

Camden's Core Strategy

Local Development Framework



Camden's Core Strategy – Issues and Options

Contents

	Page		Page
HOW YOU CAN GET INVOLVED	2	4. IMPROVING CAMDEN'S ENVIRONMENT	37
INTRODUCTION	3	Issue 4a Promoting high quality, sustainable design	37
WHAT MAKES CAMDEN UNIQUE?	6	Issue 4b Improving and protecting our built environment and respecting local distinctiveness	38
THE CHALLENGES WE FACE	12	Issue 4c Securing improvements to Camden's streets and public spaces	39
VISION AND OBJECTIVES	14	Issue 4d Improving and protecting our parks and open spaces and encouraging wildlife	40
ISSUES AND OPTIONS	15	5. IMPROVING THE QUALITY OF LIFE OF CAMDEN'S COMMUNITIES	43
1. MANAGING CAMDEN'S GROWTH	18	Issue 5a Making Camden a safer place	43
Issue 1a Where growth happens	19	Issue 5b Improving our health and well-being	44
Issue 1b Managing growth and its impact	23	Issue 5c Promoting equality of opportunity	45
Issue 1c Getting the right mix of uses	24	Issue 5d Fair access for everyone	48
Issue 1d Making sure growth works positively for Camden	25	Issue 5e Supporting community services and facilities	49
2. PROVIDING HOUSING AND AFFORDABLE HOUSING	27	6. SECURING A STRONG ECONOMY THAT INCLUDES EVERYBODY	51
Issue 2a Affordable housing	27	Issue 6a Central London	51
Issue 2b Providing homes of the right size and type	29	Issue 6b Increasing job opportunities for Camden's population	53
Issue 2c Making the best use of existing housing	30	Issue 6c Pressure to redevelop employment land for other uses	54
3. PROMOTING A SUSTAINABLE CAMDEN AND TACKLING CLIMATE CHANGE	32	Issue 6d Promoting Camden's town centres	55
Issue 3a Promoting higher environmental standards	32	Issue 6e Helping our local shops	57
Issue 3b Dealing with our waste and encouraging recycling	34		
Issue 3c Promoting efficient transport with reduced environmental impact	35		

How you can get involved

We want to hear your views on the issues and options for the future development of Camden. This consultation allows you to influence the direction of the Core Strategy at an early stage before we develop our preferred approach.

You can pass on your views in the following ways:

- > comment on the issues and options raised in this paper.

Please reference your comments to the relevant question number. Responses should be sent to:

FREEPOST NAT15037
London Borough of Camden
Planning Policy and Information
Forward Planning Service
LONDON WC1H 8BR

or sent by email to ldf@camden.gov.uk

Responses must be received by **Friday 23 November 2007**

- > attend an area forum meeting at which some of the key issues and options in the Core Strategy and Development Policies consultation papers will be discussed;
- > get involved in later stages of the preparation of Camden's Core Strategy.

Introduction

Why is planning important?

Planning affects our lives in many ways. It influences the places we live in and the way our surroundings look and work; from major redevelopment schemes like Kings Cross to small scale building works like house extensions.

PLANNING:

- > is concerned with the use of buildings and the spaces between them;
- > helps to shape to where we live, work and spend our leisure time through managing development and changes in the use of buildings and places;
- > promotes “sustainable” development that meets our social, environmental and economic needs in ways that protect the environment and do not harm our ability to meet our needs in the future;
- > seeks to resolve differing views about how land in the borough should be used;
- > tries to strike a balance between development and protecting the amenity of Camden’s residents and what they value about their local environment;
- > allows us to ensure that new buildings and uses are of a high standard and in the right place; and
- > help provide new facilities and uses that benefit our community, such as affordable housing and open space.

Planning decisions in Camden are made within the context set by the Council’s planning policies. By getting involved in the development of these policies you can help to shape Camden and your local environment in the future.

What is Camden’s Core Strategy?

We are now starting to prepare the next generation of Camden’s planning policies. All councils have to produce a group of documents setting out their planning strategy and policies called a **Local Development Framework (LDF)**. Our Local Development Framework will eventually replace the Camden Unitary Development Plan (UDP) which was adopted in June 2006 and sets out our current planning policies.

The **Core Strategy** will be the central part of the Local Development Framework. It will set out the key elements of the Council’s planning vision and strategy for the borough. All of our other planning documents must be consistent with it.

The Core Strategy will go beyond traditional land use planning to also consider other plans and strategies that influence the use of land and the way that the places around us look and work. It will cover the physical aspects of location and land use but also address other factors that make places attractive, sustainable and successful, such as social and economic matters.

The Core Strategy will contribute to achieving the vision and objectives of Camden’s Community Strategy and help the Council’s partners and other organisations deliver relevant parts of their programmes. It will help shape the kind of place Camden will be in the future, balancing the needs of residents, businesses and future generations.

This document is the first stage in the preparation of our Core Strategy. It:

- > looks at the characteristics that make Camden unique;
- > outlines the context in which we have to develop our planning policies set by national, London-wide and local policies, strategies and guidance;
- > examines what we think are the key issues and challenges that will face the development of Camden over the next twenty years;
- > explores options that respond to the key issues, in terms of the overall planning strategy and objectives for the borough and core policies for delivering them;
- > seeks views on the issues and options we have identified and any we may have missed; and
- > explains the relationship of the Core Strategy to our other planning policy documents and gives information on the stages involved in preparing a core strategy.

OTHER LOCAL DEVELOPMENT FRAMEWORK DOCUMENTS

Camden's Local Development Framework will contain a number of other documents that will contribute to implementing the vision and objectives set out in the Core Strategy. These are:

- > **Development Policies** – which will support the Core Strategy by setting out additional planning policies the Council will use when making decisions on applications for planning permission. Consultation on issues and options for Camden's Development Policies is taking place alongside consultation on this Core Strategy Issues and Options paper.
- > **Site Specific Allocations** – which will set out the Council's proposals for locations which are likely to experience major development in the future.
- > **North London Waste Plan** – which will set out policies relating to waste and identify sites for major recycling and other waste handling facilities in North London. It will be prepared jointly by Camden and the six other boroughs in the North London Waste Authority area.
- > **Supplementary Planning Documents (SPD)** – these will provide additional detailed guidance on how the Council's planning strategy and policies will be implemented for specific topics, areas or sites. Although they will not form part of the statutory development plan for Camden, and will therefore not have the same weight in decision making, they will be important considerations in the Council's planning decisions.

A full list of the planning policy documents that Camden will be preparing over the next few years and the timetables for their production are set out in Camden's Local Development Scheme.

OTHER CAMDEN STRATEGIES

As noted above, the Core Strategy needs to take into account other plans and strategies that influence the use of Camden's land and places. It will seek to contribute to achieving the vision of *Camden Together, the Camden's Community Strategy 2007 – 2012* and other relevant strategies. The Community Strategy sets out the shared vision and strategy for the borough of the Council and its partners.

Camden has many other strategies that cover the broad range of the Council's work. Strategies relevant to the Local Development Framework include Camden's Housing Strategy, the Safer Camden Strategy, our Air Quality Strategy, Camden's Children and Young People's Plan and our Local Implementation Plan (LIP), which sets out Camden's transport objectives, schemes and programmes.

London Plan

The Mayor of London's London Plan provides the London-wide context for borough planning policies; the documents in borough Local Development Frameworks must be in general conformity with the London Plan. The Plan provides a social, economic and environmental framework for the future development of London. Alongside the documents in the Local Development Framework, the London Plan forms part of the statutory development plan for Camden, the starting point for decisions on planning applications in the borough.

Sustainability Appraisal

We need to carry out a sustainability appraisal of the Core Strategy and other relevant Local Development Framework documents. Sustainability appraisal promotes sustainable strategies and policies through an assessment of their environmental, social and economic impacts. This allows us to identify and minimise any potential harmful impacts and maximise beneficial impacts.

As the first stage of the sustainability appraisal of the Core Strategy we prepared a Scoping Report, which looked at the baseline information and plans, policies and programmes relevant to the Core Strategy. This was sent to statutory consultees for comment in line with the regulations. At the next stage in the preparation of the Core Strategy we will carry out a full appraisal of the options considered in this paper and other options raised during consultation. The appraisal will inform the development of the Council's preferred options for the Core Strategy (see *What happens next?* below).

What happens next?

In preparing the Core Strategy we have to follow a process set by law which includes three rounds of public consultation. The stages in this process are set out below:

- > gathering background information/evidence;
- > consulting on key issues and options for the future of Camden;
- > developing the Council's preferred options and consulting on them, alongside the sustainability appraisal;
- > preparing the Core Strategy document and submitting it to the government and for consultation ("submission");
- > a public examination where the document is assessed by an independent inspector;
- > publication of the Inspector's report, which is binding on the Council;
- > adoption of the Core Strategy by the Council.

It is expected that the whole process will take about three years. When the Council adopts the Core Strategy it will, along with other Local Development Framework documents, replace the Council's current Unitary Development Plan. These will then, with the Mayor's London Plan, form the basis for planning decisions in Camden.

The next step after consultation on issues and options for the Core Strategy is for us to consider what you have told us alongside the findings of the sustainability appraisal and the background information we have gathered. We will use these to develop the Council's preferred options for the Core Strategy. Consultation on our preferred options will take place next year.

What makes Camden unique?

It is important that our strategy for the future development of the borough is based on an understanding of the characteristics that make Camden what it is and a knowledge of how it is likely to change.












We have been collecting information from many sources to help us identify the key issues and opportunities for the future of the borough and give a strong basis for our planning strategy and policies. (This information is sometimes known as the “evidence base”.)

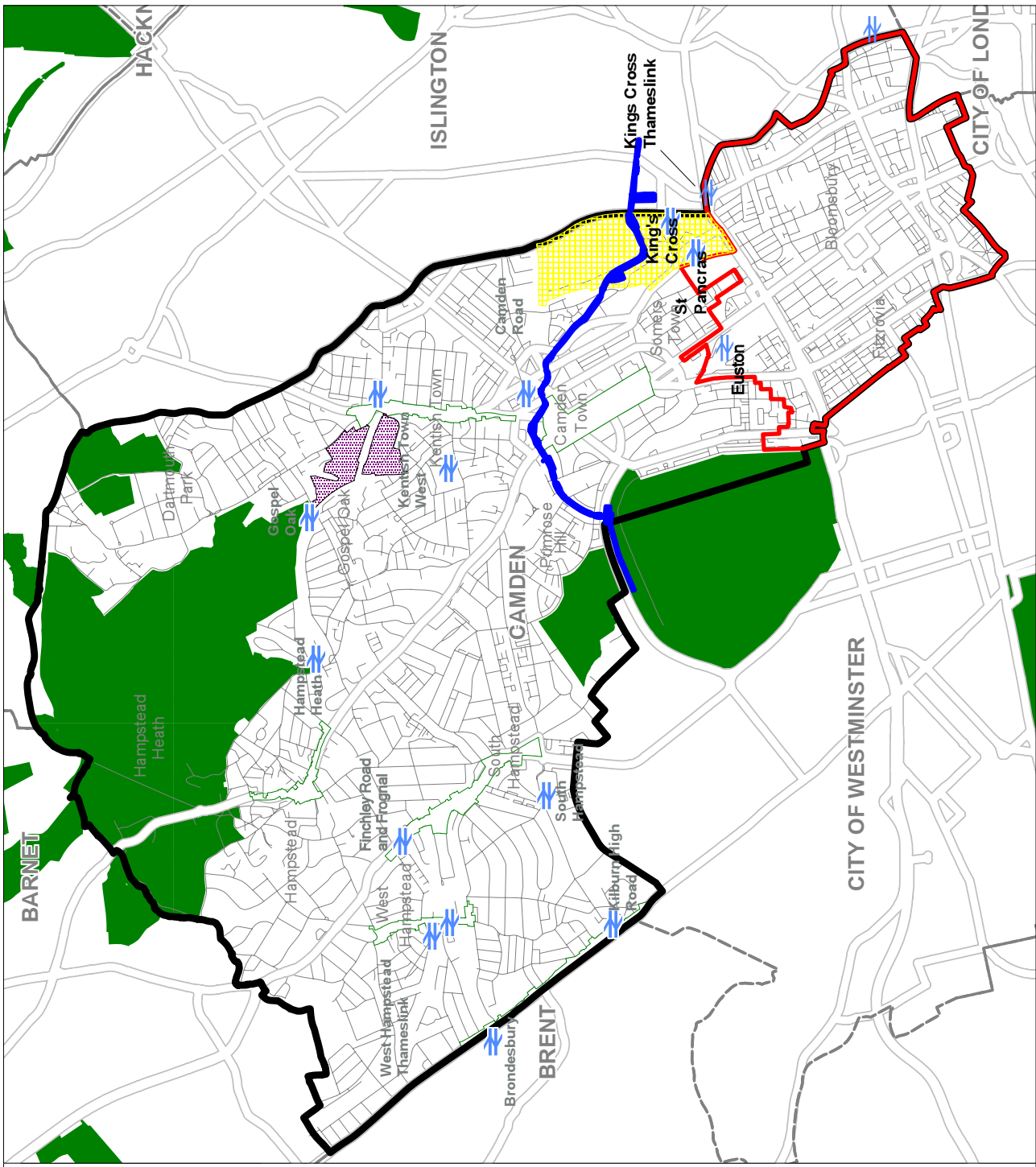
Evidence for the Core Strategy will include, but not be limited to, the following –

- > the sustainability appraisal (see *Introduction* above);
- > Camden Annual Monitoring Report;
- > Camden Retail Needs Study;
- > Camden Housing Needs Survey;
- > Camden Employment Land Review;
- > Camden Open Spaces, Sport and Recreational Facilities Needs Assessment;
- > census information.

The profile below describes some of the features that give the borough its unique character. See also Map 1 – *Borough context*.

Map 1 – Borough context

- Key**
-  Railway Station
 -  Regents Canal
 -  Industry Area
 -  Kings Cross Opportunity Area
 -  Central London Area
 -  Borough
 -  London Borough Boundary
 -  Town Centre
 -  Main Roads
 -  Roads
 -  Metropolitan Open Lands



This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence number: 100019726. Year: 2007.

Camden's places

- > Camden covers approximately 22 square kilometres (11 square miles) in inner London;
- > the southern part of the borough forms part of Central London with its dynamic mix of uses, activities and facilities of London-wide, regional, national and international significance. It is also home to a significant resident population;
- > Camden also has many residential areas and neighbourhoods with their own distinctive characteristics, many of which are of architectural or historic importance;
- > it has numerous parks and open spaces, ranging from Hampstead Heath, Primrose Hill and historic squares to local parks and playgrounds;
- > the borough has a range of centres providing shopping and services and local employment. These include town centres such as Camden Town, West Hampstead and Finchley Road, areas that contribute to the retail attraction of the West End like Tottenham Court Road and Seven Dials, and a variety of neighbourhood centres, street markets and local shops;
- > Camden is home to many renowned institutions such as the British Museum, the British Library, the Inns of Court, University College London and other educational establishments and teaching hospitals;
- > Camden is a borough of diversity and contrasts. It contains wide inequalities in household income, health and other characteristics and every part of the borough has areas of relative affluence alongside areas of relative poverty. Camden is the most polarised borough in London with some of the wealthiest areas in England as well as some of the most deprived.

Camden's people

More than 210,000 people currently live in the borough and it is estimated that Camden's population will grow by about 15% between 2006 and 2026;

- > Camden's population is ethnically diverse, with over a quarter of residents from black or minority ethnic groups (compared to the England average of 9%);
- > Camden has a relatively young population, with the highest percentage of people between 25 and 40 in the UK, relatively few children and older people and the highest proportion of full-time students in London;
- > almost half of Camden residents have qualifications of at least degree level while a quarter have few, if any, qualifications and many lack basic skills in literacy and numeracy;
- > overall recorded crime levels have been falling in recent years but are still above the average for London.

Camden's economy

- > although Camden is a small borough in size terms, it is the third largest contributor to London's economy and provides around 1% of Britain's economy;
- > Camden has over 18,000 businesses, ranging from international organisations to small businesses, and almost a quarter of a million people work in the borough;
- > over half of the businesses in Camden are in 'knowledge economy' industries such as the media, finance, law and other professional services. Leisure, entertainment and tourism are also important for the borough's economy, with particular concentrations in Central London and Camden Town.

Camden's homes

- > Camden is a very popular place to live but this means that the average house price in the borough is the third highest in London;
- > demand for affordable housing far outstrips supply and continues to increase;
- > Camden has a small average household size (2.06 persons per household) compared to England and Wales as a whole (2.36) and the number of single person households is growing among both younger and older people;
- > up to a third of Camden's households are overcrowded, so there is also a high demand for larger properties, particularly for social housing;
- > Camden has a high proportion of flats and a high proportion of people live in rented accommodation.

Our environment

- > Camden has a unique architectural heritage, with many high quality areas and buildings recognised for their special architectural or historic interest.
- > Camden collects around 85,000 tonnes of household waste each year;
- > recycling in the borough is increasing with over 25% of household waste now being recycled, the highest proportion in Inner London;
- > parts of Camden have some of the poorest air quality levels in London;
- > more than 75 sites in the borough are protected for their nature conservation importance.

Transport in Camden

- > the number of people cycling in Camden increased dramatically over the last decade, while walking accounts for nearly half of the journeys taken by Camden residents, almost twice the national average;
- > the borough has extensive coverage by bus, tube and suburban rail;
- > Camden also has three major mainline railway stations (King's Cross, Euston and St Pancras) and will be a gateway to/from mainland Europe when the Eurostar terminal opens at St Pancras;
- > 56% of Camden households have no access to a car or van.

Camden's setting

Camden does not sit in isolation. Therefore, when we are developing our strategy for the borough it is important for us to take account Camden's relationship with neighbouring boroughs, other parts of London and wider areas linked to us by transport routes. Some of the key relationships and links are described below:

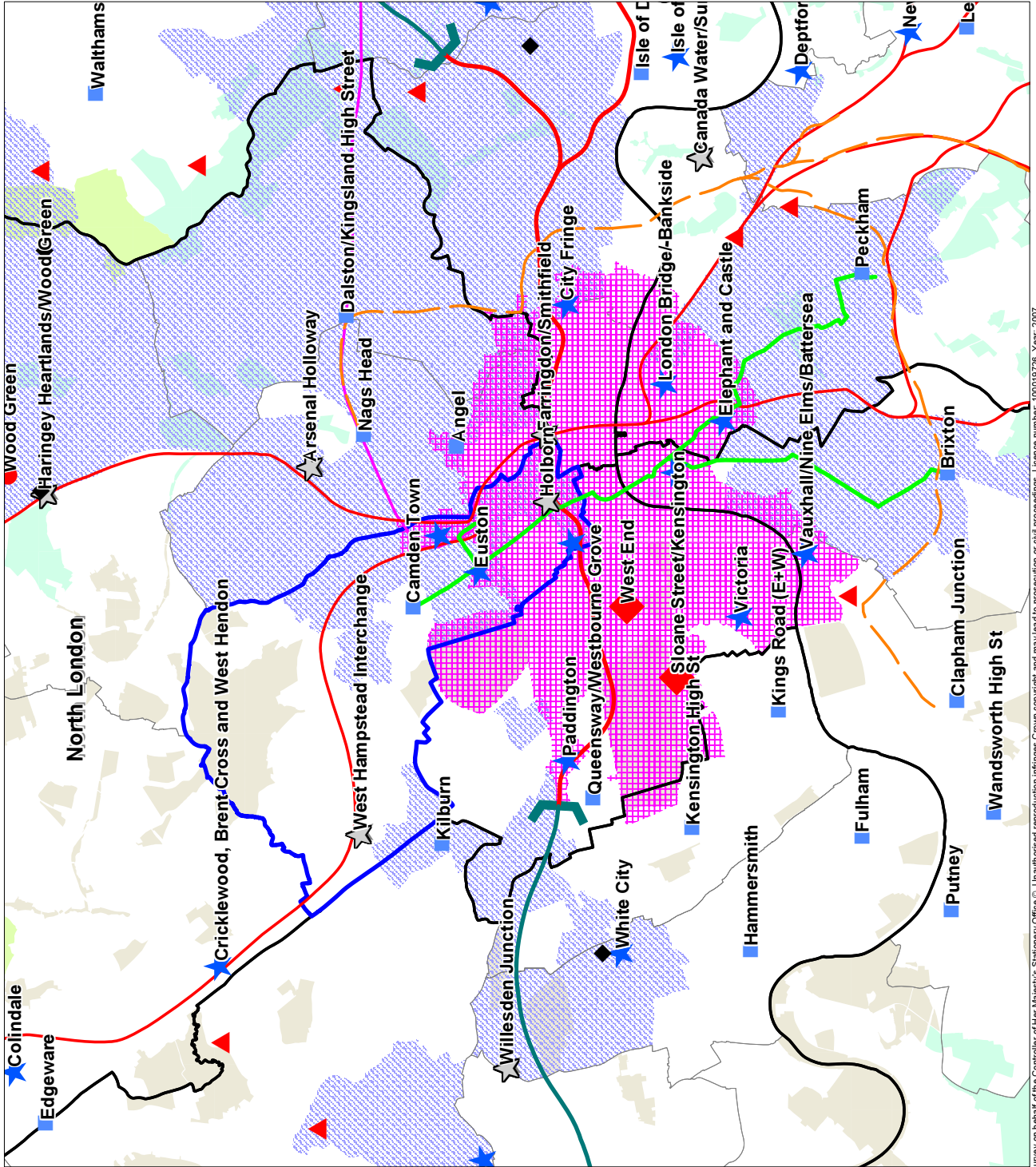
- > the southern part of the borough is within London's Central Activities Zone (CAZ), the area that contains many of the activities that define London's role as the UK's capital and major international city, and the south-west corner of Camden forms the eastern edge of the West End;
- > some of Camden's growth areas are on our border, or straddle our boundary, with other boroughs. For example, King's Cross sits on the border between Camden and Islington and the Tottenham Court Road area extends across parts of Camden and Westminster;
- > there are major redevelopment proposals for the Cricklewood/Brent Cross area, north west of Camden, involving over 7,000 homes and a substantial amount of new shops and offices;
- > Camden is at the southern end of the North-West London to Luton corridor which is planned to experience substantial levels of growth alongside future transport improvements;
- > Kilburn town centre straddles the border of Camden and Brent.

See Map 2 – *Camden's setting and growth areas*

Map 2 – Camden's setting and growth areas

KEY

- ◆ Industrial Business Park
- ▲ Preferred Industrial Location
- ☆ Areas of Intensification
- ★ Opportunity Areas
- Major Centre
- ◆ International Centre
- Metropolitan Centre
- Cross River Tram
- Crossrail 1
- Crossrail 2
- Crossrail 2
- Thameslink 2000
- Channel Tunnel Rail Link
- ▨ Central Activities Zone
- ▨ Areas for Regeneration
- ▨ Metropolitan Open Land
- ▨ Green Belt
- ▭ London regions
- ▭ London boroughs
- East London Line Extension



This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence number: 100019728. Year: 2007.

The challenges we face

Camden's planning strategy is being prepared in the context of social, economic and environmental changes. Some of the key issues that set the context for the Core Strategy are outlined below.

Adapting to a growing population and social changes

Camden's population is growing and changing (for example households are getting smaller and people are living longer) and advances in technology are increasingly affecting the way we work, shop and spend our leisure time. We also face conflicting demands on the limited space in the borough and often there is a difference between the uses that are attractive to the market and those wanted by local communities. The challenge we face is adapting to our changing world while trying to improve the quality of life of residents and the provision of services, and accommodate new and expanded buildings while protecting valued places and promoting high quality design.

Climate change and sustainability

It is increasingly recognised that climate change will affect all our lives and those of future generations, with global changes having local impacts. We need to respond to this by greatly reducing Camden's impact on the environment and planning measures to deal with the effects of climate change in the borough. Our response to these issues must be sensitive to the high quality environment in much of the borough.

The quality of the local environment

Camden's many attractive and historic neighbourhoods and numerous parks and open spaces are a significant reason that the borough is such a popular place to live, work in and visit. We need to manage change and growth so that they take place in a way that respects the character and distinctiveness of Camden's valued and special places. We also need to continue to try to improve our local environment, for example by reducing air pollution and improving our streets and public spaces.

The supply and cost of housing

Many people want to live in Camden but there is a limited supply of homes and prices are high. Also the demand for affordable homes is greater than the number available. We face the challenge of providing a diverse range of housing, in terms of price and type, and securing mixed areas with both private and social housing.

Economic development

Camden has a very successful economy, contributing around 1% of the country's economy. The Council wants to maintain and strengthen Camden's economy and competitiveness, nationally and internationally, while keeping Camden's special identity in the face of standardisation and globalisation.

Inequalities

The success of Camden's economy is not shared by all and the borough has some of London's most deprived neighbourhoods as well as some of the wealthiest. The Council wants to make sure that all members of the community have access to jobs, skills and training, education, and health and community facilities to help to promote equality, inclusion and opportunity.

Crime and safety

The need to tackle crime, drugs and anti-social behaviour, which harm the quality of life for many in the borough, was a key message from consultation on Camden's Community Strategy. We need to make sure Camden becomes a safer place while retaining the vibrancy that makes it such an interesting and popular place to live and visit. In addition, security is an increasingly important, with Camden's location, high profile and major transport interchanges making security a particular issue for the borough.

Transport

Camden is well served by bus, tube and rail but overcrowding on public transport is likely to increase with rises in the number of people living, working in and visiting the borough. Road traffic can harm local air quality and, through this, the health of those living in the borough. The amount of road traffic in the borough has been reducing. The Council wants to promote travel in Camden that is easy, safe, healthy and does not harm our local environment or contribute to climate change.

Vision and objectives

Community Strategy vision

In 2007, the Council and its partners agreed Camden's Community Strategy, *Camden Together*, which sets out a shared vision and strategy for the borough until 2012.

The Community Strategy's overall vision for the borough is that: Camden in 2012 will be a borough of opportunity.

Four themes have been identified to achieve this vision:

- 1** A sustainable Camden that adapts to a growing population
- 2** A strong Camden economy that includes everyone
- 3** A connected Camden community where people lead active, healthy lives
- 4** A safe Camden that is a vibrant part of our world city.

We intend to use the vision from the Community Strategy as the overarching vision for the Core Strategy and other related planning policy documents.

Issues and options

Strategic objectives

We have developed a series of objectives for the Core Strategy to guide the delivery of the Community Strategy vision above. These are set below arranged by the vision's themes:

A SUSTAINABLE CAMDEN THAT ADAPTS TO A GROWING POPULATION

- > to manage growth in Camden so that it meets our needs for homes, jobs and services, is supported by necessary infrastructure and maximises the benefits for the local area and community and the borough as a whole.
- > to promote high quality, sustainable design and physical works to improve our places and streets and preserve the unique character of Camden and the distinctiveness of our valued places.
- > to make sure that development in Camden achieves higher environmental standards.
- > to provide homes to meet housing needs as far as possible in terms of affordability, the type of properties built and the mix of sizes.
- > to better plan for and manage our waste, including through working with our partner boroughs in the North London Waste Authority.
- > to improve and protect Camden's parks and open spaces and promote the diversity of plant and animal species in the borough.

A STRONG CAMDEN ECONOMY THAT INCLUDES EVERYONE

- > to strengthen Camden's nationally-important economy while seeking to reduce inequalities within the borough, with jobs, skills, training and education opportunities available to everyone.
- > to support the success of Camden's town and neighbourhood centres while adapting to changes in the economy and shopping habits.

A CONNECTED CAMDEN COMMUNITY WHERE PEOPLE LEAD ACTIVE, HEALTHY LIVES

- > to promote the high levels of amenity and quality of life that make Camden such a popular place to live.
- > to secure mixed, balanced areas with a sense of community, avoid polarisation in the borough and promote equality of opportunity.
- > to support improvements to the health and wellbeing of Camden's population.
- > to reduce congestion and pollution in the borough by encouraging more walking and cycling and less motor traffic.

A SAFE CAMDEN THAT IS A VIBRANT PART OF OUR WORLD CITY.

- > to support Camden's valuable contribution to London's regional, national and international role and make sure that this brings benefits to the borough and its residents.
- > to promote the safety and security of those who live in, work in and visit Camden, while maintaining the borough's vibrancy.

We would like to know what you think

- do you agree with the objectives above?
- are there any other important objectives that should be included?

This section explores the key issues that face the development of Camden and options for dealing with them. However, the Council cannot just do what it wants on a number of issues as what we can do must be in line with the policies of the government and the Mayor of London and the options we consider need to be realistic and able to be delivered.

We have identified the key issues from a number of sources, including:

- > the “evidence base” for the Local Development Framework;
- > the policies and plans of the government and the Mayor of London;
- > Camden’s own plans and strategies, including the Community Strategy;
- > other relevant plans and policies; and
- > responses to Camden’s Community Strategy and other consultations.

This section sets out the issues that we think need to be addressed and possible ways of dealing with them. We have included a brief introduction to each issue covering, where relevant:

- > information on the situation in the borough;
- > the national and regional approach to the topic;
- > Camden’s existing policies and strategies (particularly in the Unitary Development Plan 2006 and the Community Strategy); and
- > the outcomes of previous relevant consultations.

Please note that the inclusion of an option does not suggest endorsement of it by the Council at this stage. We have intentionally included a range of options, some of which may involve difficult choices. We also welcome suggestions for other relevant issues and/or options.

We would like to know what you think

For each of the issues we would like to know which of the options you support. We would also like to know:

- do you think we have identified the right issues?
- are there any other issues or options you think we need to consider?

We have grouped the key issues into themes, each with a number of more specific topics within it:

- 1** Managing Camden’s growth
- 2** Providing housing and affordable housing
- 3** Promoting a sustainable Camden and tackling climate change
- 4** Improving Camden’s environment
- 5** Improving quality of life for Camden’s communities
- 6** Securing a strong economy that includes everybody.

The table below shows how these themes relate to the themes in Camden’s Community Strategy (see the Vision and Objectives section above).

Core Strategy Theme	Relevant Community Strategy Theme
1. Managing Camden’s growth	1. A sustainable Camden that adapts to a growing population
2. Providing housing and affordable housing	1. A sustainable Camden that adapts to a growing population
3. Promoting a sustainable Camden and tackling climate change	1. A sustainable Camden that adapts to a growing population
4. Improving Camden’s environment	1. A sustainable Camden that adapts to a growing population
5. Improving quality of life for Camden’s communities	2. A connected Camden community where people lead active, healthy lives 3. A safe Camden that is a vibrant part of our world city
6. Securing a strong economy that includes everybody.	4. A strong Camden economy that includes everyone

The Core Strategy deals with strategic matters. The **Development Policies Issues and Options** paper, which is being published alongside this document, goes into more detail on a number of the issues covered below and other issues relevant to Camden’s planning policies. Please refer to that document for further information.

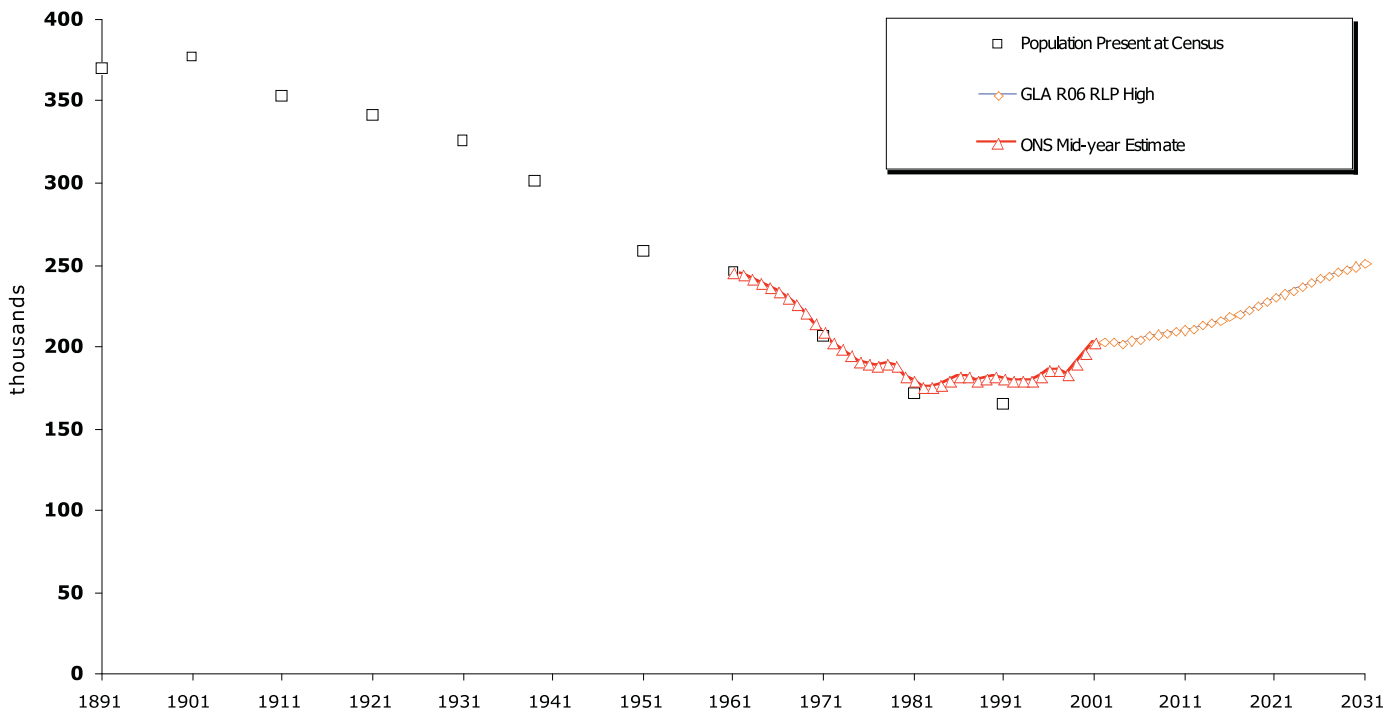
1. Managing Camden's growth

Like London as a whole, Camden's population has been growing since the 1980s and this is set to continue. However, Camden's character and inner London location mean we face specific challenges in dealing with this growth.

It is estimated that London's population will grow by over a million people between 2006 and 2026, while it is estimated that Camden's population will grow by around 35,000 people (about 15%) over the same period. Future growth in Camden will be largely due to natural increase, with more births than deaths, although migration into the borough will also be a factor.

Although Camden's population is growing, there are in fact many fewer people living in the borough than in the past. The population of 198,000 at the 2001 Census is just over half the peak population size of 377,000 in 1901.

Camden Population 1891 – 2031 – actual and projected



The forecast growth in population will be accompanied by an increase in the number of homes, offices and other land uses in the borough. The Greater London Authority (GLA) predict that Camden will experience significant growth in office jobs over the next two decades.

Camden's Core Strategy must be consistent with national planning policies and in general conformity with the Mayor of London's London Plan. National and regional policy promote increasing the supply of housing. The Early Alterations to the London Plan contain a target of 5,950 additional homes in Camden from 2007/8 to 2016/17, which we are expected to exceed. The key objective of the London Plan is to accommodate London's growth within its boundaries without encroaching on open spaces; making efficient and sustainable use of space through higher densities and intensification.

Key References/evidence

- GLA Round 2006 Demographic Projections
- London Office Policy Review 2006; Mayor of London; 2006
- London Plan – Housing Provision Targets, Waste and Minerals Alterations (“Early Alterations”); Mayor of London; 2006
- Planning Policy Statement 3 – Housing; ODPM; 2006
- Camden Together – Camden's Sustainable Community Strategy

Issue 1a – Where growth happens

As Camden is already highly built up with many valued places, we face challenges in how to adapt to our growing population while improving and protecting our environment for us and future generations, and how to get the right developments in the right places. The Core Strategy will need to set Camden's overall strategy in relation to growth, where it happens and how it is managed.

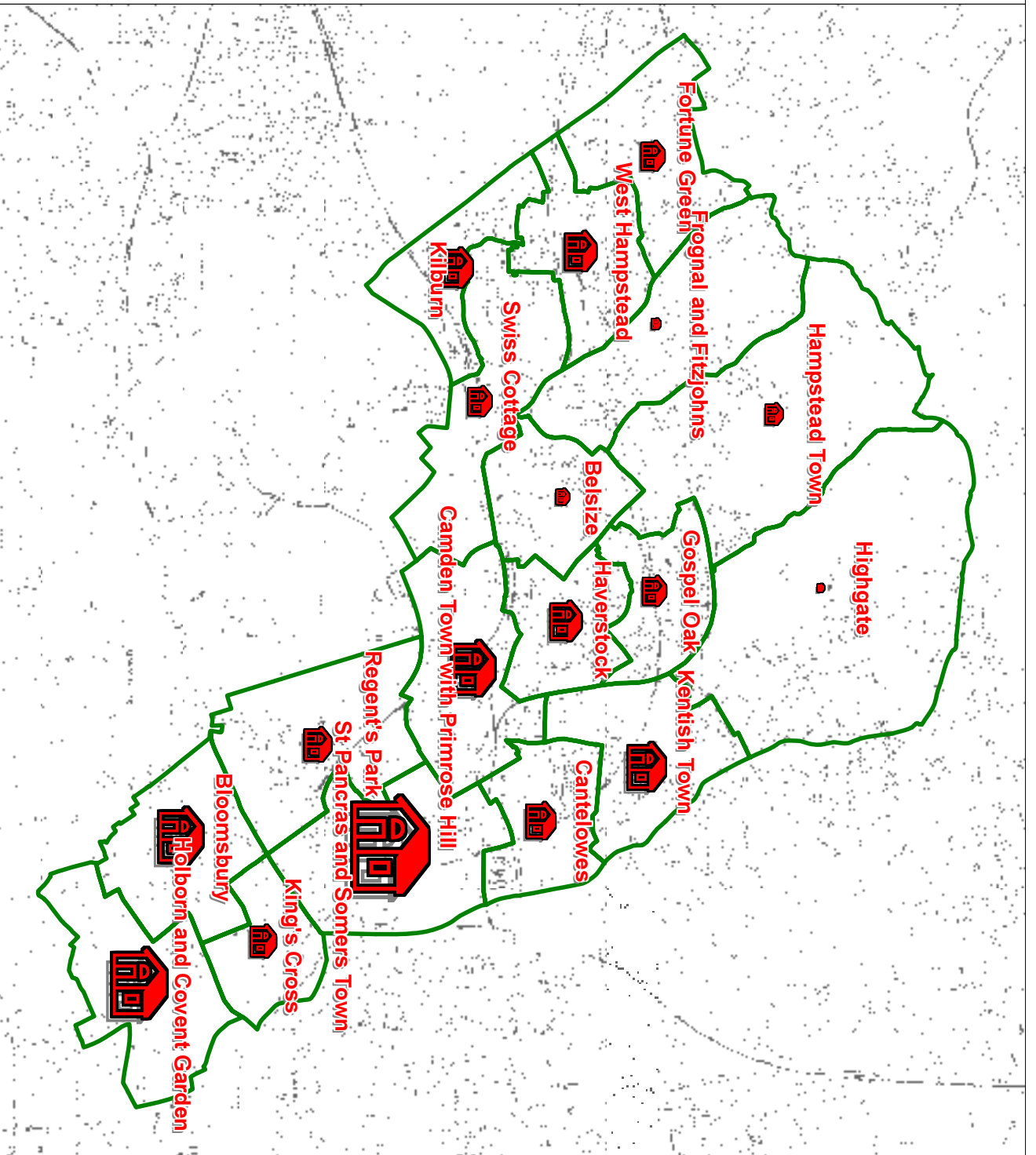
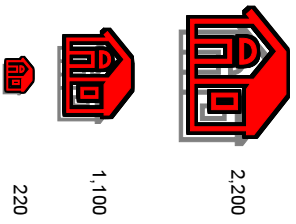
Growth and the environment were the issues that attracted the most comments during consultation on Camden's Community Strategy. Many people thought that growth is inevitable as Camden is a vibrant and prosperous central London borough, while some asked whether growth is desirable as it was felt this would have a detrimental impact on quality of life of existing residents. General concerns were raised about the availability of suitable housing and its cost and the ability of the borough to accommodate growth, especially in terms of providing essential services, with some arguing that existing residents should be prioritised. Some people asked how future growth would impact on the character and quality of the living environment in the borough.

The London Plan sets Camden a target of 595 dwellings per year from 2006/7 to 2016/17. This is made up of 437 of new homes per year plus new non-self contained dwellings and vacant homes brought back into use. From 2000/1 to 2005/6 an average of around 500 new homes per year (net) were built in the borough. See Map 3 – *Distribution of housing development*.

The London Plan also identifies a number of locations suitable for large scale redevelopment or significant increases in jobs and homes, based largely around interchanges where increased transport capacity is planned (called Opportunity Areas and Areas for Intensification). Opportunity Areas have been identified by the Mayor on the basis that they are capable of accommodating substantial new jobs and homes. Typically each can accommodate 5,000 jobs or 2,500 homes or a mix of the two. Areas for Intensification have significant potential for residential, employment and other uses through development or redevelopment although the numbers of homes and jobs will be below the thresholds set for Opportunity Areas. Most of the growth areas are within Central London, the most accessible part of the capital, and Camden has more of these areas than any other borough. The table below sets out the Mayor's figures for jobs and homes in these areas (see also Map 2 – *Camden's setting and growth areas*). Maps 4 and 5 illustrate the distribution of opportunity area/areas for intensification and show the proposed levels of new homes (Map 4) and the proposed levels of new jobs (Map 5). We need to decide whether to concentrate growth at these locations. This would mean that the south of the borough would be likely to be the location for the majority of development in Camden in future years. If we decide not to concentrate growth at these locations, it is likely that other parts of the borough will have to take more development and higher densities.

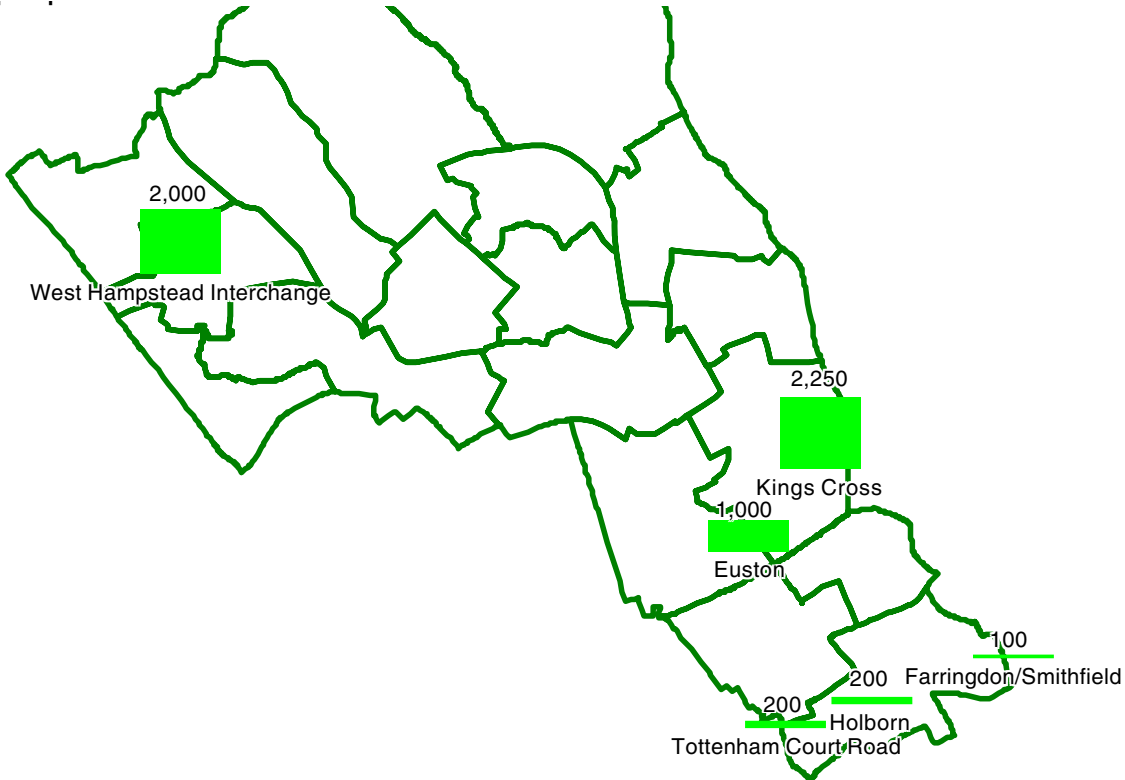
**Map 3 –
Distribution of housing
development 1998-2007**

Key
Dwellings permitted Jan 1998-June 2007

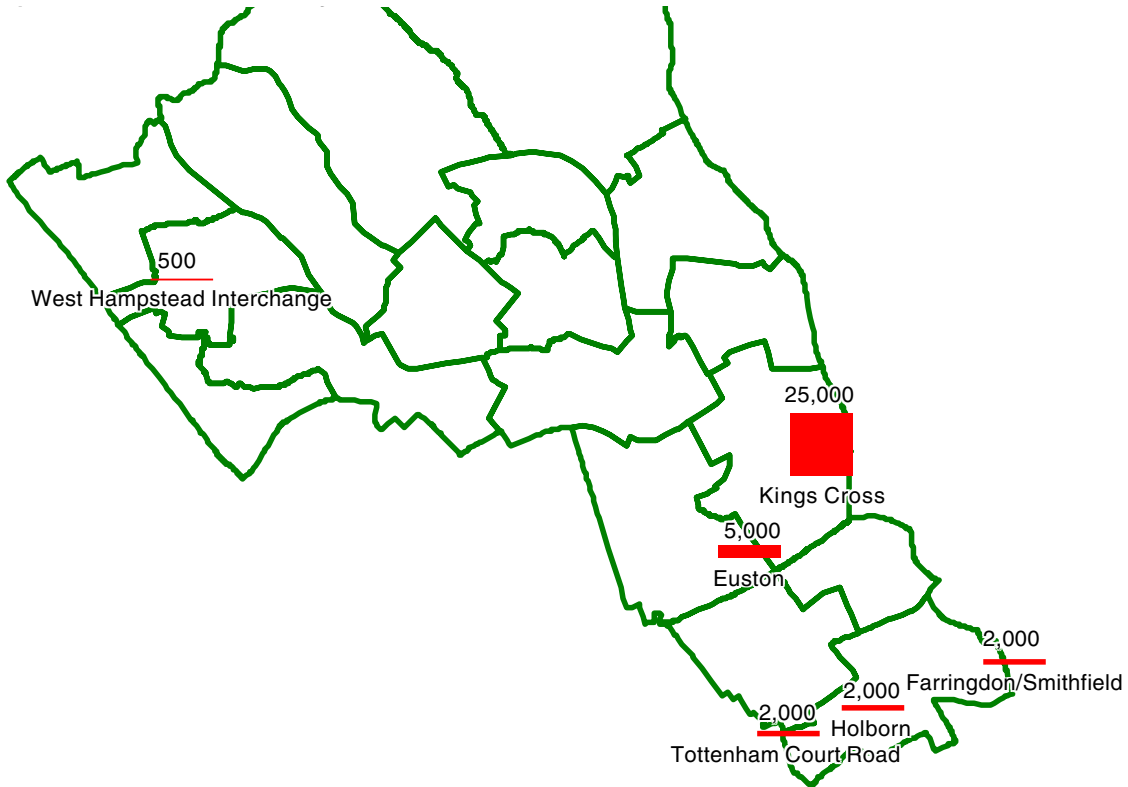


Map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence number: 100019126, Year: 2007.

Map 4 – London Plan Opportunity Areas and Areas for Intesification proposed minimum level of new homes in Camden



Map 5 – London Plan Opportunity Areas and Areas for Intesification proposed level of new jobs in Camden



This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office ©. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence number: 100019726. Year: 2007

Camden and other organisations will also have to consider the infrastructure requirements of growth and new development, in terms of transport and transport infrastructure, utilities and social infrastructure, and ensure that this is provided to support Camden’s communities (see also issue 5e – *Providing community services and facilities*).

LONDON PLAN GROWTH AREAS IN CAMDEN

	Minimum homes 2001-2016	Indicative jobs 2001-2016
Opportunity Areas		
King’s Cross	2,250	25,000
Euston	1,000	5,000
Tottenham Court Road (part in Westminster)	1,000	5,000
Areas for Intensification		
Holborn	200	2,000
West Hampstead Interchange	2,000	500
Farringdon/Smithfield (mainly in Islington/City of London)	2,000	100

Source: Draft Further Alterations to the London Plan; 2006

The government expects councils to identify enough locations for housing to provide for homes targets to be met for the next 15 years, and to identify specific sites sufficient for at least 10 years. This presents particular problems for Camden due to the high proportion of new homes created by sub-dividing existing dwellings and from developing very small infill plots. The opportunities for such developments are by their nature difficult to predict. To meet government guidance, Camden will have to identify and allocate a greater proportion of the sites expected to be developed for housing in the future. To do this, we will need to take a view on the kinds of sites and locations that should be developed for housing.

Camden’s Unitary Development Plan (UDP) 2006 seeks to make sure that activities likely to cause significant demand for travel are located in the parts of the borough that can be most easily reached by public transport, walking and cycling, and encourages high densities to make full use of the potential of land, provided the surrounding area and the amenity of neighbours and occupiers are considered. It also protects a number of uses from redevelopment for alternative use. We need to decide whether we should change our approach to encourage more homes to be built; for example, by allowing industrial sites to be redeveloped for housing. See Issue 6c for further discussion on this matter.

In recognition of the special architectural and historic interest of much of Camden, the borough has many conservation areas, each with their own character. These are designated to preserve and enhance their character and appearance. Designation does not mean that future development cannot take place but that change must be sensitive to the area. Some of the growth predicted for Camden will take place in conservation areas; indeed many of the growth areas identified by the Mayor lie within or adjacent to conservation areas. The Council will apply its planning policies to make sure that future development preserves or enhances the character and appearance of our conservation areas.

Camden is intending to produce a separate policy document dedicated to places identified as having potential major development opportunities (to be known as Site Specific Allocations). This will contain more detailed material and guidance on these locations, including areas identified in the London Plan. Initial consultation on Site Specific Allocations is due to take place in summer 2008.

Key References/evidence

- London Plan Housing Provision Targets, Waste and Minerals Alterations, Mayor of London; 2006
- Draft Further Alterations to the London Plan; Mayor of London; 2006
- Camden Annual Monitoring Report 2005/06
- Camden Together – Camden’s Sustainable Community Strategy

We would like to know what you think

- Q1** Should we try to concentrate most growth in certain parts of the borough so other areas will need to take less or should we try to spread growth more equally across the borough?
- Q2** If we concentrate growth, should this be in the Opportunity Areas and Areas for Intensification identified by the Mayor or are there other places, such as our town centres, that should also take large amounts of growth? What factors should the Council take into account in determining how London Plan targets for Camden’s growth areas can be achieved?
- Q3** Should the largest developments be focused in most accessible locations?
- Q4** What are the infrastructure implications of the projected growth? are there different infrastructure requirements for concentrating growth on certain areas than for a strategy of promoting more dispersed growth?
- Q5** Is the potential for growth in any area limited by transport capacity or accessibility or infrastructure constraints?
- Q6** Do we need specific policies for dealing with planning applications at growth areas or will general policies and a Site Allocations document be sufficient?

Issue 1b – Managing growth and its impact

If we are going to adapt successfully to Camden’s growing population, we need to make the best use of the borough’s limited land. The Council supports making the most efficient use of land and buildings while also seeking to enhance and protect the quality of our environment, the amenity of neighbours or occupiers and other important considerations. Ways of making more efficient use of land can include higher densities (that is, have more buildings or rooms in a given area) and tall buildings.

Government policy encourages higher densities. It says that the density of existing development should not dictate the density of new homes and that imaginative designs and layouts can make more efficient use of land without compromising the quality of the local environment. The London Plan expects development to achieve the maximum possible intensity of use compatible with the local area and includes minimum and maximum densities for different locations.

Camden's Unitary Development Plan (UDP) 2006 encourages the full use of sites and encourages high densities where development is designed to a high standard and properly considers the character of the surrounding area. It recognises that density varies across the borough and expects the highest densities in Central London, town centres and other locations well served by public transport. Camden already has an average density that is substantially above that for London as a whole. 96% of homes built in the borough in 2005/6 were built at a density above 50 homes per hectare.

The need to provide more housing to respond to a growing population could lead to pressure to allow developments with lower standards than are currently applied (for example, in the size of flats or rooms) or which lead to some reduction in amenity, either for occupiers or neighbours. It will be important to achieve the right balance between intensification and protecting the amenity of neighbours and occupiers.

Recent English Heritage/CABE guidance encourages local authorities to identify appropriate locations for tall buildings in their plans. Camden's UDP does not identify locations for tall buildings and does not have a specific policy on them as the general principles for their consideration are largely the same as for other buildings, although they can have an impact over a larger area. Applications for tall buildings are therefore assessed against a range of relevant policies (including design, amenity and conservation areas).

Key references/evidence

- [Planning Policy Statement 3: Housing; ODPM; 2006.](#)
- [Draft Further Alterations to the London Plan; Mayor of London; 2006](#)
- [Camden Annual Monitoring Report 2005/06](#)
- [Guidance on Tall Buildings; English Heritage/CABE; 2007](#)
- [Housing – Supplementary Planning Guidance; Mayor of London; 2005](#)

We would like to know what you think

- Q7** Should the acceptability of the density of a development depend on its design and how it fits in with its surroundings? Or should we set maximum and minimum levels of density, such as the Mayor's density standards?
- Q8** Should the most accessible locations, like Central London and our town centres, be expected to have higher densities than elsewhere? Should we more closely link density to transport accessibility?
- Q9** Should redevelopment schemes have to increase density unless it can be demonstrated that this is not possible or appropriate?
- Q10** Should we identify locations suitable for tall buildings or identify areas where they are not suitable?

Issue 1c – Getting the right mix of uses

Part of managing growth is making sure there is an appropriate mix of uses in areas and buildings. Mixed uses can make efficient use of land, reduce the need to travel between homes, jobs and services and increase the provision of housing. They can contribute to the success and diversity of places, ensuring they have a range of activities and are used throughout the day, increasing safety and security.

National planning policy supports mixed uses, while the London Plan promotes the inclusion of a mix of uses, including housing, where an increase in office floorspace is proposed in certain areas. These areas include the Central Activities Zone, which extends into the southern part of Camden.

Camden's Unitary Development Plan (UDP) 2006 also promotes mixed uses, with developments of more than 200m² of new floorspace in the most accessible parts of the borough (Central London and the town centres of Camden Town, Finchley Road/Swiss Cottage and Kilburn) generally being expected to make a contribution to the supply of housing. To maximise the supply of housing, the Council seeks the provision of housing and other secondary uses on the development site itself, although in exceptional circumstances off-site provision or a payment-in-lieu are considered acceptable.

Key references/evidence

- [Planning Policy Statement \(PPS\) 1: Delivering Sustainable Development; ODPM; 2005](#)
- [Draft Further Alterations to the London Plan; Mayor of London; 2006](#)

We would like to know what you think

- Q11** Should we require mixed uses in certain developments? If so, should this continue to be in the most accessible parts of the borough or should this also apply to other areas?
- Q12** Should we continue to expect housing and other secondary uses to be provided on development sites or should we accept off-site provision or payments in lieu of on-site provision in a greater range of circumstances? should off-site provision be required to be within the locality as far as possible?
- Q13** Should some land uses or users be exempt from providing a mix of uses?
- Q14** Should we allow for other benefits, e.g. contributions to other priorities, to offset need for a mix of uses?

Issue 1d – Making sure growth works positively for Camden

In some instances, a development that would otherwise be unacceptable can be made acceptable by using a planning obligation. Planning obligations (sometimes known as Section 106 agreements or legal agreements) can be used to control the nature of a development or mitigate or compensate for its effects. Contributions secured through planning obligations may be financial or 'in kind.' Obligations must meet certain criteria. They should be relevant to planning; necessary to make development acceptable; directly related to the development; and fairly and reasonably related in scale and kind. They should not be used to achieve unrelated or wider objectives that are not necessary in planning terms to allow consent to be given for a particular development.

Good development can bring benefits to the local community, for example, by providing new facilities, homes or jobs, or improving the local environment. Planning obligations can be a way of making sure that developments deliver such benefits and do not cause harm to the local area.

Camden Planning Guidance 2006 sets out the main areas that the Council consider may need to be addressed through planning obligations, although it is recognised that the priorities for an individual scheme will relate to its particular nature. These are:

- > affordable housing;
- > transport improvements and initiatives;
- > the public realm;
- > community facilities, local infrastructure and open space;
- > environmental impacts; and
- > area regeneration and community safety.

The review of Camden’s planning strategy and policies gives us the opportunity to assess what things it is appropriate to seek through planning obligations and what our priorities should be.

The government is considering amending the current system of planning obligations and is consulting on alternative approaches. The government’s stated preferred option is a “Planning Gain Supplement” – a payment to be levied by HM Customs and Excise when developers implement a planning permission. This will reduce the matters that would then be included in a planning obligation. However, other options are still being considered. We will reflect any changes to the system that occur during the preparation of our Core Strategy and our other planning policy documents.

Key references/evidence

- [Circular 05/05: Planning Obligations](#)
- [Homes for the Future: More Affordable, More Sustainable – Housing Green Paper; DCLG; 2007](#)

We would like to know what you think

- Q15** Should we seek a range of items through planning obligations appropriate to the specific development or area or should we prioritise certain items for all developments? Do you agree with the priorities set out above?
- Q16** Should we negotiate all contributions on a site-by-site basis or make greater use of standard formulas to calculate the level of planning contributions?
- Q17** Should the resources secured from a planning obligation be used strictly in the local area, as far as this is possible, or is it appropriate that in some circumstances they should be used for measures that benefit the borough as a whole?
- Q18** To what extent should other benefits of a scheme be taken into account when calculating contributions secured through planning obligations?
- Q19** Should publicly driven/funded schemes be treated differently in terms of obligations than commercial schemes?

2. Providing housing and affordable housing

The amount, type and cost of homes is one of the most important challenges facing the borough. Housing was one of the main issues raised in consultation on Camden's Community Strategy. Many people were particularly concerned about the provision of affordable housing and homes for families.

The needs of people on middle incomes, who are not eligible for social housing but unable to afford the cost of open market housing in the borough, were also raised. Lack of suitable homes could force those on middle incomes to go elsewhere for a place to live, leaving Camden increasingly polarised between more affluent residents and those who are less well off.

The issue of the amount of housing to be provided in Camden in the future is considered as part of the section *Managing Camden's Growth* above. This section therefore concentrates on affordable housing, the type and size of homes and making the best use of our existing housing stock. The Development Policies Issues and Options paper published alongside this document includes consideration of related housing matters including non-self contained housing and housing for older people.

Issue 2a – Affordable housing

The London Plan sets a target of 50% of additional homes in London to be affordable, of which 70% should be social rented and 30% should be intermediate (e.g. shared ownership). Social rented housing is provided by Registered Social Landlords (mostly Housing Associations) at rents controlled by the Housing Corporation and is affordable at low household incomes (currently less than £16,400 per annum). Intermediate housing is housing affordable at household incomes of less than £49,000 per annum.

Boroughs are required to set their own affordable housing target based on strategic need in London, local need and supply, the objective of achieving balanced communities and financial viability. Camden's Housing Needs Survey 2004 suggested that 5,187 affordable homes were needed in the borough each year, taking into account predicted need and the backlog of existing need. This figure is almost nine times Camden's annual homes target.

Viability analysis has indicated that 50% affordable housing can be delivered on some sites in Camden, but that viability reduces as the size of the development is reduced. Government guidance gives 15 dwellings as an indicative minimum size of developments where affordable housing can be required but allows for a lower threshold where this is shown to be practicable and economically viable. The draft Further Alterations to the London Plan says that boroughs should normally require affordable housing on sites with the capacity to provide 10 or more homes.

Camden's Unitary Development Plan (UDP) 2006 expects development with a capacity for 15 or more homes to provide affordable housing. A lower threshold has been rejected by planning inspectors at two UDP public inquiries as it was found that it was likely to reduce the viability of housing schemes and therefore reduce the total amount of homes built in the borough. Figures from Camden's Annual Monitoring Report 2005/06 suggest that the size of schemes being developed is being reduced so they stay below the threshold for affordable housing. Due to the large proportion of small schemes and because the 50% target is only viable on a few of the larger sites, the overall proportion of additional affordable housing being delivered in Camden is much lower than 50% of the total being built.

In line with government guidance, Camden's UDP 2006 expects affordable housing to be supplied on the development site where possible. It allows off-site provision where affordable housing cannot practicably be achieved on the site or, exceptionally, a payment in lieu of provision. Negotiations of payments in lieu have proved difficult in practice as the financial circumstances affecting each site are different and as the cost of funding a meaningful amount of housing elsewhere generally exceeds the additional value generated by crossing the 15 dwelling threshold. Other issues regarding payments in lieu include difficulties for Council's partners in competing to acquire sites on the open market and a lack of suitable sites.

Government and London Plan policy support inclusive and mixed communities but high house prices in the borough may potentially lead to increasing polarisation. Much of the borough's market housing is beyond the reach of all but the wealthy, whilst new affordable housing allocations go to those with the most acute needs. The cost of housing also means that there are difficulties in providing intermediate housing in some parts of the borough.

Key references/evidence

- Camden Housing Needs Survey 2004
- Planning Policy Statement (PPS) 3: Housing: ODPM; 2006
- Camden Annual Monitoring Report 2005/06
- Draft Further Alterations to the London Plan; Mayor of London; 2006
- Greater London Housing Requirements Study; GLA; 2004
- Camden's Housing Strategy 2005-2010
- Housing – Supplementary Planning Guidance; Mayor of London; 2005

We would like to know what you think

- Q20** Should we consider changing the threshold at which housing developments are expected to contribute to affordable housing?
- Q21** How might we prevent the threshold suppressing proposals for development slightly larger than the threshold size?
- Q22** Should sustainability and/or climate change be the overriding principle for all new development in Camden, including above design considerations, or should these issues be given equal weighting to other matters?
- Q23** Is there a need to allow payments in lieu for particular types of schemes, such as schemes just over the threshold?
- Q24** Should we seek balanced communities by guiding new affordable housing to places that have a low proportion of existing affordable housing? or should we guide new affordable housing to the places where it is cheapest to provide or areas with high accessibility to public transport, services and community facilities?
- Q25** Alternatively, should we seek affordable housing on any suitable sites that arise?
- Q26** To what extent might affordable housing outside the borough be used to meet the needs that arise in Camden?

Issue 2b – Providing homes of the right size and type

Providing homes of a range of size and type is vital if Camden is to have successful, mixed communities and people are to have opportunities to find homes suitable for their circumstances. This includes homes for those who need large places to live and for people in smaller households, and homes for people who may have particular difficulties in finding suitable places to live, such as those with mobility difficulties and those who require an element of care.

Government guidance and the London Plan expect the housing needs of different groups to be considered, for example older people, large and small households, and gypsies and travellers. The Mayor of London is promoting the provision of more homes suitable for families than has been the case in the past. However, there is a potential conflict between the need to increase densities to meet the targets for homes set by the Mayor and the need to provide more family homes, as lower densities tend to be more suitable for family housing.

Camden's Unitary Development Plan (UDP) 2006 requires housing developments to provide a mix of large and small units. No mix is specified, rather the mix and sizes of units best suited to the property and the locality are considered. It also includes policies for hostels, houses in multiple occupation and homes for those who require an element of care. Please see the Development Policies Issues and Options paper for more on these types of accommodation and housing mix.

The Council will update its information on the need and demand for housing in the borough (for example, in terms of affordability and the requirements of different groups). The results of this will feed into the development of our planning strategy and policies for housing.

The Council recognises the needs of gypsies and travellers within the borough. The Greater London Authority, in conjunction with London Councils and the five London sub-regional housing partnerships, commissioned an assessment of gypsy and traveller accommodation requirements. It is proposed that targets for each borough, based on the new research, be introduced through the Mayor's Housing Strategy, which will be subject to public consultation. It is intended that the targets can be introduced into the next alterations to the London Plan. There are three permanent gypsy, traveller and showmen sites in Camden providing six pitches.

Key references/evidence

- Camden Housing Needs Survey 2004
- Planning Policy Statement (PPS) 3: Housing 2006.
- Draft Further Alterations to the London Plan; Mayor of London; 2006
- Camden's Housing Strategy 2005-2010
- Housing – Supplementary Planning Guidance; Mayor of London; 2005

We would like to know what you think

Q27 Should we specify the Council's preferred mix of sizes of homes?

Q28 If so, should this reflect the level of demand for both small and larger size homes or should we prioritise larger homes which may be suitable for families even if this reduces overall number of housing provided?

Q29 Are larger homes for families suitable everywhere and in all developments? or are they not suitable in some places or types of development?

Issue 2c – Making the best use of existing housing

In the past, the conversion of large homes into flats was an important source of new housing in Camden. However, in recent years this has reduced and increasingly smaller homes are being “reconverted” into larger units.

In the period 2002-2006, over 400 homes were lost in Camden through combining flats into larger homes, while slightly more than 200 homes were created by splitting large homes into smaller flats. Our housing targets are based on net figures, that is, the difference between the number of existing and proposed homes, so any loss of housing is taken into account when assessing performance against the targets. If homes are lost through combining flats into larger properties, more homes will have to be provided in the borough to make up for this.

The London Plan says that borough policies should prevent the loss of housing without planned replacement at existing or higher densities. **Camden’s Unitary Development Plan (UDP) 2006** prevents the loss of two or more flats unless a development either creates large affordable homes, creates large homes in a part of the borough with a relatively low proportion of them (that is, the wards of Bloomsbury, Holborn and Covent Garden, King’s Cross, Kilburn, Regent’s Park and St Pancras and Somers Town), or brings sub-standard properties up to an acceptable standard. Creating larger units in some areas and protecting small homes in others can help to create sustainable communities through a more balanced mix of housing as different size dwellings meet the housing needs of different parts of the community.

The conversion of flats into larger homes would reduce housing choice in the borough by cutting the number of homes available, especially for smaller households, and reduce the availability of properties affordable to those on middle incomes. On the other hand, converting flats into a larger dwelling would increase the amount of housing available that is suitable for families. However, larger homes may not be occupied by families, as more affluent households without children may buy such properties to give themselves more space, and the Council cannot influence who occupies housing sold on the open market.

Camden has a large number of housing estates, some of which require significant investment. The regeneration of some estates could deliver new housing, improve their layout, promote community safety, create local employment opportunities, provide accommodation for families and people with mobility difficulties and generate resources for investment in the Council housing stock. The Council recognises that residents need to be central to any schemes of this nature and is planning to carry out local discussions to investigate possible options for specific estates.

Although the London Plan resists the loss of homes, including affordable housing, without planned replacement at existing or higher densities, the Mayor’s supplementary guidance on housing recognises that there may be a loss of homes where redevelopment on estates seeks to provide larger dwellings. This is considered acceptable where there is no net loss of habitable rooms.

Another way of making better use of our stock of housing is to bring empty homes back into use. This was supported by many people during consultation on Camden's Community Strategy. Camden's approach to empty property aims to encourage owners to make good use of their homes. Where appropriate we will consider taking enforcement action, such as serving notices and, as a last resort, using compulsory purchase orders, although this is an expensive option. A proportion of Camden's annual housing provision target of 595 homes per year is expected to be met by bringing empty homes back into use.

Key references/evidence

- Camden Housing Needs Survey 2004
- Planning Policy Statement (PPS) 3: Housing 2006.
- Draft Further Alterations to the London Plan; Mayor of London; 2006
- Camden's Housing Strategy 2005-2010
- Greater London Housing Requirements Study; GLA; 2004
- Housing – Supplementary Planning Guidance; Mayor of London; 2005

We would like to know what you think

Q30 Should we continue only to allow the loss of flats in some parts of the borough and in some circumstances or should we allow the loss of flats throughout the borough when this creates larger homes?

Q31 Alternatively, should we resist any development that reduces the number of homes in Camden, including those converting flats into larger homes?

3. Promoting a sustainable Camden and tackling climate change

The implications of our actions on the environment are increasingly clear. Planning has an important role in reducing our environmental impact and achieving sustainable development – the key principle underpinning planning. It involves meeting our social, environmental and economic needs in ways that protect the environment and do not harm our ability to meet our needs in the future. A *Sustainable Camden that adapts to a growing population* is one of the elements in the vision in Camden’s Community Strategy.

This section concentrates on sustainability issues relating to the environmental performance of buildings, transport and managing waste. However, how we make Camden more sustainable is an overarching issue that runs throughout this paper. Issues elsewhere in this document that relate to sustainability include the location and form of growth (issues 1a and 1b), design (issue 4a) and improving and protecting our parks and open spaces and encouraging wildlife (issues 4b). Section 4 focuses on the social element of sustainability while section 5 concentrates on its economic aspects. The Development Policies Issues and Options paper published alongside this document further considers how planning policies can contribute to a sustainable Camden.

Environmental issues were highlighted by a large number of people responding to consultation on Camden’s Community Strategy and there was significant support for protecting the environment for ourselves and for future generations. People wanted action to be taken to combat climate change and promote environmental sustainability and were also keen to play their part.

Issue 3a – Promoting higher environmental standards

Camden is already taking many measures to encourage sustainable development, including producing a Climate Change Action Plan. Many policies in the Unitary Development Plan 2006 aim to reduce our impact on the environment. However, this is a rapidly developing area in terms of our understanding of the issues, the policy context and the measures available to us. The review of our planning strategy and policies gives us a chance to re-examine our approach to see what more we can do.

Planning has a key part to play in making places that have lower environmental impacts to help stabilise climate change and that can stand up to the effects of climate change in the future. Ways in which planning can contribute to reducing the environmental impacts include seeking and securing:

- > high standards of energy efficiency and appropriate use of renewable energy;
- > reductions in carbon emissions from buildings and use of low-carbon technologies;
- > the most efficient use of resources and water;
- > the use of decentralised energy supply systems (see below);
- > the re-use and most efficient use of land and buildings;
- > patterns of growth that reduce the need to travel by car.

The Further Alterations to the London Plan expect developments to make the fullest contribution to the mitigation of, and adaptation to, climate change, in particular by minimising carbon dioxide emissions, adopting sustainable design and construction measures and prioritising decentralised energy generation. The Plan also proposes measures to reduce the environmental impact of existing buildings (“retrofitting”).

Recent guidance from English Heritage/the Commission for Architecture and the Built Environment (CABE) advocates that tall buildings set exemplary standards in sustainable design and construction because of their high profile and local impact. It calls for such proposals to exceed the latest regulations for minimising energy and reducing carbon emissions over the lifetime of the development.

The Council recently commissioned a study to investigate how we can achieve carbon reduction in Camden. This showed that the greatest reductions in carbon dioxide (CO₂) can be most cost-effectively achieved through the creation of large-scale gas-powered combined heat and power (CHP) plants linked to district heating networks that serve large buildings, council estates and other nearby properties. These decentralised energy systems generate power close to the point of use which allows the waste heat produced to be used locally. This avoids the heat loss during the production and distribution of power which occurs with the national electricity grid. “Trigeneration” systems that provide cooling as well as heat and power can also be used although the technology is not as well established as for combined heat and power.

The government is considering measures to make it easier for people to install small scale equipment to generate energy, such as solar panels and wind turbines. These have environmental benefits but can have a visual impact on their surroundings. As Camden has many conservation areas and listed buildings we face the challenge of encouraging such measures while protecting the quality of Camden’s environment.

Camden’s Core Strategy will set out the general principles of the Council’s approach to reducing our environmental impact. Detailed policies on these matters will be included in the Council’s Development Policies document. Detailed consideration of sustainable design and construction, carbon use, renewable energy, the re-use of materials and water efficiency/flooding are contained in the Development Policies Issues and Options paper which is published for consultation alongside this document.

Key references/evidence

- [Delivering a Low Carbon Camden – Carbon Reduction Scenarios to 2050; SEA-Renue; 2007.](#)
- [Climate Change in Camden – A Joint Effort; Camden’s Climate Change Action Plan 2006 – 2009](#)
- [Camden Sustainability Task Force Report on Energy and Energy Efficiency; 2007-09](#)
- [Planning Policy Statement \(PPS\) 23: Planning and Pollution Control; ODPM; 2004](#)
- [Planning Policy Statement \(PPS\) 22: Renewable energy; ODPM; 2004.](#)
- [Guidance on Tall Buildings; English Heritage/CABE; 2007](#)
- [Draft Further Alterations to the London Plan; Mayor of London; 2006](#)

We would like to know what you think

- Q32** Should the Core Strategy be primarily concerned with the mitigation of climate change?
- Q33** Should the Core Strategy prioritise the need to adapt to the future impacts of climate change?
- Q34** Should all developments meet high standards of energy efficiency and environmental performance, taking into account the specifics of the site, technology and cost? or should this only apply to schemes of certain types or certain sizes?
- Q35** Should the requirement for high standards of energy efficiency and environmental performance apply to conversions and extensions as well as new build developments?
- Q36** Should tall buildings, or other larger developments, have to meet higher standards of energy use and emissions than other schemes?
- Q37** Should we encourage measures to improve the energy performance of existing buildings, for example, by extending energy efficiency measures to the rest of the house when applications are made for extensions?
- Q38** When considering the impact of solar panels, wind turbines and other ‘green’ technologies on their surroundings should we treat them in the same way as other building works or give environmental factors greater priority than other considerations, such as conservation/heritage?

We would like to know what you think – *continued*

- Q39** Should we identify locations for decentralised energy systems, for example, housing estates?
- Q40** Should we require large development schemes to include decentralised energy/district heating systems?
- Q41** Where a community/decentralised heating system exists, should new development be required to connect to it where possible?

Issue 3b – Dealing with our waste and encouraging recycling

The amount of waste we produce is increasing and the traditional ways of dealing with it (landfill and incineration) are becoming increasingly unacceptable, financially and environmentally. Therefore we need to find better ways of dealing with our waste in the future. This will include reducing the amount of waste we produce, increasing re-use and recycling, finding sites for new waste facilities.

It is estimated that London currently produces about 18 million tonnes of waste every year and that this will rise to over 23 million tonnes by 2020. The London Plan expects the capital to take responsibility for dealing with its own waste as far as possible, rather than sending it to other places to be dealt with as is currently the case. Therefore there is a need for many new waste facilities and to find appropriate locations for them.

Camden is a member of the North London Waste Authority, which is responsible for the disposal of waste collected in the boroughs of Barnet, Camden, Enfield, Haringey, Hackney, Islington and Waltham Forest. The seven boroughs are producing a Joint Waste Plan which will include policies and identify locations for waste management facilities to deal with the area's waste. It is likely that a range of facilities of different types and sizes will be needed. Issues relating to this will be considered during consultation on issues and options for the North London Waste Plan which is due to take place early in 2008.

Camden collects over 134,000 tonnes of municipal waste every year, around 85,000 tonnes of which is from households. Recycling in the borough has been increasing. We achieved a recycling rate of 27% in 2005/6, the highest in Inner London, up from 16% in 2003/4. Planning can play its part in helping people to reduce waste and re-use and recycle, for example by making it as easy as possible to recycle by making sure waste and recycling facilities are included in all new developments.

Consultation on Camden's Community Strategy found that people supported recycling but felt that it should be made easier. Camden has a number of schemes to encourage more recycling, including mini recycling centres, a reuse and recycling centre at Regis Road, and a weekly door-to-door recycling collection service. Let's Talk Rubbish, Camden's Waste Strategy, aims to reduce the amount of waste we produce in coming years and increase the amount we recycle. The Camden Unitary Development Plan (UDP) 2006 expects developments to provide for the sorting and storage of waste to aid waste handling and collection, prevent onsite problems and encourage recycling. Please see the Development Policies Issues and Options paper for more detailed consideration of encouraging recycling in Camden.

Key references/evidence

- London Plan – Housing Provision Targets, Waste and Minerals Alterations 2006
- Let’s Talk Rubbish – Camden’s Waste Strategy 2007 – 2010
- North London Joint Waste Strategy 2004 – 2020; North London Waste Authority.
- Waste Strategy for England; 2007
- Rethinking Rubbish in London – The Mayor’s Municipal Waste Strategy; 2003
- Planning Policy Statement (PPS) 10 – Planning for Sustainable Waste Management; 2005

We would like to know what you think

Q42 Do you support the measures to encourage recycling outlined above?

Q43 What more do you think we can do to encourage recycling?

Issue 3c – Promoting efficient transport with reduced environmental impact

The choices we make about when and how we travel have implications for the environment and health and safety as well as for the ease and speed of our journeys. Cycling and walking are healthier and less polluting ways to travel than using motor vehicles which produce greenhouse gases and harm local air quality.

Camden has been a leading council in the development of policies and initiatives to reduce the impact of transport on the environment (for example in promoting car free housing and “Clear Zones”). Our overall transport strategy is set out in our Green Transport Strategy, which contains broad transport objectives. This is translated into a 5-year investment programme through our Local Implementation Plan (LIP). We are currently updating our Green Transport Strategy for the period 2007-2012. This will set out the transport initiatives that Camden would like to develop to help achieve further traffic reductions and assist in the achievement of air quality targets and our aspirations for mitigating climate change.

In line with national and regional policy, Camden’s Unitary Development Plan (UDP) 2006 seeks to:

- > reduce the need to travel;
- > manage and reduce the amount of traffic on Camden’s roads;
- > encourage forms of travel that cause the minimum harm to the environment;
- > maximise the accessibility of transport; and
- > integrate planning and transport by steering land uses that produce a significant demand for travel to the parts of the borough that can be most easily reached by walking, cycling and public transport.

During consultation on Camden’s Community Strategy there was broad support for tackling unnecessary car use in the borough to address environmental concerns and congestion levels, with people recognising the need to improve public transport as part of this.

Camden is well served by public transport and a number of major transport schemes will affect the borough in coming years and increase the capacity of the public transport system. These are needed to tackle existing overcrowding and increase passenger numbers caused by a growing population. Forecast increases in passenger numbers mean that there could be major overcrowding problems on its public transport system in Camden in the future. Measures to increase walking and cycling can help to reduce pressure on public transport. Currently many people choose to use public transport rather than walk because finding their way around the borough can be difficult, although the distances involved in some journeys will be very short. Please see the Development Policies Issues and Options paper for more on encouraging walking and cycling.

The issue of where future growth in Camden will be located and whether the largest developments should be focused in the places that are most accessible in transport terms is explored in Issue 1a above. The growth areas identified in the London Plan are all centred on transport interchanges (see Issue 1a). Major transport schemes in the borough include Crossrail Line 1 and Line 2, the Channel Tunnel Rail Link, the Cross River Tram, Thameslink 2000, upgrades to underground lines and improvements to underground stations.

The concentration of schools in some parts of Camden, particularly the Hampstead and Belsize Park areas, has led to traffic congestion and parking problems related to the “school run”. This has implications for road safety and air pollution and can cause disturbance to local residents. The school run is a complex issue with no single solution. Measures that can be taken include encouraging walking and cycling and promoting school travel plans. In addition, through the Council’s planning policies restrictions can be put in place on the development of new and expanding schools. It is difficult for many parents to get their children to school in some parts of the borough (not all parents are able to find a school for their children close to their homes) and therefore it is important that new schools are in places that are accessible by a range of transport options and that do not make existing school run problems worse.

Key references/evidence

- [Planning Policy Guidance \(PPG\) 13: Transport; ODPM; 2001](#)
- [Camden Local Implementation Plan \(LIP\) 2005/06 – 2010/11](#)
- [Draft Camden Green Transport Strategy 2006 – 2012](#)
- [Camden Together – Camden’s Sustainable Community Strategy 2007 – 2012](#)

We would like to know what you think

- Q44** Do you support the approach to transport summarised above? are there other measures we should be promoting?
- Q45** Where large development schemes are taking place at or near transport interchanges should we give priority to transport improvements, the provision of additional housing or seek to achieve a balance between the two?
- Q46** In addition to the schemes listed above, are there any other transport schemes for which we should be safeguarding land needed for access and/or underground works?
- Q47** Should we restrict new schools in areas that experience problems with school run traffic?
- Q48** Should schemes for the expansion of existing schools in these areas only be allowed if it is demonstrated that they would lead to in minimal or no increase in traffic?

4. Improving Camden's environment

Camden benefits from many high quality places and buildings, which is recognised by the numerous listed buildings and conservation areas in the borough. During consultation on Camden's Community Strategy people asked how future growth would impact on the character and quality of the living environment in Camden and many felt that as Camden grows there is a need to protect the desirable aspects of the borough's environment. Our planning policies are one of the main ways in which we can do this and secure improvements to the way the places we live in look and function.

Issue 4a – Promoting high quality, sustainable design

The design of the places and buildings that make up our local environment affects us all and our quality of life. High quality design is visually interesting and attractive but it is not just about what things look like. Good design makes places that put people first, that are attractive, welcoming, feel safe and are easy to use for everyone. It also has as little as possible impact on the environment, during construction and beyond.

New development schemes can provide an opportunity to improve the quality of buildings and the street environment and through this the experience of the borough for residents and visitors. Good design can help to bring rundown, neglected places back to life. On the other hand, poor design can damage the character of its local area and the quality of life of those using and experiencing the building or place. Government guidance states that design that is inappropriate to its context or which fails to take opportunities to improve the character and quality of an area should not be accepted.

The Council is working with its partners to promote and celebrate excellence in design and improve public buildings and the street environment; for example through the Camden Design Initiative, which seeks to improve public space and the built environment and encourage involvement, awareness and understanding of good design, and in the bi-annual Camden Design Awards, which recognise high quality and innovative designs.

During consultation on Camden's Community Strategy, people raised the potential benefits to be gained from design in relation to new developments and the regeneration of some areas. Some pointed out that it is important that the design of new developments is appropriate to the surrounding community. However, some respondents felt the quality of the built environment in the borough has fallen behind other parts of central London.

High quality design recognises that no two places are the same. It takes account of its surroundings and what is distinctive and valued about the local area. This issue is examined further in Issue 3e below.

The construction and use of buildings are a major source of carbon emissions and resource and energy use. Therefore it is vital that buildings are designed to minimise their environmental impact. Please see the Development Policies Issues and Options paper for further consideration of the issues of sustainable design and energy efficiency.

Key references/evidence

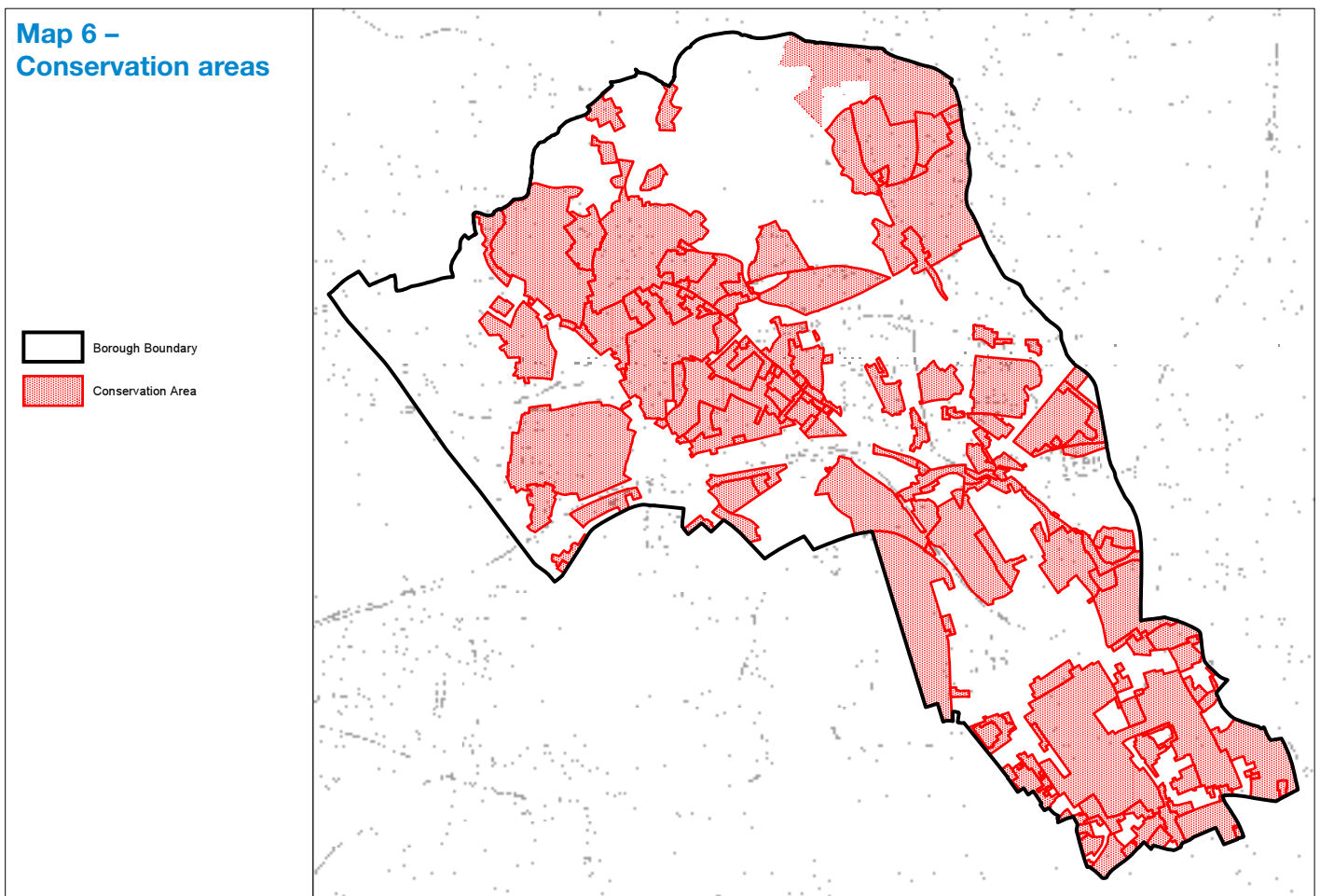
- [By Design: Urban Design in the Planning System – Towards Better Practice; DETR; 2000](#)
- [Planning Policy Statement 1 – Delivering Sustainable Development; ODPM; 2005](#)
- [Sustainable Design and Construction; Supplementary Planning Guidance; Mayor of London; 2006](#)
- [Camden Green Building Guide](#)
- [Camden Together – Camden's Sustainable Community Strategy 2007 – 2012](#)

We would like to know what you think

- Q49** Should we reject design that fails to improve the character and quality of an area or should design be considered acceptable provided it does not harm the appearance of an area?
- Q50** Should we expect different standards of design in different parts of the borough to reflect variations in the quality of local environments or should good design be sought everywhere?

Issue 4b – Improving and protecting our built environment and respecting local distinctiveness

Camden is made up of many areas each with their own distinctive character. The character of a place is made up of many elements including its style, layout and design, its history and its mix of uses. Camden has a unique and rich architectural heritage, with many high quality buildings, old and new. 39 areas, covering much of the borough, are designated as conservation areas, recognising their special architectural or historic interest and their character and appearance (see Map 6 – *Conservation areas*). Also over 5,600 buildings and structures in Camden are listed for their national historical or architectural interest.



In order to preserve and enhance positive elements of local character, we need to recognise and understand the factors that create this character. Camden has prepared a series of Conservation Area Statements which describe the character and appearance of individual conservation areas and set out how the Council believes each can be conserved and enhanced. Camden's Unitary Development Plan 2006 contains policies to preserve and enhance listed buildings and conservation areas and protect important archaeological areas.

The significant level of growth expected in Camden is likely to increase pressure for change in our valued environments. The challenge we face is to strike an appropriate balance between growth and change and conservation.

Key references/evidence

- [Planning Policy Guidance \(PPG\) 15: Planning and the Historic Environment; 2004](#)

We would like to know what you think

- Q51** Should we continue our existing approach to protecting and enhancing the built environment, as outlined above?
- Q52** Or does the need to adapt to a growing population mean that we need to amend our approach, for example by being more flexible in what is considered acceptable in conservation areas to encourage the provision of more housing?
- Q53** Should we try to maintain and encourage the local distinctiveness of individual parts of the borough beyond the protection given by conservation area designations? If so, which areas would merit specific protection? which are the elements of our local areas that are most important in creating character?
- Q54** Should we expect Design and Access Statements submitted with planning applications to set out how they have sought to respect and contribute to local character and distinctiveness?

Issue 4c – Securing improvements to Camden's streets and public spaces

The quality of our streets and public spaces affects the quality of all our lives. We enjoy and want to spend time in clean, well-maintained and attractive places, but dirty, run-down and unattractive places can make us feel unsafe, affect our health and well-being and can also encourage anti-social behaviour. People are discouraged from walking in and through areas with a poor environment, which makes it difficult to achieve our transport, environmental and sustainability aims, such as encouraging walking and reducing pollution from motor vehicles.

The Council is committed to improving Camden's streets and public spaces. It has produced a Camden Streetscape Design Manual to raise the standard of street works throughout the borough. This sets standards for the Council's own works and provides guidance for other agencies. It encourages respect for local character and promotes high quality, clutter-free design to make streets and public places that are safe and easy to use for all. Other Council schemes to improve our streets and public places include work to promote walking by making it easier, safer and more enjoyable through the Camden Walking Plan.

Most physical works to streets and public spaces are not covered by the planning system. However, where a development scheme does have an impact on surrounding streets and places planning can ensure that this impact is properly considered and that any necessary works are carried out to an appropriate standard. Planning can also influence the quality of our spaces by:

- > requiring high quality building design and landscaping;
- > promoting buildings and spaces that are accessible to all members of the community;
- > securing new public spaces;
- > encouraging public art; and
- > promoting measures to reduce air and noise pollution.

A number of studies have been carried out recently looking at ways to improve Camden's streets and public places, for example in Bloomsbury. The new planning system with its wider emphasis on how places look and work allows us to explore how such non-statutory documents can best be used when planning and designing our street environment.

Key references/evidence

- Camden Streetscape Design Manual
- Camden Walking Plan; Second Edition 2006
- Living Places – Cleaner, Safer, Greener; ODPM, 2002
- Planning Policy Statement (PPS) 1 – Delivering Sustainable Development 2005
- Bloomsbury – A Strategic Vision; Farrells; 2006

We would like to know what you think






- Q55** Should we expect all works to the streets and public places that take place as a result of development schemes to take into account the guidance in the Camden Streetscape Design Manual?
- Q56** Do you support the measures set out above to improve our streets and public spaces?
- Q57** Are there other approaches to improving streets and public places in Camden that we should consider?

Issue 4d – Improving and protecting parks, open spaces and wildlife

Camden's parks and other open spaces are a valuable part of the borough and its character. They provide places for play and recreation, a focus for local communities, and environmental and visual benefits. They also contribute to health, wellbeing and quality of life.

Camden has a large number of parks and open spaces of various sizes and roles, from large parks such as Hampstead Heath and Primrose Hill to formal Georgian squares and local playgrounds, recreation areas and community gardens (see Map 7 – *Parks and open spaces*). However, with a growing population, more people will be using them, and it is difficult to create more open space in a densely built up borough like Camden. We need to consider how best we can increase the amount of recreation space in the borough and improve the quality of what we already have. Currently we require developments that will lead to more use of public open spaces to contribute to the supply of parks and open space, either through providing new spaces or improving existing areas.

Map 7 – Parks and open spaces

-  Sites of Special Scientific Interest
-  Metropolitan Open Land
-  Ancient Woodland
-  Open Space
-  Borough Boundary



This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office ©. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence number: 100019726. Year: 2007.

Through the Unitary Development Plan (UDP) 2006 the Council currently designates and protects nearly 300 parks and open spaces, as well as other open land with the potential to be used as open space. It is possible that pressure to build on some of these will increase. When developing our new planning strategy and policies we will have to decide whether we continue to protect all these areas, whether there is a need to protect other open land and how much protection we give to it.

Camden has five nature conservation sites that are of London-wide importance, including Hampstead Heath and Camley Street Natural Park, but overall the borough is relatively deficient in sites with high biodiversity value. The UDP protects relevant areas for their importance for wildlife and habitats and expects developments to consider conserving and enhancing plant and animal life and habitats (“biodiversity”). Where building schemes are carefully designed they can provide habitats suitable for animal and plant species. However, development can destroy habitats or alter local conditions in a way that harms wildlife. We need to decide whether we could and should do more to promote nature conservation.

Please see the Development Policies Issues and Options paper for further consideration of the issues of parks and open spaces and biodiversity.

Key references/evidence

- Camden Biodiversity Action Plan
- An Open Space Strategy for Camden 2006 – 2011
- Camden Open Spaces Needs Assessment Report Nov 2004
- Planning Policy Statement 9: Biodiversity and Geological Conservation; ODPM; 2005
- Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation; ODPM; 2002
- Development Plan Policies for Biodiversity; Best Practice Guidance; Mayor of London 2005

We would like to know what you think

- Q58** Should we continue to expect development that will increase the use of parks and open spaces to contribute to increased or improved provision?
- Q59** Should we encourage the provision of roof gardens, accessible to all residents, as part of development schemes when it is not possible to provide open space that is publicly accessible?
- Q60** Should we encourage developments to do more to provide habitats for wildlife in Camden? What measures should we seek?
- Q61** Should we encourage development schemes to provide dedicated nature conservation areas with no or limited public access or should any new open space be provided for people to use?

5. Improving the quality of life of Camden's communities

This section focuses on amenity issues such as feelings of safety, health and wellbeing and community facilities and services – some of the key things that contribute to our quality of life. However, all of the measures and policies in our planning policy documents should contribute to improving our quality of life – whether that is providing new and affordable homes, securing better design, protecting the environment or helping the economy. These issues are covered in other sections of this consultation paper and the Development Policies Issues and Options paper.

Issue 5a – Making Camden a safer place

Consultation on the Community Strategy found that anti-social behaviour and drugs were a major concern, with many people feeling that they seriously harmed the quality of life in some parts of the borough.

The Council and its partners are committed to reducing crime, anti-social behaviour and the fear of crime. One of the key themes of the Community Strategy is *A safe Camden that is a vibrant part of our world city*. This recognises the challenge we face to retain the vibrancy of the borough while making sure it is safe and feels safer.

The Camden Community Safety Partnership's *Safer Camden Strategy* sets out a wide range of objectives and initiatives to tackle crime and anti-social behaviour. The planning system also plays an important part in reducing the opportunity for crime and disorder and making the borough feel safer; for example by:

- > requiring development schemes to be designed to reduce opportunities for crime and asking for crime impact assessments;
- > promoting safer streets and public areas;
- > ensuring businesses and organisations take responsibility for reducing the opportunities for crime through effective management and design;
- > using controls on planning permissions to address the impact of certain uses.

The level and type of crime and anti-social behaviour varies across the borough and “hotspots” have been identified at Camden Town, King's Cross, Bloomsbury, Covent Garden and Kilburn. There is no single solution to crime and anti-social behaviour and different measures may be appropriate in different locations. Crime and anti-social behaviour can also be linked to deprivation. Measures taken to tackle deprivation and encourage regeneration also contribute to reducing crime and anti-social behaviour.

Security has become a key issue in recent years. Camden's position in the centre of a high profile international city, its major transport interchanges and famous buildings and places make security a particular issue in the borough. The Draft Further Alterations to the London Plan includes a policy encouraging boroughs to seek to create safe, secure and accessible environments where disorder, crime and fear of crime, including terrorism, do not undermine the quality of life or community cohesion.

Key references/evidence

- [Safer Places – the Planning System and Crime Prevention; ODPM; 2004](#)
- [Safer Camden Strategy 2005-08](#)
- [Camden Together – Camden's Sustainable Community Strategy 2007 – 2012](#)
- [Draft Further Alterations to the London Plan; Mayor of London; 2006](#)

We would like to know what you think

- Q62** Do you agree with the planning measures to discourage crime and promote safer streets in the borough set out above? Are there other measures that we can take?
- Q63** Do identified “hotspots” need a specific approach in terms of community safety and planning? if so, what measures do you think are needed in these places? have we identified the right areas?
- Q64** Should we introduce a requirement for developments to demonstrate how they have addressed security issues? should this apply to certain types or sizes of developments or schemes at particular locations?

Issue 5b – Improving our health and well-being

Many factors influence our health, including the lifestyles we lead, the environment we live in, opportunities for exercise and access to health facilities. More general feelings of well-being are affected by a wide variety of factors such as opportunities for work and recreation, personal relations, feelings of safety and community. General levels of health vary across the borough with the most deprived areas tending to experience the poorest health. For example, life expectancy in St Pancras and Somers Town ward is 70 years compared to 81 in Hampstead Town ward. Improving well-being and health of all Camden residents is one of the goals of Camden’s Community Strategy.

We all have to do our bit to look after our health but measures taken through our planning policies can help. These include:

- > providing for health facilities where they are needed;
- > protecting and providing parks, play areas and leisure facilities;
- > encouraging walking and cycling;
- > providing job and education opportunities;
- > improving air quality and reducing pollution;
- > promoting road safety.

The Council and its partners also undertake many other activities that contribute towards our health and wellbeing; for example providing waste and street cleaning services and measures to improve housing standards.

Please see the Development Policies Issues and Options paper published alongside this document for further consideration of issues relating to health and health inequalities.

Key references/evidence

- [Collective Action – Camden’s Annual Public Health Report 2005/06; Camden Primary Care Trust](#)
- [Camden Together – Camden’s Sustainable Community Strategy 2007 – 2012](#)
- [Draft Further Alterations to the London Plan; Mayor of London; 2006](#)

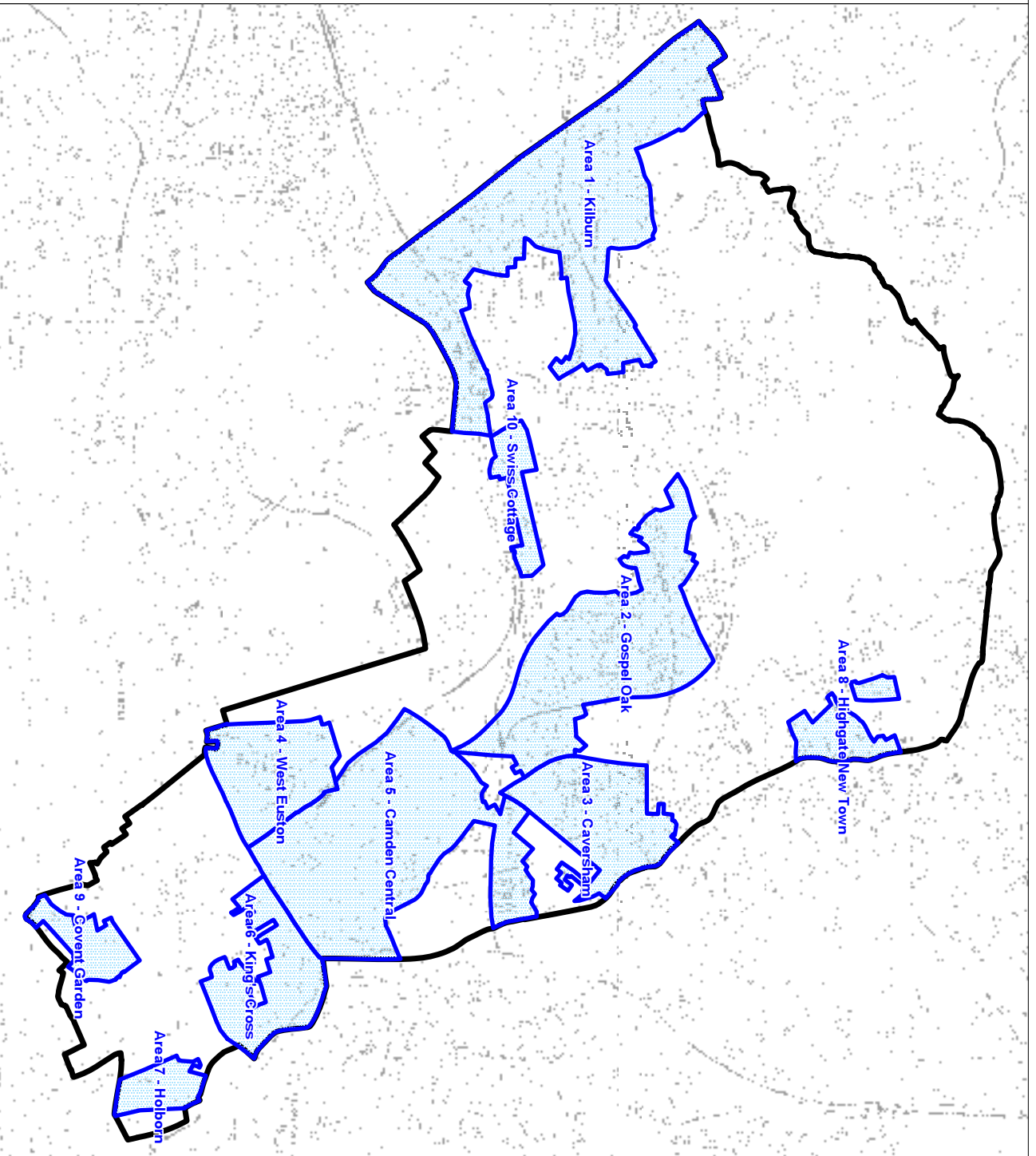
We would like to know what you think

- Q65** Have we identified the right measures that planning can take to improve health and well-being in Camden?
- Q66** Should we prioritise some of these measure above others?
- Q67** Are there other things that we should do to promote health and well-being?
- Q68** Should we take a different approach to planning and health in certain parts of the borough to reflect different levels of health?

Issue 5c – Promoting equality of opportunity

Camden's policies need to take into account the needs of the borough's diverse communities if they are to help reduce disadvantage and promote equality of opportunity for all. Camden's Community Strategy's overall vision for the borough is that Camden in 2012 will be a borough of opportunity, where all individuals and communities can achieve their full potential. This means working together to enable individuals and communities to fulfil their potential, in terms of their economic and social life. Camden also does a range of work that aims to reduce inequalities, secure opportunities for all and create a more inclusive borough. These include work on neighbourhood renewal and social inclusion and strategies for older people and children and young persons. Camden's neighbourhood renewal areas are show on Map 8.

Map 8 – Neighbourhood renewal areas



The map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence number: 100019726. Year: 2007.

There are many ways that planning can encourage opportunity for all and help to meet the needs of communities and individuals experiencing disadvantage and social exclusion. These include:

- > promoting buildings, streets and transport systems that are accessible for all (see Issue 5d below);
- > measures to make places safer;
- > securing good quality housing, affordable homes and housing for specialist needs;
- > improving access to employment and training opportunities;
- > ensuring access to community and recreational facilities (see Issue 5d below);
- > measures to protect and improve amenity and quality of life.

The Council also recognises that it is important to ensure equal access to, and opportunity to influence, planning policies and decisions. The Council's Statement of Community Involvement sets out how the Council will involve local communities and people in the preparation of planning policy documents and in the consideration of planning applications.

We recognise that sometimes general policies can have unintended consequences which may cause disadvantage to specific groups and seek to avoid such outcomes. Equality Impact Assessments are a way of looking at the implications of plans and policies on diversity and equality. An equalities impact assessment will be carried out on the Core Strategy and other documents in the Local Development Framework.

Draft supplementary planning guidance on equality and diversity produced by the Mayor of London suggests that there is scope to use equalities impact assessments in dealing with strategic or major planning applications to tackle any negative impacts that might arise and maximise positive impacts for all groups.

Key references/evidence

- Camden Together – Camden's Sustainable Community Strategy 2007 – 2012
- Mapping and Analysis of Neighbourhood Deprivation; London Borough of Camden; 2005
- Camden Labour Market and Economic Profile 2006
- Diversity and Equality in Planning – A good practice guide; ODPM; 2005
- Planning Policy Statement (PPS) 1 – Delivering Sustainable Communities
- Planning for Equality and Diversity in London; Draft Supplementary Planning Guidance; Mayor of London; 2006

We would like to know what you think

- Q69** Are the measures set above the most appropriate in promoting equality of opportunity and preventing discrimination in Camden? are there other measures we could be taking?
- Q70** Should we refuse planning applications if they do not adequately address issues of diversity and equality? or should we accept that there may be occasions when there needs to be some compromise, for example, to reflect a property's historic fabric?
- Q71** Should we expect developers submitting major schemes to commission independent equalities impact assessments?

Issue 5d – Fair access for everyone

Part of ensuring equality of opportunity in Camden is making sure everyone has access to important facilities, such as housing, jobs, educational opportunities and community facilities. Good access benefits everyone. However, many people are disadvantaged by poor access to facilities and vulnerable and disadvantaged groups, such as the elderly and disabled people, can be particularly affected. Poor access can be caused by difficulties in reaching facilities (for example due to their location or inaccessible transport) or by difficulties in using the facilities themselves, where poor design prevents some people entering, or moving freely within, a building.

The Disability Discrimination Act 1995 makes it unlawful to discriminate against disabled people in employment, access to goods, facilities and services, and buying or renting land or property and requires 'reasonable adjustment' to the way in which services are provided to make them more accessible to disabled people.

Camden's neighbourhood renewal work seeks to reduce inequalities that exist in the borough, generate social cohesion and create a more inclusive borough, including measures to improve access to services in deprived areas. Just over half of Camden residents live in the borough's ten neighbourhood renewal areas (see also *Issue 5c*).

Camden seeks to provide educational opportunities for all. Camden's 14–19 provision and vocational diplomas will play a role in developing Camden as a borough of opportunity (see also *Issue 5e*). Camden's developing Special Educational Needs strategy will seek to provide appropriate educational opportunities and physical environments for vulnerable children in Camden's schools, children's centres and play facilities.

Planning has a role in helping to remove some of the barriers that prevent people from accessing facilities and opportunities and in doing so promoting social inclusion and tackling deprivation and discrimination. For example by:

- > influencing the provision and location of facilities;
- > seeking to make sure that all buildings and places to meet the highest standards of access and inclusion;
- > requiring buildings and spaces that may be used by the public to be designed for access and use by all;
- > helping to make sure people can move through streets and places, easily and safely;
- > encouraging accessible public transport;
- > securing car parking for disabled people; and
- > securing homes that are accessible to all (for example, "lifetime homes") and encouraging the provision of homes suitable for people who use wheelchairs.

Homes for people with mobility difficulties will generally be adapted or specially designed flats. Adapting an existing home can be the best way to meet the needs of someone with mobility difficulties, avoiding the need for them to move, taking into account their specific difficulty, and taking into account the needs of other people in their household. New homes designed to lifetime homes standards are more readily adaptable for people with mobility difficulties, and are also easier to live in or visit for people with young children, elderly people, wheelchair users, and people who have temporary difficulties such as broken limbs.

Camden's existing planning policies require that housing developments take account of the needs of people with mobility difficulties. All new housing must be designed to lifetime homes standards, and 10% is to be designed to meet, or be easily adapted to meet, wheelchair housing requirements.

Key references/evidence

- Diversity and Equality in Planning – A good practice guide; ODPM; 2005
- Planning Policy Statement (PPS) 1 – Delivering Sustainable Communities
- Planning for Equality and Diversity in London; Draft Supplementary Planning Guidance; Mayor of London; 2006
- Disability Discrimination Act 1995
- Accessible London: Achieving an Inclusive Environment ; Mayor of London 2004

We would like to know what you think

- Q72** Do you support the measures set out above to promote accessibility of services and facilities to ensure Camden is a borough of opportunity for all? are there other measures we should consider?
- Q73** Should we accept a development that is not fully accessible if the costs of making it accessible would prevent it from taking place?

Issue 5e – Supporting community services and facilities

The provision of community services and facilities is vital to support our local neighbourhoods, communities and groups. Such facilities include schools, children’s centres and other education, health and community services, leisure facilities, libraries, open spaces and transport provision, and are provided by the Council and a range of other agencies, including the voluntary and community sector, which is a major provider of community services in Camden. This matter is closely related to Issue 5d – *Ensuring fair access for everyone*.

We need to establish what community facilities are needed in response to our growing population and changing population structure and where they should be located (see *Issue 1a*). We need to establish how we can help our partner organisations and other service providers meet their requirements for facilities and deliver their services, in particular for health and education. It is also important to consider the possible impact on local facilities of those moving into new developments. New developments which increase the local population or daytime visitors can put pressure on local community facilities, particularly if these are already stretched to meet existing demand.

Camden’s Unitary Development Plan (UDP) 2006 aims to encourage new community and leisure facilities in suitable locations and protect existing uses. The loss of a community facility is only permitted where it is replaced or the use is no longer required and there is no demand for another community use at that location. The review of our planning strategy and policies gives us the opportunity to assess whether there is more we can do to secure and support such facilities. We can also consider whether when communities facilities are lost they should be replaced by another use that benefits the community, such as affordable housing. Please refer to the Development Policies Issues and Options paper for further consideration of our approach to community facilities and services.

Camden has been allocated a place in the Building Schools for the Future schools investment programme, which is intended to transform secondary school provision, for example through refurbishment and enhanced technology. Camden's primary schools are expected to receive investment under the Primary Capital Programme from 2009/10 onwards for 15 years, benefiting approximately half of existing schools with funding for modernisation and reorganisation. Additionally, a strategy is needed to respond to our growing population and to improve opportunity for more places for Camden residents in Camden schools, for example building a new school in the borough. Please see the Development Policies Issues and Options paper for more on meeting the borough's education needs.

Key references/evidence

- Camden Together – Camden's Sustainable Community Strategy 2007 – 2012
- Draft Further Alterations to the London Plan; Mayor of London; 2006

We would like to know what you think

- Q74** What community facilities are needed in Camden to deal with a growing population in addition to those already identified in current plans and programmes?
- Q75** Are there certain parts of the borough where particular facilities need to be provided?

6. Securing a strong economy that includes everybody

Camden has a strong, diverse economy that makes an important contribution to the economy of London and the UK. Thousands of people travel into the borough every day to work. However, the Council also wants local residents to benefit from this economic success. Local employment opportunities for Camden residents can help to promote equality, social inclusion and tackle deprivation.

One of the four themes of Camden's Community Strategy is *A strong Camden economy that includes everyone*. This aims to make sure that Camden's economy will be stronger and more Camden residents, especially young people, will have the skills, education and training to take part in the job market.

During consultation on the Community Strategy many comments were received about the needs of small, local and independent businesses and the problems they face. Many people felt that the Council should do more to support them.

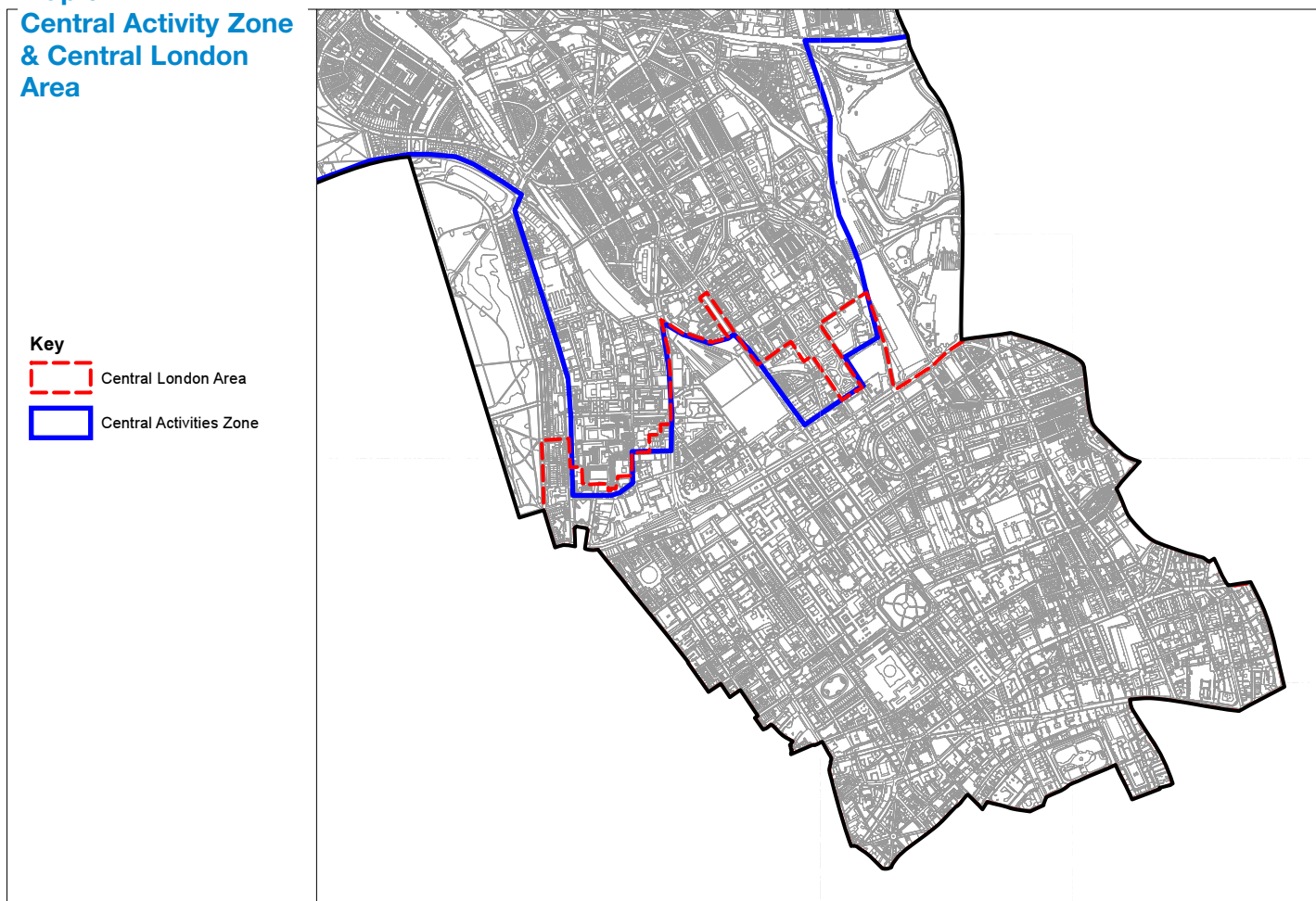
Issue 6a – Central London

Camden, and particularly its southern part, is a key part of the nation's capital and a major international city. The southern part of the borough forms part of Central London with its unique mix of uses including businesses, shops, including specialist retailing, legal, health and professional services, food, drink and entertainment uses, education, cultural and tourist facilities and transport, as well as a significant resident population. This mix is important in providing the vibrancy, diversity and character that makes Camden such a popular place to visit and live in.

However, Central London also faces unique pressures and challenges. For example, although this part of Camden is already intensely developed, a number of locations in the southern part of the borough have been identified by the Mayor of London as growth areas which are expected to provide significant numbers of jobs and homes in future years (for example, the King's Cross, Euston, Tottenham Court Road and Holborn areas). Other pressures for development arise from the presence of large medical and educational organisations with national and international roles. These pressures are taking place in an area with well-established residential communities. Therefore the Council faces the challenge of managing growth in a way that also meets the needs of these communities and seeks to improve and protect the quality of life of local residents.

The draft Further Alterations to the London Plan designate a Central Activities Zone (CAZ) which includes the southern part of Camden. It shows an indicative boundary for the CAZ but it is the role of borough plans to define the detailed boundary. The Camden Unitary Development Plan (UDP) 2006 designates a Central London Area, which covers a similar but not identical area to the CAZ (see Map 9 – *Central Activities Zone/Central London Area boundaries*).

Map 9 – Central Activity Zone & Central London Area



The UDP aims to strike a balance between uses that contribute to the economic, social and cultural role of London and the interests and needs of local residents. For a number of matters the policy approach in the UDP for Central London differs from that taken in some other parts of the borough, reflecting its greater accessibility and specific circumstances (for example, density, mixed use and parking). The boundary we chose for Central London will affect which policies apply in a given area. (Please see *Issue 1a* for more on mixed use development.)

The Council has also produced specific area guidance for Central London which gives more detail on how planning policies will be applied in the area.

The UDP has a number of dedicated policies for the King's Cross Opportunity Area. Now that the main planning application for the redevelopment of the area has been granted we have to decide whether King's Cross continues to need a specific policy approach or if general planning policies can be used.

Key references/evidence

- Revised Planning Guidance for Central London – Food, Drink and Entertainment and Specialist and Retail Uses; London Borough of Camden; 2007
- Draft Further Alterations to the London Plan; Mayor of London; 2006

We would like to know what you think

- Q76** Should we continue our approach of balancing Central London's London-wide role and the need of local residents? or should priority be given to particular uses or interests? if the latter, which uses or interests do you think we should give priority to?
- Q77** What boundary should we use for the area of Camden that forms part of central London?
- Q78** Should King's Cross be considered part of central London or should it have a separate designation and policies?

Issue 6b – Increasing job opportunities for Camden's population

A successful local economy provides jobs, income and services and makes an important contribution to quality of life. Therefore it is important that Camden is a successful place for existing and new business. Camden has a strong and competitive economy and a highly qualified local workforce. However, 80% of Camden-based jobs are taken up by non-residents and the borough has high levels of people without work and dependency on benefits. Many local people do not currently have the skills or qualifications sought by the borough's employers, particularly in "knowledge-based" businesses (for example, IT and creative industries), while traditional industries with low-skilled jobs have declined.

Measures that can help to increase opportunities for employment include:

- > providing a range of suitable premises to suit the needs of different businesses;
- > encouraging new business by securing affordable workspaces for small firms;
- > providing appropriate support for businesses;
- > making sure that children and young people have access to high quality education;
- > making sure good quality, accessible and affordable childcare is available; and
- > make sure that Camden residents have opportunities to access further and higher education, training and employment.

The Council is involved in a range of initiatives that support local recruitment by employers and help meet employers' recruitment, staff training and development needs. The planning process provides opportunities to support and encourage local businesses to become involved in these initiatives. Camden's neighbourhood renewal work takes an area approach to tackling deprivation, focusing on the ten most deprived parts of the borough to help reduce inequalities, generate social cohesion and create a more inclusive Camden. It includes a range of measures undertaken by the Council and its partners. Those aimed at stimulating work and enterprise include:

- > providing business information, advice and counselling;
- > facilitating access to grants;
- > developing business partnerships and networks; and
- > facilitating access to job and training opportunities for residents of deprived neighbourhoods.

Camden's Unitary Development Plan (UDP) 2006 aims to protect sites for employment use and ensure businesses are located in suitable parts of the borough. It seeks to provide and protect premises for small firms and to retain and promote creative and environmental industries. Encouraging small firms and business start-ups can be a good way of promoting job opportunities for Camden's population and the future strength of the borough's economy. Please see the Development Policies Issues and Options paper for further consideration of issues relating to small businesses.

This review of our planning strategy and policies gives us the opportunity to look at our approach to the local economy and decide whether we can do more through our planning policies to promote Camden as a good place for business and ensure the borough's economic success benefits all members of the community.

Key references/evidence

- [Camden Labour Market and Economic Profile 2006](#)
- [Planning for Equality and Diversity in London; Draft Supplementary Planning Guidance; Mayor of London; 2006](#)

We would like to know what you think

- Q79** Should we encourage developers to recruit local people and use local businesses and suppliers during the construction of a scheme and its final use, particularly in or near deprived areas?
- Q80** Should we encourage developers of large schemes to produce an employment and training plan to encourage job opportunities for local people and reduce barriers to work, e.g. through training local people, advertising and recruiting locally and providing child care facilities?

Issue 6c – Pressure to redevelop employment land for other uses

The need to provide homes and other facilities for Camden's growing population [see also Issue 1a] has increased pressure to redevelop land that is used for employment purposes, such as industry, warehousing and depots, for other uses, particularly housing. Given this pressure, we have to decide whether to continue to strongly protect employment sites in the borough or allow more change to other uses. The loss of employment sites would reduce local job opportunities and increase commuting and travel as some Camden residents would have to travel outside the borough to find work and the services that are provided on employment sites (e.g. car repairs).

Government planning policy encourages local authorities to consider where employment sites should be redeveloped for housing. The Mayor of London's guidance on Industrial Capacity includes Camden as one of the boroughs within the "Restrictive Transfer" category where a restrictive approach to the change of industrial sites to other uses is encouraged.

The findings of Camden's Industrial and Warehousing Land Demand Study 2004 suggested that there is considerable occupier demand for industrial and warehousing property in the borough, with lack of supply leading to high costs for businesses. It found that most of Camden's industrial/warehousing businesses are in the borough in order to have ready access to their customers and that the bulk of demand, especially in the industrial sector, is for small units. This study is currently being updated to feed into the development of Camden's preferred options for the Core Strategy.

Land suitable for continued use for employment purposes is currently protected through planning policies in the Council's Unitary Development Plan (UDP) 2006, although change from offices to housing or community uses is generally allowed when the sites are not suitable for alternative employment uses. The UDP also designates an Industry Area between Kentish Town and Gospel Oak, as the most suitable location for general industry and warehousing in the borough, and recognises the importance of light industry in Kentish Town and Central London and of the jewellery industry in Hatton Garden.

Key references/evidence

- Industrial Capacity Draft Supplementary Planning Guidance; Mayor of London; 2003
- Draft Further Alterations to the London Plan; Mayor of London; 2006
- Planning Policy Statement (PPS) 3 – Housing; ODPM; 2006
- Industrial and Warehousing Land Demand Study 2004; Roger Tym and Partners/London Borough of Camden

We would like to know what you think

- Q81** Should we continue to designate an Industry Area and an area at Kentish Town where we seek to retain light industry and local distribution warehousing?
- Q82** Should we protect all sites suitable for continued employment use to provide local jobs, services and premises for local businesses or just sites in designated areas?
- Q83** Or should we allow employment land to be redeveloped for homes and community facilities (for example, schools) to help meet the demand for these uses?
- Q84** Should redevelopment of employment sites only be allowed when affordable housing is provided in its place?
- Q85** Should we allow employment sites to be redeveloped for mixed employment/housing schemes as long as no loss of floorspace for employment use occurs?
- Q86** Should we continue to allow offices to change to housing or community uses? should there be restrictions to this approach, for example in Central London?

Issue 6d – Promoting Camden's town centres

Camden has a range of shopping and service centres with different characters and roles. These include town centres (Camden Town, Finchley Road/Swiss Cottage, Hampstead, Kentish Town, Kilburn and West Hampstead), major shopping streets in Central London (e.g. at Tottenham Court Road and Holborn), neighbourhood centres, smaller parades and stand-alone shops. A number of those who responded to consultation on the Community Strategy felt that there was an increasing lack of diversity in our shopping centres and streets.

Camden's Unitary Development Plan (UDP) 2006 aims to promote our centres as successful places for shopping and services with an appropriate level of work and leisure activity, while protecting residents from any harmful impacts of entertainment, shopping and service uses. It aims to make use of their generally good public transport accessibility by promoting them as the most suitable locations for development that generates significant demand for travel. The UDP 2006 also guides appropriate development to existing centres and the Kings Cross Opportunity Area in the first instance, before edge-of-centre sites, or, sites out of centre are considered. Development should be of appropriate scale and character to the centre in which it is located.

Our centres share many characteristics and issues, for example, the mix of uses within them, but some experience specific pressures, for example, Camden Town and Central London which have a concentration of food, drink, entertainment and leisure uses. The Council has also produced area guidance for the centres of Camden Town, West Hampstead and Finchley Road /Swiss Cottage and for Central London. These give more detail on how UDP policies, which apply across the borough, will be applied in those locations, for example by setting levels for the proportion of units to be retained in shop use. The production of the Core Strategy gives us the opportunity to review our approach, for example by considering whether we should do more to recognise the different characters of our centres, e.g. Camden Town with its world famous markets and parts of Central London with their concentration of specialist shops, such as around Museum Street for antiquarian books, prints and coins, and Hatton Garden for jewellery.

The Camden Retail Study 2004 looked at the need for additional shop floorspace in the borough. It found that this could not be accommodated in existing centres and that King's Cross was a suitable location. The Council has commissioned an update to this study to assess the need for additional shop floorspace in the borough and we will take the results of this into account when we develop our preferred options for the Core Strategy.

The location and management of food, drink and entertainment uses, particularly at night, is a big issue in our centres. Please see the Development Policies Issues and Options paper for more on this matter.

Key references/evidence

- Camden Retail Study 2007; Roger Tym & Partners
- Planning Policy Statement (PPS) 6 – Planning for Town Centres; ODPM; 2005
- Camden Together – Camden's Sustainable Community Strategy 2007 – 2012
- Revised Planning Guidance for Central London – Food, Drink and Entertainment and Specialist and Retail Uses; London Borough of Camden; 2007
- Planning Guidance for Finchley Road/Swiss Cottage – Retail, Food, Drink and Entertainment Uses; London Borough of Camden; 2006
- Supplementary Planning Document for West Hampstead – Retail, Food, Drink and Entertainment Uses; London Borough of Camden; 2005
- Draft Revised Planning Guidance for Camden Town: Food, Drink and Entertainment Uses; London Borough of Camden; 2007

We would like to know what you think

- Q87** Should new shop floorspace be concentrated in our existing centres? if so, should it be focussed in certain centres?
- Q88** Should any of Camden's centres be increased or decreased in size?
- Q89** Should the Core Strategy provide a general approach for Camden's town centres or should it give more recognition to their different roles and characters?
- Q90** Should we apply stricter controls on new shopping developments so that they more closely consider local character (for example in terms of shop unit sizes, the mix of uses and design)?
- Q91** Should we continue to protect areas of specialist shopping and produce more detailed area guidance for some centres?
- Q92** Should our centres focus on providing shopping and local services or are there some centres that should be encouraged to diversify to provide a wider range of uses?

Issue 6e – Helping our local shops

A number of responses to consultation on Camden’s Community Strategy felt that more should be done to encourage small local and independent shops and there was strong support for initiatives to encourage and promote retail diversity and entrepreneurialism.

A recent report into “retail conservation” in inner London found that small specialist shops are essential to sustain the diversity, vibrancy and character of shopping areas but that they are threatened by the continuing trend towards fewer, larger shops. It also found that councils’ powers to tackle this issue are limited; for example, the biggest threat to the long term viability of small specialist retailers is automatic, upward-only rent reviews, which is outside of council control. However, the report made a series of recommendations for action by local authorities, such as encouraging and retaining small shopping units and using legal agreements to secure a levy to support independent retailers where there are new developments involving major stores.

The review of Camden’s planning strategy and policies gives us the opportunity to examine ways of encouraging local shops, for example by trying to prevent small shops being combined into larger units (although in most cases this does not require planning permission). We could also investigate using conditions on planning permissions to remove the ability of shop units in new developments to combine into larger units in the future.

Camden’s Unitary Development Plan (UDP) 2006 resists the loss of shop units within centres where this would harm the character, function, vitality and viability of the area. It allows the loss of shops outside centres where alternative provision is made nearby, taking into account the prospect of achieving an alternative occupier for the shop. We have produced more detailed area guidance for a number of our centres which contains further information on the mix of uses in those centres (see Issue 6d above).

Key references/evidence

- [Planning Policy Statement \(PPS\) 6 – Planning for Town Centres; 2005](#)
- [A Balance of Trade – Report of the Commission on Retail Conservation; 2006](#)
- [Camden Together – Camden’s Sustainable Community Strategy 2007 – 2012](#)

We would like to know what you think

- Q93** Do you support our current approach to protecting shops outlined above?
- Q94** Should we encourage small units, suitable for local independent shops, in our town centres and shopping parades, rather than larger units? Should we try to prevent small units being combined into larger units?
- Q95** In developments involving major stores should we use legal agreements to secure funds to support independent retailers?
- Q96** Are there other measures we can take to protect and encourage local shops?

If you would like this document in large print or Braille, or in another language, please contact 020 7974 5615

London Borough of Camden
Planning Policy and Information Team
FREEPOST NAT15037

London Borough of Camden
Planning Policy and Information
Forward Planning Service
LONDON WC1H 8BR

Find out more by visiting camden.gov.uk/ldf or calling 020 7974 5615.

Published October 2007. Camden's Core Strategy. Local Development Framework.