vernon Place	Borough Distributor
Woburn Place	Borough Distributor
York Way ( <i>Euston Road to Wharfdale Road</i> )	London Distributor
York Way ( <i>north of Wharfdale Road</i> )	Borough Distributor

# Glossary, References and Indices

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## Glossary

**Accessibility:** Ability of people and / or goods and services to reach places and facilities.

**Accessible development:** A building or facility and its wider environment which can be reached and used, in particular by people with disabilities.

**Accessible transport:** Transport services and vehicles designed and operated to be usable by people with disabilities and other transport disadvantaged people, with characteristics possibly including affordable fares, wheelchair user accessibility and easy reach of trip end.

**Affordable housing:** A range of both subsidised and market housing designed for those whose incomes generally deny them the opportunity to purchase or rent housing on the open market as a result of the local relationship between income and market price.

**Amenity:** A positive element or elements which contribute to the overall character of an area, for example open land, trees, historic buildings and the inter-relationship between all elements in the environment.

**Ancient woodlands:** Woodlands which have been in existence since at least the Middle Ages and which contain stands of mature trees which were not obviously planted.

**Ancillary use:** A use subsidiary and connected to the main use of a building or piece of land, such as storage floorspace within a factory.

**Annual Employment Survey:** A nationwide sample survey of employers with that monitors trends and changes in employment.

**Archaeological Priority Areas:** Areas with known archaeological potential where the Council's archaeology policies will normally be strictly applied.

**Areas for Community Regeneration:** Areas characterised by concentrations of deprivation, relatively poor environmental conditions and strong pressures for commercial development. They have been designated in the Plan with the intention of securing them as residential neighbourhoods, seeking improved environmental conditions and ensuring the provision of additional and improved services and social, community and leisure facilities.

**Areas of Special Character:** Areas which make a unique contribution to the attractiveness and variety of the townscape and environment within London as a whole, which have been designated in the Plan to assist in the preservation of their special character.

**Areas of Special Advertisement Control:** Areas within which the display of advertisements is generally subject to greater control than usually applies.

**Article 4 direction:** A power available under the 1995 Town and Country Planning (General Permitted Development) Order allowing the Council, in certain instances, to restrict permitted development rights.

**At grade:** On the same level as a road. For example, pedestrian crossing of a road at the same level (not a subway or a bridge).

**Backdrop and Background Consultation Areas (BCA):** Background Consultation Areas serve to protect the backdrop to the strategic views of St Paul's Cathedral and the Palace of Westminster from unsuitable development which would reduce their visibility or damage their setting.

**Backland development:** Development of land-locked sites, such as rear gardens and private open space, usually within predominantly residential areas.

**Borough roads:** Roads for which the Council is the Highway Authority.

**“Bring and bank” system:** A recycling initiative. Householders bring their waste to collection points, sort it and “bank” it in material-specific collecting bins.

**CAAC:** see Conservation Area Advisory Committee.

**Care in the community:** This enables people in need of care, whether because of old age, disability, illness or other reasons, to continue to live in their own homes or in homely settings within the community.

**Census of Population:** A ten-yearly comprehensive nationwide survey of population and households. The latest census was conducted in April 1991.

**Central London Area:** The part of the Borough which lies within the historic central core of London, broadly defined as the area to the south of the main rail termini at Kings Cross, St Pancras and Euston.

**Central London cordon:** An imaginary ring around central London main rail termini, across which traffic is counted.

**Civic amenities site:** Waste disposal facility, where householders can leave domestic waste.

**Community Transport:** A range of voluntary sector, non profit-making transport services designed to meet the needs of people who do not have access to private transport and for whom public transport is unsuitable.

**Compulsory Purchase Order (CPO):** An order which enables a statutory authority to purchase an area of land compulsorily for an approved project.

**Conservation area:** An area designated by the Council under the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 as possessing special architectural or historical interest. The Council will seek to preserve and enhance the character and appearance of these areas.

**Conservation Area Advisory Committee (CAAC):** PPG15 Planning and the Historic Environment (1994) asks local authorities to consider setting up conservation area advisory committees consisting mainly of people who are not members of the authority and to refer to them for advice on applications which would, in the opinion of the authority, affect the character or appearance of the conservation areas.

**Contract parking:** Access to parking is restricted and space is let out on the basis of period contracts (daily, weekly or longer).

**Controlled Parking Zone (CPZ):** An area in which all kerbside space is controlled by either waiting and loading restrictions or by designated parking spaces such as meter or resident bays.

**Convenience goods:** Goods bought on a regular basis which meet the day-to-day needs of local residents.

**Conversions:** The sub-division of residential properties into self-contained flats or maisonettes.

**Curtilage:** A small area forming part or parcel with the house or building which it contains or to which it is attached.

**Desire lines:** Imaginary straight lines between facilities or places which people would like (desire) to travel to and from.

**Development:** Development is defined under the Town and Country Planning Act as “the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land.” Most forms of development require planning permission before they can be carried out.

**Development control:** The process through which the Council determines whether a proposal for development should be granted planning permission, taking into account the development plan and any other material considerations.

**District Centres:** Groups of shops and similar premises offering a range of convenience goods and services with some durable shopping of a more localised function than Major Centres and with a smaller catchment area.

**Dual use:** The use of facilities for more than one purpose or by more than one user group.

**Durable goods:** Goods bought infrequently, usually through comparison between different types of product, for example, furniture and electrical goods.

**Dwelling:** A self-contained residential unit, occupied by (i) a person or group of people living together as a family, or (ii) by not more than six residents living together as a single household (including a household where care is provided for residents).

**Energy efficiency:** The construction of buildings and their arrangement on sites so that the resources involved are minimised. This term can also refer to the operation of machines and engines such as the car. A result of energy efficiency should be a reduction in both demand for resources and damage to the environment due to energy generation and consumption.

**Environmental Impact Assessments (EIAs):** The process by which information about the likely environmental effects of major projects is gathered, evaluated and taken into account by the local authority in considering whether or not planning permission should be granted.

**Essential road users:** Road users usually given priority consideration in traffic management programmes or traffic restraint measures.

**Fascia:** Part of the face of a building, where the shop or occupier's name is usually displayed.

**General Permitted Development Order:** Identifies types of, usually minor, development for which planning permission is automatically granted and which therefore do not require a planning application to be submitted to the Council.

**GLA roads:** Roads for which Transport for London is the Highway Authority.

**Greater London Authority (GLA):** The strategic authority for London, made up of a directly elected Mayor and an Assembly. The GLA was formally inaugurated on 3 July 2000.

**Green chains:** The concept of green chains was introduced by LPAC. They are separate open spaces (public or private) which touch or are linked by

footpaths, which cross borough boundaries, are characterised by access and the provision for informal recreation and which may include valuable wildlife habitats. LPAC advocated that components of green chains should be designated as Metropolitan Open Land.

**Green corridors:** Green corridors are areas of linear open land, that may be continuous, through the built environment, which may link sites of nature conservation interest. Corridors may be narrow, for example, a stream or line of trees, and may not have public access.

**Gross and net site area:** See chapter 16.

**Habitable rooms:** All separate living rooms and bedrooms, plus kitchens with a floor area of 13 square metres or more. Bathrooms, toilets, cupboards, landings, halls, lobbies and recesses are not included.

**Health Action Zones:** This initiative aims to improve health in target areas through better integration of provision and modernising services. The Council is a partner in Camden and Islington Health Action Zone (HAZ). This aims to improve health and reduce health inequalities by tackling the underlying causes of ill health, improving and integrating services and by developing the necessary infrastructure.

**Highway Authority:** An authority responsible for a highway, whether or not maintainable at public expense.

**Household:** One person living alone or a group of people (who may or may not be related) living at the same address with common housekeeping, sharing at least one meal a day or occupying a common living or sitting room.

**House in Multiple Occupation (HMO):** House or flat occupied by more than one household as bed-sitting rooms or other non self-contained accommodation, usually with some sharing of amenities, such as bathrooms and / or toilets. (See definition of Register Social Landlord.)

**Housing Association:** A non profit-making organisation registered with the Housing Corporation whose purpose is the provision, construction, improvement and / or management of houses for sale or rent.

**Housing density:** see Residential density.

**Housing Strategy and Investment Programme:** A yearly document setting out the Council's strategy for tackling the Borough's housing needs and assessing the resources required.



**Induction loop:** A system of insulated cables laid in a room, auditorium etc., allowing a person using a hearing aid to pick up amplified sounds without extra distortion or background noise.

**Infill schemes:** Re-development of sites which have adjacent buildings (usually redevelopment of a plot that forms part of a terrace of buildings).

**Integrated transport system:** Networks of links (bus, rail, road etc.) rather than individual routes, connected in terms of physical access, ticketing, service frequency, timing and capacity.

**Landmarks:** A building which has become a point of reference because its height, siting, distinctive design or use sets it apart from surrounding buildings. Examples may include churches and other important civic buildings such as town halls.

**Listed buildings:** The Secretary of State for Culture, Media and Sport compiles a list of buildings of special architectural or historic interest for the guidance of local planning authorities in the exercise of their planning functions under the Planning (Listed Buildings and Conservation Areas) Act 1990 and the Town and Country Planning Act 1990. Buildings are graded as follows:

**Grade I:** Buildings of exceptional interest

**Grade II\*:** Particularly important buildings of more than special interest

**Grade II:** Buildings of special interest.

**Local Environmental Audits and Action Plans (LEAAPs):** Regular surveys of selected areas of the Borough to record the physical state of the local environment. Co-ordination and implementation of intra-departmental measures to carry out repairs and improvements, following discussions with local residents and business people to ensure compatibility of priorities.

**Local Nature Reserves (LNRs):** Sites which offer special opportunities for people to see and learn about wildlife in natural surroundings. Local authorities have exclusive statutory powers to set up and manage LNRs under the National Parks and Access to the Countryside Act 1949.

**Local views:** Views within the Borough considered to be of importance.

**LPAC:** The London Planning Advisory Committee, established by the Local Government Act 1985 as a statutory body advising the Secretary of State for the Environment and London boroughs on strategic planning and transport issues in London. All London boroughs and the City are represented on the Committee. (LPAC staff were absorbed into the Greater London Authority and the committee abolished on 1 April 2000.)

**LRC (London Research Centre):** Organisation, partly maintained by the London boroughs, providing wide-ranging information support regarding London. The LRC was formally absorbed into the Greater London Authority on 8 May 2000.

**London Squares:** Open spaces in London which can be either public or private and are protected under the London Squares Preservation Act 1931. Many of these squares are considered to be of historic importance and are listed in the English Heritage Register of Parks and Gardens of Historic Interest.

**Major Centres:** The largest retailing centres in the Borough offering the widest range of shopping facilities (including durable and comparison goods, large food stores and a number of other goods), acting as a focal point for the community and having a high level of public transport accessibility.

**Metropolitan Open Land (MOL):** Open land within the built-up area which has a wider than Borough significance and which receives the same presumption against development as the green belt.

**Metropolitan walks:** A London-wide network of waymarked walks promoted by LPAC and the Countryside Commission. These walks can pass through green chains or assist in their creation.

**Mixed uses:** Provision of a mix of complementary uses, such as say residential, community and leisure uses, on a site or within a particular area.

**Mobility housing:** Dwellings which can easily be used by a person with a disability who does not regularly use a wheelchair. However, the dwelling must be suitable to be visited by a person using a wheelchair. To that end, the dwelling would normally have a level entrance with bathroom/toilet, kitchen and bedroom at entrance level and be of sufficient dimension to allow for use by a person in a wheelchair.

**Neighbourhood Centres:** Local shops providing for the day-to-day needs of residents in the immediate catchment area.

**New residential development:** Residential accommodation provided through the development or redevelopment of a site, as opposed to through conversion, rehabilitation etc. of existing properties.

**Non-conforming use:** Any use which is out of character with the predominant use of an area, such as an industrial use in a primarily residential area.

**Non-retail use:** Any use within a shopping centre not falling within the definition of a shop under Class A1 of the Town and Country Planning (Use Classes) Order 1987.

**Other green open land (OGOL):** Undesignated urban green space which, though not formally categorised, still fulfils or is capable of fulfilling a limited recreational or non-recreational role as defined by LPAC (for example, amenity, ecological, social or cultural). This category includes other important areas of green space such as allotments, large gardens, backlands and rail embankments and verges not otherwise categorised.

**Overdevelopment:** An amount of development (that is, the quantity of building or intensity of use) that is excessive in terms of demands on the infrastructure and services and impact on local amenity and character.

**Parks and Gardens of Special Historic Interest (GSHI):** Parks and gardens containing historic features dating from 1939 or earlier and registered by English Heritage. These parks and gardens are graded I, II\* or II in the same way as listed buildings.

**People with disabilities:** Any person who has a disability that substantially limits one or more life activities including, but not limited to, such functions as performing manual tasks, walking, seeing, hearing, speaking, breathing, learning and working. Physically disabled persons shall include, but not be limited to, persons who have an inability to walk or difficulty walking, hearing disabilities, lack of stamina, difficulty interpreting and reacting to sensory information and extremes in physical size.

**Percent for Art:** A national “public art” scheme promoted by the Arts Council to encourage developers in both the public and private sectors to set aside a proportion (1%) of their development costs to sponsor works of an artistic nature.

**Permitted development:** Minor types of development and certain changes between use classes which are automatically granted planning permission under the General Permitted Development Order and for which no planning application need thus be submitted.

**Planning benefits:** see Planning obligations.

**Planning brief:** A statement regarding the Council’s views on the opportunities and constraints for the development of a particular site, intended to guide potential developers.

**Planning obligations:** An agreement under section 106 of the Town and Country Planning Act entered into regarding the use or development of land. An obligation can either be made by agreement between the local planning authority and a developer, or by a unilateral undertaking by the developer. Obligations may be used to enhance development proposals. (See definition of Section 106 agreement.)

**Planning permission:** Formal approval by the Council, often with conditions, allowing a proposed development to proceed. Full permissions are usually valid for five years; outline permissions, where details are reserved for subsequent approval, are valid for three years.

**Primary care:** Health care provision at local level, mainly by doctors, dentists and local health centre services.

**Primary Shopping Frontages:** The retail heart or central shopping pitches within centres, where retail uses predominate.

**Priority (Red) Routes:** Red routes involve a comprehensive package of traffic management measures designed to improve traffic conditions on a 315 mile (504 kilometre) network of London's main Trunk and Borough roads.

**Private non-residential parking:** Parking ancillary to a non residential development and available only to users and visitors to the development.

**Private open space:** Open space which is usually privately owned and is not usually accessible by members of the public. Some private open spaces are subject to access agreements allowing some form of access. These are indicated in the open spaces schedules in chapter 4.

**Proposals Map:** A plan, based on an Ordnance Survey map, showing policies and proposals for the Borough, which is required to be included in the UDP by section 12 of the Town and Country Planning Act 1990.

**Public off-street parking:** Parking where any member of the public can park without notice, usually with an hourly charging structure.

**Public open space:** Open space, usually publicly owned, which is accessible to members of the public. These are indicated in the open space schedules in Chapter 4.

**Public transport accessibility:** The ability to reach places and facilities by public transport.

**Public utilities:** Services provided for general public consumption including those provided by statutory undertakers (see definition below). Emergency services such as ambulance, fire and police are also public utility services.

**Recycling:** The re-use of materials, such as metals, glass and plastics, which would otherwise be thrown away. The purpose of recycling is to reduce waste, the depletion of finite natural resources and the cost of disposal.

**Registered Social Landlord (RSL):** A housing association or a not-for-profit company registered by the Housing Corporation to provide social housing.

**Renewable energy:** Energy from a source which is not depleted as a result, such as wave, tidal, wind or solar power.

**Residential density:** A measure of the intensity of the use of housing land. Calculated on the basis of the number of habitable rooms per hectare.

**Resource conservation:** The use of materials and products which have been recycled or obtained from a sustainable source. Energy efficiency and the use of renewable energy can also contribute to resource conservation.

**Retail use:** Any use falling within the definition of a shop under Class A1 of the Town and Country Planning (Use Classes) Order 1987.

**Right of way:** A way over which someone has the legal right to pass, acquired either by grant or long usage.

**Road capacity:** The maximum rate that traffic can pass along a road within a particular set of conditions.

**Road hierarchy:** Categorisation of roads by function and intended traffic management treatment.

**Safeguarding (rail):** A direction issued by the Secretary of State for the Environment, Transport and the Regions defining a zone for the proposed construction of a railway, within which the rail proposal is a material consideration in determining planning applications.

**Safeguarding (road):** An order by a Highway Authority to define the limits of a proposed widened or new highway, within which the proposal is a material consideration in determining planning applications.

**Secondary Shopping Frontages:** Areas which lie outside the Primary Shopping Frontage in Major and District Centres, where a more flexible policy on changes of use from Class A1 to non-retail uses applies.

**Section 106 agreement:** A binding agreement between the Council and a developer on the occasion of a granting of planning permission regarding matters linked to the proposed development (see definition of planning obligations).

**Serplan:** The London and South East Regional Planning Conference, set up and maintained by local authorities in London and the rest of the South East, with the role of monitoring regional planning and transport trends and

issuing policy guidance to member authorities and the Secretary of State for the Environment, Transport and the Regions

**Sheltered housing:** Housing designed to meet the needs of the elderly, including a range of support services, such as an emergency alarm system, communal facilities and a resident warden.

**Shopping hierarchy:** The Council has developed a classification of shopping centres within the Borough according to the role they play. There are four categories: Major Centres, District Centres, Neighbourhood Centres and local parades / individual shops.

**Sites of Nature Conservation Importance:** Sites designated by the London Ecology Unit as having significant wildlife and ecological value, and graded according to a hierarchy ranging from local to metropolitan importance.

**Sites of Special Scientific Interest (SSSIs):** Sites of particular value for their flora, fauna, or geological or physiographical features, notified by the Nature Conservancy Council under the Wildlife and Access to the Countryside Act 1981.

**Skills mismatch:** A disparity between the skills possessed by the locally resident workforce and those sought by local employers.

**Special needs housing:** Housing aimed at meeting the particular needs, in terms of size and type, of those individuals and groups who may experience particular difficulties in finding accommodation. Such housing can include accommodation which provides an element of care, that adapted for the elderly and people with physical disabilities and provision for students. It includes a range of sui generis hostel provision and all forms of residential accommodation which provide care within Use Class C2.

**Statutory undertakers:** Organisations defined under Section 262 of the Town and Country Planning Act 1990, including gas, electricity, water and sewerage suppliers, as well as those organisations legally authorised to carry on road, rail and water transport undertakings.

**Strategic advice for London:** Formerly issued by LPAC and intended to inform the Secretary of State for the Environment on those strategic issues which London boroughs agreed should be covered in strategic guidance.

**Strategic Guidance for London Planning Authorities:** Formerly issued by the Secretary of State for the Environment and covering those strategic issues which London boroughs must have regard to in preparing their Unitary Development Plans. Will be replaced by the Mayor of London's spatial strategy.

**Strategic/historic views:** 10 views of St Paul's Cathedral and the Palace of Westminster, crossing borough boundaries, which have been identified in RPG3 Strategic Guidance for London Planning Authorities (1996) as warranting protection from intrusive development because of their historical importance.

**Street furniture:** All structures in, and adjacent to, the highway which contribute to the street scene, such as bus shelters, seating, lighting and signage.

**Sui generis:** A use which does not fall into any of the categories defined within the Town and Country Planning (Use Classes) Order 1987 (as amended), such as theatres and motor vehicle showrooms.

**Superstore:** Self-service retail store with a sales floorspace of at least 2,500 square metres and with car parking usually provided.

**Supplementary Planning Guidance:** Additional advice, provided by the Council, on particular topic or policy areas, and related to and expanding upon statutory policies, for example, guidance on the design of roof extensions in a specific locality.

**Sustainable development/sustainability:** Defined by the Brundtland Commission (1987) as: "development which meets present needs without compromising the ability of future generations to achieve their own needs and aspirations". The World Conservation Union (1991) definition is also useful: "improving the quality of life while living within the carrying capacity of supporting ecosystems."

**Town centre management:** A scheme where a manager is appointed to improve the links between public and private sector initiatives in a town centre. Town centre management strategies can then be developed which bring forward such initiatives as environmental improvements, street cleaning, recreation and entertainment services, crime prevention, improved pedestrian environment etc..

**Traffic calming:** Traffic management measures specifically designed to reduce vehicular speed along routes or through areas. Usually associated with improving the local environment and reducing road accidents.

**Traffic management:** The process of adjusting or adapting the use of a highway to meet specified objectives without resorting to substantial new road construction.

**Traffic restraint:** Discouraging the use of road vehicles at certain times and / or in certain areas, for example through parking restrictions, road pricing or area licences.

**Transport disadvantaged people:** People for whom suitable transport is frequently not available or accessible, such as people with disabilities, people with young children and women at night.

**Tree Preservation Order (TPO):** Made under the Town and Country Planning Act 1990 by the local planning authority to protect trees of importance for amenity, landscape and nature conservation.

**Unitary Development Plan (UDP):** The development plan providing the land use planning policy framework for the control of development across the entire Borough, taking into account, where necessary, any relevant economic, social and other considerations.

**Urban forestry:** The planting and management of trees in the urban environment for amenity, recreational and economic benefits, as well as providing wildlife habitats, ameliorating air quality and improving the microclimate.

**Use Classes Order:** The Town and Country Planning (Use Classes) Order 1987 (as amended) lists 11 classes of use. A change of use within the same class does not constitute development and therefore does not require planning permission. The most common classes include:

<i>Class A1</i>	Shops
<i>Class A2</i>	Financial or professional services (except health and medical services), where the use is appropriate to a shopping area and where the service provided is mainly aimed at visiting members of the public. For example, banks and estate agents.
<i>Class A3</i>	Food and drink: where food or drink is sold and consumed on the premises or where hot food is sold for consumption off the premises.
<i>Class B1</i>	Business uses.
<i>B1a</i>	Offices other than one falling within Class A2;
<i>B1b</i>	Research and development of products and processes;
<i>B1c</i>	Light industry, that is, industrial process which can be carried out in a residential area without detriment to amenity through noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.
<i>Class B2</i>	General industrial uses, other than one falling within Class B1.
<i>Class B8</i>	Storage and distribution.



<i>Class C1</i>	Hotels, boarding and guest houses where, in each case, no significant element of care is provided.
<i>Class C2</i>	Residential institutions (other than those falling within Class C3) providing residential accommodation and care for people in need of care, or use as a hospital or nursing home, a residential school, college or training centre.
<i>Class C3</i>	Dwelling houses with either a single person or people living together as a family; or not more than six people living as a single household (including a household where care is provided for residents).
<i>Class D1</i>	Non residential institutions, including places of worship, public halls, crèches, health centres and museums.
<i>Class D2</i>	Assembly and leisure uses, including cinemas, concert and sports halls and bingo halls.

**Viewing Corridors / View Points:** A precise viewpoint has been identified for each strategic view. From each viewpoint, a wedge-shaped viewing corridor extends to a maximum width at either St Paul's Cathedral or the Palace of Westminster, as appropriate.

**Waste transfer site:** An area-wide collection point. Waste is then transferred for disposal.

**Wheelchair housing:** Dwellings built to a standard that would allow people using wheelchairs full access to, and use of, the entire house or flat. To that end, the dwelling would normally have adjacent parking, a level entrance, adequate circulation space, all rooms designed for easy access and use by people who use wheelchairs, and full access to, and use of, all levels of the building.

**Wider Setting Consultation Area:** Many of the viewpoints for strategic views are within wider viewing areas from which St Paul's Cathedral or the Palace of Westminster may be seen. In order to afford these viewing areas some protection from intrusive development, Wider Setting Consultation Areas have been defined for eight of the views.

**Workplace nursery:** A nursery provided and usually subsidised by an employer, providing care throughout the working day for children of employees.

**World City:** Defined by LPAC's World City Project (1990) as those cities which are centres of government, finance and business, culture and learning, national and international transport, telecommunications and the media. London competes with other World Cities in these fields.

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Planning Policy Guidance Note 10: Planning and Waste Management (1999)

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