

Camden Infrastructure Study: Social Infrastructure Needs Assessment



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**Camden Infrastructure and
CIL Study**

**Interim Draft Social
Infrastructure Needs
Assessment**

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GLOSSARY

ASU	Autistic School Unit
AMPS	Alternative Provider Medical Services
BSF	Building Schools for the Future
CDS	Community Dental Service
CSR	Comprehensive Spending Review
CYPP	Children and Young People's Plan
DCLG	Department of Communities and Local Government
DCSF	Department for Children, Schools and Families
DDA	Disability and Discrimination Act
DIUS	Department for Innovation, University and Skills
FE	Further Education
FoE	Forms of Entry
FTE	Full Time Equivalents
FT	Foundation Trust
GP	General Practice
HE	Higher Education
HEPI	Higher Education Policy Institute
HUDU	Healthy Urban Development Unit
IHC Centre	Integrated (Primary) Health Care Centre
LA	Local Authority
LB	London Borough
LCVAP	Local Authority Coordinated Voluntary Aided Programme
LEA	Local Education Authority
LSC	Learning Skills Council
LSP	Local Strategic Partnership
NFE	Nursery Education Fund
NHS	National Health Service
ODPM	Office of the Deputy Prime Minister
PCP	Primary Capital Programme
PCT	Primary Care Trust
PHC	Primary Health Care
POS	Public Open Space / Parks & Open Spaces
PRU	Pupil Referral Unit

PPRU	Primary Pupil Referral Unit
SOP	School Organisation Plan
TCR	Tottenham Court Road (Growth Area)
UCL	University College London
UCLH	University College London Hospital
WHI / WH Interchange	West Hampstead Interchange (Growth Area)

EXECUTIVE SUMMARY

Introduction

The emerging London Borough of Camden Local Development Framework (Camden LDF), within which the emerging *Core Strategy* is the principal document, estimates that Camden's population will grow by about 15% between 2006 and 2026. The emerging *Core Strategy* identifies five principal growth areas of note¹ where new residential and commercial development will be concentrated in the years leading up until 2025/6. In addition to the growth within the five principal growth areas, significant development will also take place in a more evenly distributed fashion across the rest of the borough.

A summary² of the anticipated scale of growth, by various measures, is given below:

ES Table 1: Projected Residential and Commercial Development Growth, Camden, 2006 – 26

<i>Measure</i>	<i>Anticipated increase by five year period and in total</i>				
	<i>2006-11</i>	<i>2012-16</i>	<i>2016-21</i>	<i>2021-26</i>	<i>Total</i>
Population	8,358	11,064	9,869	6,697	35,988
Dwellings	3,369	4,817	4,297	2,916	15,669
Office Space (m2)	46,324	163,680	202,408	202,408	614,820
Retail Space (m2)	6,620	14,782	15,282	10,282	46,965
Leisure Space (m2)	6,836	24,001	29,665	29,665	90,166

Source: Based on joint analysis by London Borough of Camden and URS Corporation.

This growth will result in increased demands being placed upon Camden's infrastructure. PPS12 (2008)³ directs that core strategies should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed, taking account of the type of development and its distribution. It further states that such evidence should also cover who will provide the infrastructure and when it will be provided.

In accordance with the guidance given by PPS12, the London Borough of Camden have commissioned an infrastructure study led by URS Corporation, together with Steer Davies Gleave, Integrated Services and Utilities Limited, Montague Evans and Davis Langdon.

This technical report covers social infrastructure, and sets out a series of preliminary conclusions for the infrastructure requirements in association with the growth levels set down in the Regional Spatial Strategy (RSS) and Camden's emerging *Core Strategy*.

¹ These are, as set out in The Mayor's *London Plan*, the Opportunity Areas located at King's Cross, Euston and Tottenham Court Road and the Areas for Intensification located at Holborn and the West Hampstead Interchange.

² Further detail and a full explanation of the assumptions underpinning these figures is provided in the *Camden Infrastructure Study – Main Report* document, which accompanies this report.

³ Dept for Communities and Local Government (2008), *Planning Policy Statement 12: Local Spatial Planning*

Purpose of the Camden Infrastructure Study

The broad purposes of the study, as described in the London Borough of Camden's Brief for this commission, are:

- A. To identify the infrastructure needs of the London Borough of Camden over the lifespan of the LDF (to 2025/6)
- B. To help establish the relative importance and priorities of infrastructure needs
- C. To prepare a strategic infrastructure plan
- D. To devise a robust methodology to set a viable Community Infrastructure Levy.

This Social Infrastructure Needs Assessment (SINA), and the accompanying Transport Infrastructure Needs Assessment (TINA) and the Utilities and Physical Infrastructure Needs Assessment (UPINA), in particular respond to the first two purposes listed, and lay the groundwork for the preparation of a strategic infrastructure plan and following that, the development of a methodology for setting a Community Infrastructure Levy on development.

Key Conclusions – Infrastructure Requirements

This Technical Report has concluded that the key strategic additional requirements in terms of social infrastructure that will arise with an increase in population of ca. 36,000 people are as shown below in ES Table 2. In this table, a grey-shaded background denotes those schemes or requirements that have already been committed to or identified within service provider strategies, whilst an unshaded, white background denotes those schemes that are additional requirements identified by this study.

ES Table 2 – Summary of Social Infrastructure Requirements by Type

Key

	Already identified by responsible agency/ provider
	Requirement identified via this study

Type	Identified Schemes / Requirements	Where & when (if applicable)	Who – Agency Responsible	Is item already identified in strategy and/or fully funded?
Social Infrastructure				
Early Years	<p>Estimated projections of future need for nursery places equating to:</p> <ul style="list-style-type: none"> ▪ Approximately 124 two year old places and ▪ Approximately 200 to 250 three and four year old places. 	<p>At various locations across the borough including in primary schools and at locations secured or provided by the PVI sector. .</p>	LB Camden / CSF Directorate	Not identified and no funding in place beyond that identified for previously identified requirements (via PSfC funding stream).

Type	Identified Schemes / Requirements	Where & when (if applicable)	Who – Agency Responsible	Is item already identified in strategy and/or fully funded?
Primary	Expansion of provision (0.5 FoE expansion)	Emmanuel School – West Hampstead / Fortune Green (North West sub-area), delivery by 2013.	LB Camden / CSF Directorate	Yes: Primary Capital Programme (PCP), S. 106, Basic Need, and Local Authority Coordinated Voluntary Aided Programme (LCVAP)
	New resource base for 14 children with autistic spectrum disorder and associated improvements to Kentish Town School	Kentish Town (North West sub-area), delivery by Sept 2010.	LB Camden / CSF Directorate	Yes: Prudential borrowing, PSfC, LCVAP.
	Expansion of provision (1 school / 2 FoE)	Kings Cross, by 2012 / 13 at earliest.	LB Camden / CSF Directorate	Yes: S.106 and Camden Council capital funds.
	Estimated provision requirement to meet demand for 3 to 5 FoE	Borough-wide, from 2011/12 to 2026/27.	LB Camden / CSF Directorate	Not yet.
Secondary	Expansion of provision (1 new school / 6 FoE 11 – 16) plus a 250 Sixth Form places	Adelaide Road (UCL Academy), delivery by 2014.	LB Camden / CSF Directorate	Yes: Under Building Schools for the Future (BSF) Programme and by Dept for Children, Schools and Families / Partnership for Schools / LB Camden CSF Directorate.
	Expanded provision at Swiss Cottage Special School for 80 additional pupils	Adelaide Road (Swiss Cottage Special School), delivery by 2014.		
	Expanded provision (2 FoE 11 – 16 yr olds) plus 100 Sixth Form places	South Camden Community School, delivery by 2014.		
	Estimated provision requirement to meet demand for up to 4 FoE	Borough-wide, 2017 -2026	LB Camden / CSF Directorate	Not yet.
Further Education	Estimate provision requirement to meet demand for 160 places	Could be provided in Camden or elsewhere in Greater London, from 2016 to 2026.	LB Camden / CSF Directorate (in liaison with neighbouring LAs)	Not yet

Type	Identified Schemes / Requirements	Where & when (if applicable)	Who – Agency Responsible	Is item already identified in strategy and/or fully funded?
Adult Learning	Estimated provision requirement to meet demand for 271 FTE Adult learner places (half of demand potentially to be met by community centres, schools, etc)	Borough-wide, From 2011 to 2026.	Learning and Skills Council / Skills Funding Agency	Not yet
Primary Health Care – GPs	Development of Integrated Health Care Centres (at up to 5 locations)	Borough wide, 2008 – 18	Camden PCT	Partially, as four federated networks of polyclinics in Kentish Town, South Camden, North Camden and West Camden.
	1 PHC Centre (at least 1,250 sqm GIA and incl. relocation of GP practice at 142 Camden Road)	King's Cross, 2011	Developer / in association with Camden PCT	Yes, provision secured via s106 agreement for Kings Cross Central.
	1 PHC Walk-in Centre (at least 750 sqm GIA)	King's Cross, 2011	Developer / in association with Camden PCT	Yes, provision secured via s106 agreement for Kings Cross Central.
	6 GP practices (of 3 or 4 GPs each) to provide 18.8 FTE GPs. Each to be potentially located within an integrated (primary) health care centre offering other health services.	Various locations, 2006-2026	Camden PCT	Not yet (as far as known); Funding likely to be secured through s106 or CIL.
Primary Health Care – Dentists	5 Dental Clinics (of 3 or 2 dentists each sufficient to accommodate up to 14 dentists).	Various locations, 2006-2026	Camden PCT and private sector	Not yet (as far as known); Funding likely to be secured through s106 or CIL.
Secondary Health Care	Demand led potential requirement for: (i) 89 acute beds (ii) 18 intermediate beds (iii) 18 intermediate day spaces NB. This is a demand led estimate. It has not been confirmed by NHS, London SHA, or PCT.	Need not confirmed. Demand has been modelled based on increase in population across whole of borough, 2006 – 2026	London Strategic Health Authority (SHA)	The need is not confirmed. It is not believed that any need has been identified, and it may be that it is not required at all, and hence funding may very likely not be necessary.

Type	Identified Schemes / Requirements	Where & when (if applicable)	Who – Agency Responsible	Is item already identified in strategy and/or fully funded?
Swimming Pools	1 Swimming Pool	King's Cross, 2011-2016	Developers of King's Cross Central/London Borough of Camden Sports	Yes. Identified as part of the King's Cross Central outline planning permission. To be provided via s.106.
Sports Halls	6 Sports Halls	Various locations, 2006-2026 (See Table 11-1 for further detail)	London Borough of Camden	Yes. Identified, and to be provided, as part of the BSF programme
	1 Sports Hall	King's Cross, 2011-2016	Developers of King's Cross Central	Yes. Identified as part of the King's Cross Central outline planning permission. To be provided via s.106.
Child Play Spaces	28 play spaces / MUGAs (out of total identified requirement for 50)	Various locations, 2010 (See Table 11-1 for further detail)	Developers (via s106 / CIL) and LBC (via a DfCSF grant)	Yes. Need has been identified; and funding secured
	22 play spaces / MUGAs (out of total identified requirement for 50)	Various locations, 2011-2026	Developers/ London Borough of Camden	Yes. Need has been identified. Funding not yet secured.
Community Space Facilities	Refurbishment and some expansion of 8 centres	Various locations, 2010	LBC and Voluntary and/or Community Sector	Yes; the need for these 8 centres has been identified. Funding arrangements vary but full funding not yet secured in most cases.
	Additional requirement for community buildings (particularly with services for under 5s and elderly)	South sub-area, on-going from present to 2026	LBC and Voluntary and / or Community Sector	Not yet identified in a separate strategy but likely requirement is acknowledged by LBC, funding expected to be provided via s106 / CIL.
	Additional requirement for community buildings	North west sub-area, Likely to be from present to 2026, but particularly after 2011-16		
	Potential requirement for community buildings	North east sub-area, likely to be from present to 2026		

Type	Identified Schemes / Requirements	Where & when (if applicable)	Who – Agency Responsible	Is item already identified in strategy and/or fully funded?
Faith Facilities	1 Mosque (NB. This is an aspiration of the local Muslim community)	Site and timeline to be identified	Muslim community (Voluntary and Community Sector)	It is an aspiration of the Muslim community. The Muslim community would be responsible for funding its provision and are currently pursuing their aspiration. No LBC/ public funding required.

Sources: URS analysis and various additional sources as documented in each relevant section. See Table 11-1 for a more comprehensive detail.

1. INTRODUCTION

1.1. Purpose and Scope

This technical report is part of the Camden Infrastructure and CIL Study. The purpose of this report is to identify the social infrastructure needs of the London Borough of Camden over the period 2006 to 2026.

The report supports Preferred Approaches CS10 and CS11 in Camden's *Core Strategy Preferred Approach* document, which outline the various ways in which Camden Council will work to ensure the provision of facilities and services for the community. Social infrastructure is an important element to address when assessing the increase in population up to 2026.

For the purposes of this report, social infrastructure includes:

- Children and Education facilities
- Heath and medical facilities
- Sports and leisure facilities and parks and open spaces
- Libraries
- Cemeteries
- Community buildings.

1.2. Research Methods

This report has been prepared as a technical study and is a desktop review of published written sources of information; phone interviews and meetings with various service and infrastructure providers and agencies; and additional written information provided by those agencies.

Camden Infrastructure Model

To assist this study, URS have produced a bespoke *Camden Infrastructure Model (CIM)*, which is central to the approach taken to assess the infrastructure requirements arising from development. With respect to the types of social infrastructure considered in this report, the *CIM* sets out the demand arising from growth for various services (e.g. for health care, sports and leisure, etc) over the period from 2006 to 2026. The *CIM* subsequently, wherever possible, translates this demand for a service or amenity into a requirement for infrastructure (e.g. medical centres, indoor sports halls, etc) and provides an assessment of a likely commensurate cost. The *CIM* is therefore key to facilitating an assessment of the infrastructure provision required for growth, while this report explains the findings and the results.

It has not been necessary to employ the *CIM* to examine all types of infrastructure covered by this report, as in some cases modelling work has been completed by the responsible infrastructure provider or the assessment has concluded that existing infrastructure

provision levels are sufficient to provide for anticipated future growth. Instances where the *CIM* has or has not been employed are clearly noted throughout the report.

It should be clearly noted that the *CIM* and the results generated within this report are only an indication of demand at a snapshot in time. The *Core Strategy* planning period extends over almost two decades to 2026 and within that time a host of circumstances that affect the demand for social infrastructure, the sufficiency of existing provision and the modes of infrastructure provision and delivery are likely to change in ways that have not been possible for this study to anticipate at the present time.

For these reasons, the longer-term infrastructure demand forecasts and related recommendations are, by their nature, likely to be less precise and may in some cases actually not be realised as circumstances change. Accordingly, it will be necessary to review, update and monitor the requirement for infrastructure in future years.

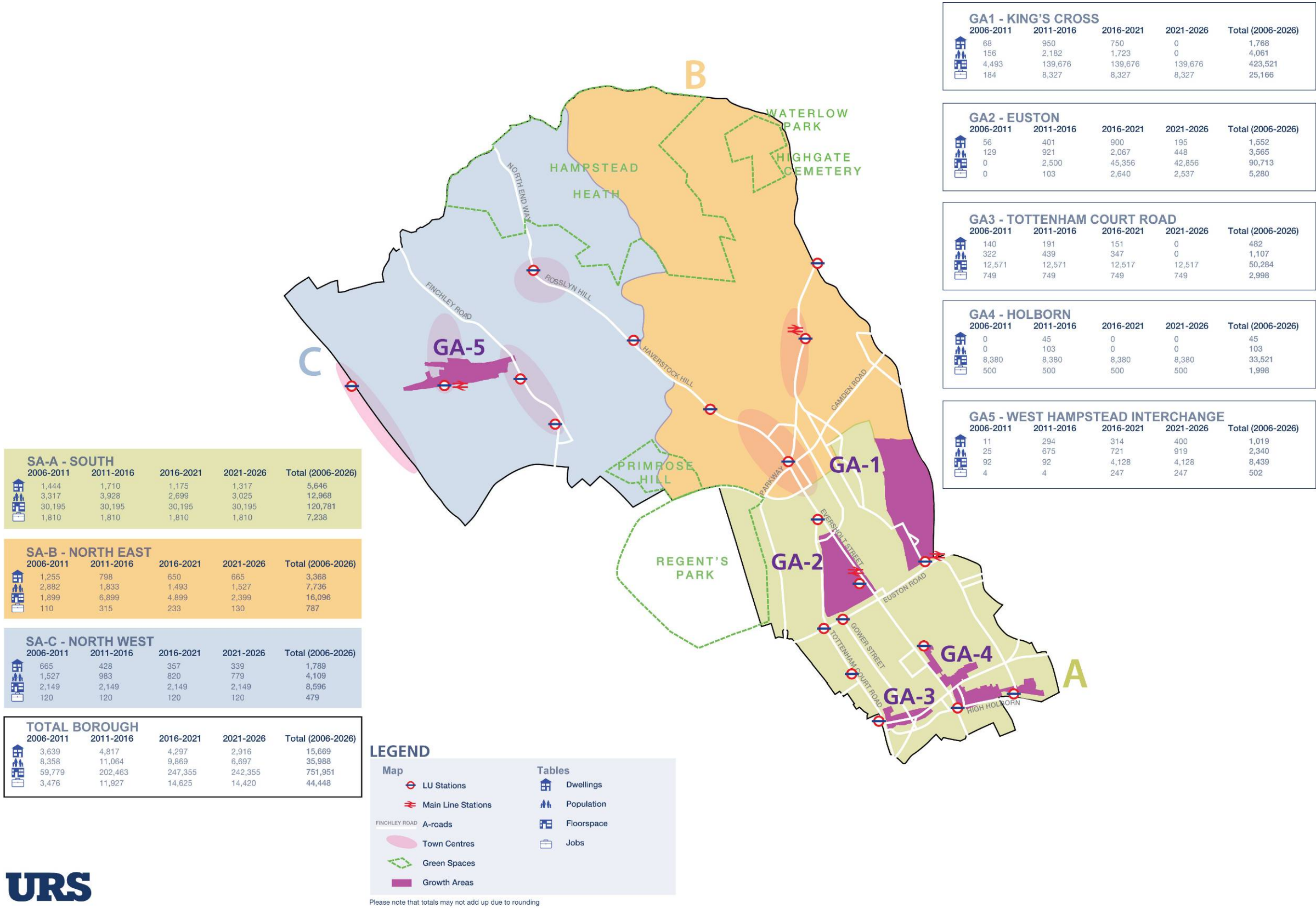
Growth Areas and Sub-Areas

With regard to looking at the spatial distribution of growth and for the purposes of this study, Camden is broken down into eight areas: comprised of the five growth areas and three sub-areas for which residential and commercial development growth has been forecast (see **Figure 1-1**)⁴.

Throughout this report, the demand for services, facilities and infrastructure is most commonly assessed in the first instance at the growth area and sub area level. This provides a clear basis for understanding where demand for services will arise and sets the scene for understanding where additional provision may be required (subject to other relevant considerations). It should be noted that while demand can be tracked to certain growth areas or sub-areas, because of economies of scale in making provision for social infrastructure and also because certain types of social infrastructure have naturally-occurring extensive catchment areas, provision of social infrastructure is often best made at sub-area, borough-wide or even supra-borough (i.e. sub-regional or metropolitan) levels. Where appropriate, the recommendations made in this report for providing social infrastructure reflect this.

⁴ Further detail of how the growth areas and sub-areas have been defined is provided in the *Camden Infrastructure Study: Executive Summary and Strategic Infrastructure Plan* that accompanies this report.

Figure 1-1 Camden Development Trajectory, 2006 to 2026



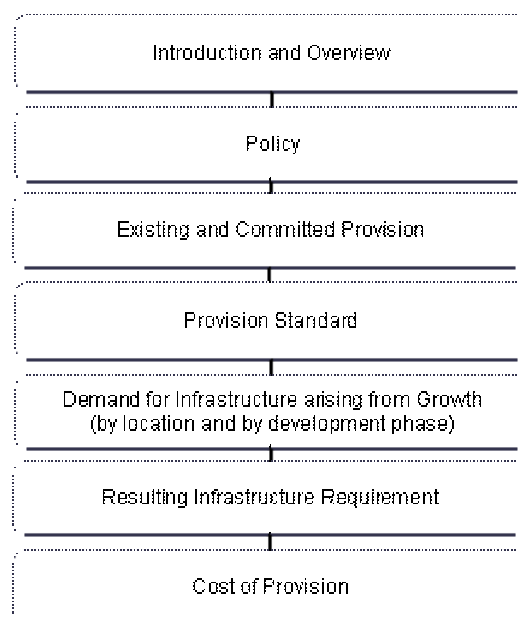
1.3. Report Structure and Approach

The report is structured around the key types of social infrastructure under consideration, broken into sub-sections where appropriate, as follows:

- Section 2 - Children and Education, including nursery, primary, secondary, further education, adult learning, and higher education
- Section 3 - Health care, including both primary (GP and Dentist) and secondary health care provision
- Section 4 - Sports and Leisure facilities, including swimming pools, tennis courts and indoor sports halls
- Section 5 – Parks and Open Space, including parks and open spaces, child play space and multi-use games areas, allotments and outdoor sports facilities
- Section 6 - Libraries
- Section 7 - Job brokerage, identifying employment service facilities and initiatives
- Section 8 - Cemeteries, and
- Section 9 - Community buildings

Internally, each section and sub-section (dealing in turn with a specific type of social infrastructure) broadly follows the same structure based on the approach outlined in **Figure 1-2** below. The main exception is higher education, and in that case the approach followed has been set out in that section's introduction.

Figure 1-2 Section and sub-section structure



Corresponding with the steps depicted in **Figure 1-2**, a description follows below of the step-by-step process followed for each type of infrastructure:

- **Relevant Policy:** This sub-section sets out the relevant policy driver(s) for the provision of the social infrastructure in question.
- **Existing and Committed Infrastructure Provision:** This sub-section identifies the existing provision of the infrastructure in question and any committed investments that will supplement existing provision. Where information is available, detail is given as to how the forthcoming committed infrastructure is to be funded and the cost.
- **Provision standard and related issues or trends:** In order to estimate the infrastructure requirement that will result from new development it is necessary in most cases to identify a demand-related provision standard. Where Camden already relies upon a particular provision standard we have also relied upon and referenced this standard to estimate demand for social infrastructure. In the absence of an appropriate provision standard at the local authority level, national or other relevant guidance on a provision standard is referenced instead. Trends or issues that could impact upon the provision standard in future are also noted.
- **Demand Arising for Infrastructure:** This sets out, informed in most cases by the *Camden Infrastructure Model* or in some cases by other sources as is noted within the relevant sections, how much demand will arise for a service or particular amenity from residential and commercial (if applicable) development. For example, the number of pupils that can be expected from the projected growth in dwellings. The assessment is usually given for both growth and sub-areas and also by development phase⁵. The phasing generally considers infrastructure requirements over five year periods (2006-2010, 2011-2016, 2017-2020, and 2021-2026). In certain cases, where the infrastructure in question warrants it, this assessment has been aggregated to the sub-area level reflecting the fact that many types of infrastructure have extensive catchment areas that stretch beyond local neighbourhood areas.
- **Resulting infrastructure requirements:** This section takes the modelled observations on the demand for a given service or amenity and examines whether or not additional social infrastructure is likely to be required over the *Core Strategy* planning period. Where infrastructure is required, and where possible, demand is translated into a corresponding requirement for a specific piece of infrastructure, e.g. such as a GP clinic. In both cases a careful attempt has been made to reflect any known circumstances relating to the existing state of infrastructure provision that may have an impact upon when and how future

⁵ That is we have examined the respective growth areas (including opportunity areas and areas for intensification within Camden, as well as the remainder of the borough) and the respective rates of development at each area and identified the resulting demands for infrastructure in each case. This process facilitates drawing a link between the growth area outlined in the core strategy and the resulting infrastructure requirements.

infrastructure should be provided. (In certain cases, the research and analysis conducted has shown that there is no further requirement for infrastructure provision beyond that already made or committed to; and in such cases it is stated that infrastructure is not required.)

- **Cost:** this sub-section provides information on an estimated cost for the infrastructure requirements that have been identified.

In addition to addressing these matters, the report has sought to identify notable and relevant case study examples of different types of social infrastructure that highlight the diverse or innovative ways in which the demand for social infrastructure has been met in Camden or elsewhere.

2. CHILDREN AND EDUCATION

2.1. Introduction

This section considers the requirement for education infrastructure that will arise in Camden over the period to 2026. For the purposes of this study, this section is broken up into sub-sections that consider in turn each level of the education system as follows:

- Early Years (Nursery)
- Primary
- Secondary
- Further Education
- Adult Learning, and
- Higher Education.

The following sections follow the approach that was outlined in Section 1.3 to explore the future infrastructure requirements for the each of the above levels of education.

Pre-existing Demand Assessment Work

A particular feature of this section, that is different from many of the other sections in this report, is that it is able to draw upon work that Camden Council's Children, Schools and Families (CSF) Directorate has already undertaken to assess future demand for education infrastructure. The CSF Directorate has carried out extensive research on education in the borough and has identified existing provision, and forecast and planned for the corresponding investment and expansion requirements. In general, this exercise has been completed through until the mid to later part of the next decade. A more cursory, but still very robust estimation of requirement has also been undertaken for the remaining period through to the end of the planning period in 2026.

Children, Education and the Emerging Core Strategy in Camden

According to *Camden's Children and Young People's Plan* (CYPP), in 2006 there were 42,253 children aged under 19 and 32,866 children under 16, respectively constituting 21.3% and 16.6% of Camden's population⁶. Camden's emerging *Core Strategy* and its children and education policies are commonly concerned with ensuring that the borough offers opportunities to improve the life chances and choices for all children and young people. Accordingly, ensuring the provision of adequate and good quality educational infrastructure is particularly consistent objectives set out within the borough's emerging *Core Strategy* to improve the quality of life of its communities.

⁶ London Borough of Camden, *Camden's Children and Young People's Plan* (CYPP), 2006-2009

2.2. Early Years Education

2.2.1. Scope

This sub-section examines the requirement for early years education facilities that will arise over the Core Strategy planning period until 2026.

Early years education is currently defined as full-time or part-time education from the start of the term following a child's third birthday and up to compulsory school age, although coverage is broadening in certain circumstances to include two year olds in 2010 (see below for further detail). Early education places are provided in the maintained, private, voluntary and independent sectors. The maintained sector includes the provision of nursery classes, which is made at most primary schools in the borough.

There is also a duty to provide sufficient childcare to support parents to return to work and to attend training to enable them to return to work.

2.2.2. Policy and Provision Planning

The *Childcare Act 2006* requires every Local Authority (LA) to provide universal provision of nursery places for three to four year olds. Under existing policies, Camden has to provide early education places for all three and four year olds for 12.5 hours per week. This provision will need to be extended to 15 hours per week by September 2010.⁷ There is not however an obligation on parents to enrol their children in early years education.

Furthermore, recent policy changes will result in an extension of provision of early years education to cover two year olds. In implementing these changes, the government have identified a target to provide 162 two year old places in September 2009 (in order to provide for 15% of the most disadvantaged two year olds)⁸.

Future development in respect of policy and policy requirements after 2011 will be dependent on the future direction of Government policy and any future demand will form part of the next Childcare Sufficiency Assessment due to be carried out in 2011⁹.

2.2.3. Providing for Early Years Education

Before reporting on the examination of existing provision and the potential future growth in demand, it is helpful at this point to confirm some key assumptions, which have been confirmed through consultation with the Camden's CSF Directorate

The assumptions are that growth in demand for early years education will increase in line with population estimates over the planning period, it is expected that demand for

⁷ Personal communication: S. Rehman, Deputy Head Integrated Early Years Service, LB Camden, 05.05.2009

⁸ Ibid.

⁹ Ibid.

additional services can be met without the need for the Council to provide additional stand alone facilities / infrastructure for the following reasons:

- That, where need is confirmed, the aim will be that new primary provision will include nursery classes that will cater for the increase for three and four year olds. Other options may also need to be considered.
- That investment will need to be made in the current building stock, which could include expanded provision to meet the sufficiency duty.
- The assumption for two year olds is that the through the duty on the local authority to manage the “market place” the locals authority will support the private and voluntary sector childcare providers to develop to meet the need (for places). This will required new settings (accommodation for classes, etc) but not necessarily LA managed. There is a chance that council could rent property to the private and voluntary sector for this purpose, although demand through market forces cannot yet be plotted.

These assumptions in effect mean that infrastructure growth for three and four year olds places should be included in primary development and will need to increase at least in line with the growth in population.

Accordingly, the remainder of this sub-section dealing with early years education will detail the key findings of this study.

2.2.4. Baseline- Existing and Committed Nursery Provision

Introduction

As noted in Section 2.1, Camden’s CSF Directorate has completed extensive research to examine both existing infrastructure provision and future infrastructure requirements for education. In addition, the borough also carries out regular monitoring of the sufficiency of childcare places in the borough, most recently reported in the document ‘*Analysis of the supply of childcare, January 2008*’. Both of the above research exercises have included early years education¹⁰, and hence are available to inform this study.

Existing Infrastructure Provision

The provision of early years provision is very complicated, being a mixture of child-care / child minding and nursery classes and provided at a mixture of LA-run (maintained) and private, voluntary and independent facilities (including children’s centres, PVI childcare settings and / or nurseries, and within primary schools). Information on the existing provision of early years provision is set out in the *Analysis of the supply of childcare* (January 2008)¹¹ document.

¹⁰ London Borough of Camden, 2008, *Analysis of the Supply of Childcare*.

¹¹ Cordis Bright Consulting (2008), London Borough of Camden: *Analysis of the supply of childcare*.

Recent and Planned/ Committed Investment

Camden has recently completed work to identify a *Primary Strategy for Change* (PSfC), which sets out Camden Council's desired programme of capital investment in the primary sector in the borough. As most of Camden's primary schools include nursery classes, the PSfC refers to the expansion of extended services, early years and children's centre services. This would see an enhancement and extension of services to cover the assessed population of 11,705 under-fives in the borough.

In addition to PSfC investments, future investments in primary schools in the borough would aim to include nursery class provision for 3 and 4 year olds. Accordingly, the planned investment in a new primary school in King's Cross is expected to include provision for three and four year old nursery education, which will contribute to meeting demand from the local area and new development in the vicinity.

2.2.5. Assessment of Future Demand

Projections of Future Need

Camden's CSF Directorate has used GLA population projection data, as well as planned development data derived from the development trajectory identified alongside this study (see Figure 1-1), to identify potential future demand for education places. This work has helped to identify the potential scale of increase in the number of children over the plan period to 2026-27.

Table 2-1 gives a summary of the estimated additional cumulative demand at five-year intervals for early years places for two, three and four year olds based on the development trajectory assuming participation rates of 50%, 85% and 100% respectively. This shows estimated rising demand from housing growth over the period to 2026-27.

Table 2-1 Cumulative Demand for Early Years Places (2, 3 & 4 yr olds) 2011-12 to 2026-27

Year	<i>Demand for early years places for two, three and four year olds</i>		
	<i>2 yr olds (at 50% participation)</i>	<i>3 yr olds (at 85% participation)</i>	<i>4 yr olds (at 100% participation)</i>
2011-12	27	45	53
2016-17	68	116	137
2021-22	104	176	207
2026-27	124	210	247

Source: URS calculations based on data received from Camden CSF Directorate. All figures should be taken as estimates only.

2.2.6. Resulting Infrastructure Requirement, Early Years Provision

Existing and Future Adequacy

Camden's CSF Directorate has confirmed that its response to increased demand for places will not be to build stand-alone facilities. In the short term, the extension of early years education to 15 hours to cover all three and four year olds by September 2010 will be achieved through working with existing Children's Centres and private, voluntary and independent (PVI) sector providers and by making changes to the education delivery models within schools.

With respect to the projected additional demand over the medium and long term, the assumptions stated in **Section 2.2.3** are relevant. On the basis of those assumptions, it is considered that additional demand from three and four year olds will be met primarily through the provision of nursery classes linked to required primary school expansions. (See the following sub-section on primary schools). Whilst funding is already in place for initially identified expansions, through PSfC and agreed Section 106 arrangements (where need is confirmed), other sources of funding for additional expansion have yet to be identified.

The authority, through its management of the market place will support the private and voluntary sector childcare providers to develop to meet the need for additional places for two year olds. This will require new settings (accommodation for classes, etc) but not necessarily LA managed. There is a chance that council could rent property to the private and voluntary sector for this purpose, although demand through market forces cannot yet be plotted. Where it is necessary to invest in existing Children's Centre premises to allow for increased demand and more intensive use, it is likely that such investment will involve comprehensive rebuilding rather than extensions in most cases.

Conclusion

There are clearly early years infrastructure needs, On the basis of the above analysis, expansion in early years education infrastructure should be increased at least in line with population growth over the period to 2019 and on to 2026.

The authority's response to increased demand for three and four year old places (ca. 200 and 250 places respectively) will be addressed through the development of nursery classes linked to primary school expansion, rather than via stand alone early years provision. However, other provision might also need to be considered.

Additional provision, estimated to be required, for approximately 124 two year olds will be met by working with private and voluntary childcare sector providers.

This assessment is subject to the caveat that providing for children's services and education is highly problematic owing to the difficulties in projecting future child numbers, enrolments and other factors such as policy changes, etc. It is however, analysis based on the best sources of information presently available.

It should be noted also that, there is likely to be a need for significant capital investment in existing stock to allow for increased demand and the more intensive use of centres / spaces in some cases¹². This could also include considering provision of spaces for use by the PVI sector on a rental basis.

¹² London Borough of Camden, CSF Directorate, May and June 2009.

2.3. Primary

2.3.1. Scope

Camden's primary schools provide nursery classes (in most cases) and primary education. Accordingly, Camden's primary schools in effect cater for pupils aged three to 10 years old. In terms of primary school classes, children typically start these the term before they turn five¹³.

2.3.2. Policy

Local Authorities have a statutory requirement to ensure an adequate supply of school places¹⁴. The *School Standards and Framework Act 1998*¹⁵ required each Local Education Authority (LEA) to produce a School Organisation Plan (SOP) that would provide a framework for decisions about school place planning. However, this requirement was lifted with the passing of the *Children's Act in 2004*¹⁶.

This means that the SOP 2003-2008 is the last SOP that was produced. However recent information on primary school provision is available by way of Camden's 2008 Primary Strategy for Change (PSfC) and figures are reviewed annually¹⁷. The PSfC attempts to link the key objectives of the Department for Children, Schools and Families (DCSF) Children's Plan for 2020, as they relate to primary aged children, with Camden's policy and practice.

2.3.3. Existing and Committed Primary School Provision

Existing Provision

There are currently 41 established maintained primary schools in the borough, 32 of which have a provision for nursery education¹⁸. Of the 41 primary schools, 20 are community schools and 21 are voluntary aided (13 Anglican and eight Roman Catholic). Additionally, the borough contains five special schools (including two hospital special schools), catering for primary aged pupils, and one primary pupil referral unit.

¹³ London Borough of Camden (2008), *Starting School 2009: An Information Guide for parents of children entering nursery, primary, infant and junior schools between September 2009 and July 2010*.

¹⁴ London Borough of Camden (2008), June 2008, *Primary Capital Programme: Primary Strategy for Change*

¹⁵ DCSF (1998), *School Standards and Framework Act*, HMSO, London.

¹⁶ DCSF (2004), *Children's Act*, HMSO, London.

¹⁷ London Borough of Camden, CSF Directorate, June 2009.

¹⁸ London Borough of Camden (2008), *Starting School 2009: An Information Guide for parents of children entering nursery, primary, infant and junior schools between September 2009 and July 2010*.

Committed / Planned Primary School Provision

There are significant plans to improve and to provide additional primary school infrastructure in the coming four year period. The PSfC outlines the committed investment in Camden's primary schools covering both the expansion of capacity at some schools, and improvements and reorganisation aimed at improved teaching and learning at others. Table 2-2 shows the expansions planned. These investments are being made in response to anticipated growth in primary pupils.

Table 2-2 PSfC Planned Investment in Primary School Expansion (4-10 year olds) 2008 – 2014

Infrastructure Provision	Proposed Expansion	Delivery Period	Funding Arrangements
Emmanuel School – West Hampstead / Fortune Green (North West sub-area)	Expansion of provision (0.5 FoE expansion)	By 2013	Primary Capital Programme (PCP), S. 106, Basic Need, and Local Authority Coordinated Voluntary Aided Programme (LCVAP)
Kentish Town (North West sub-area)	New resource base for 14 children with autistic spectrum disorder (ASD) and associated improvements to Kentish Town School	By Sep 2010	Prudential borrowing, PCP, LCVAP
King's Cross	Expansion of provision (1 school / 2 FoE)	2012 / 13 earliest	S. 106 and Camden Council capital funds

Source: Extracted from Primary Capital Programme: Primary Strategy for Change, June 2008, London Borough of Camden, and report to Camden Executive, 1 April 2009, "Primary Strategy for Change – next phase, and Kentish Town school – proposed autistic spectrum disorder resource base"

2.3.4. Existing Camden CSF Directorate Research

As stated in **Section 2.1**, Camden's CSF Directorate has the responsibility for places planning and has carried out extensive research into Camden's future education infrastructure needs, particular over the period to 2018-19. Given that this review has taken into account a full range of factors including previous enrolment patterns, and birth rates in the borough, it is by far the best possible estimate of demand for school places that this study can practically arrive at. In the longer term, to 2026-27, the CSF Directorate has been able to make further estimates albeit based solely on estimates from the Development Trajectory identified alongside this study and set out in Figure 1-1 on page 11.

Accordingly, this study will rely on such work completed by the CSF Directorate to conclude the assessment of the need for provision of primary school infrastructure over the planning period to 2026.

Adequacy of provision in light of current and future pupil projections

As of 2008, information submitted to the DCSF in 2008 showed there were 10,205 pupils on the rolls of primary schools in the borough (Reception to Year 6). The schools had a combined net capacity of 10,947, meaning there was a surplus of 803 primary school places within the primary schools of the borough, which equates to a 7% surplus¹⁹. As can be observed, there are significant differences between PA1 where the surplus is only 4% of net capacity and PA3 where the surplus is some 12%.

Table 2-3 Primary School Numbers for London Borough of Camden 2008 by Planning Areas

<i>Planning Area</i>	<i>Actual Roll (2008)</i>	<i>Net Capacity (2008)</i>	<i>Surplus No. of Places</i>	<i>Actual Surplus (%)</i>
Planning Area 1- North West	2,232	2,334	102	4
Planning Area 2 – North East	2,716	2,889	175	7
Planning Area 3- Central North	1,972	2,173	260	12
Planning Area 4-Central South	2,144	2,302	158	7
Planning Area 5- South of Euston Road	1,141	1,249	108	9
Total	10,205	10,947	803	7

Source: Primary Capital Programme: Primary Strategy for Change, June 2008, London Borough of Camden

The CSF Directorate's analysis based on GLA population role projections shows an expected continued increase in the primary age population in Camden over the period from 2008-09 to 2018-19 of some 1,775 4 – 10 year olds, resulting from both a higher level of births and the housing development proposed in the Core Strategy. This is projected to reverse the existing surplus of just over 800 places in 2008-09 to a deficit of somewhere in the order of 880 to 1,060-odd places in 2018-19 (although, based on previous projections of need, planned expansions are on hand to create an additional 525 places). Estimates of child yield using development trajectory²⁰ data beyond 2018-19 up until 2026-27 suggest that the number of primary age children (aged 4 – 10) requiring a primary school place after 2018-19 could increase further by between approximately 400 and 500 children²¹.

This demonstrates the case for the investment in the provision of additional primary school capacity that has already been identified in the PSfC and for continuing

¹⁹ London Borough of Camden, CSF Directorate, June 2009.

²⁰ See Figure 1-1.

²¹ London Borough of Camden, CSF Directorate, June 2009. N.B. The range is derived by applying multiples of 69% and 90% against total projected child yield for 4 – 10 years over the nominated period to arrive at low end and high range figures to take account of various factors that could affect final demand for places. See Section 2.3.5 below for more detailed explanation of this approach.

investment thereafter. Accordingly, the next section examines demand for primary provision in terms of forms of entry (FoE).

Indeed, in 2009 there were higher than previous numbers of reception age children for whom there was not a school place as of July, causing the local authority to set up a temporary education centre for up to 60 children to be educated in alternative provision.

2.3.5. Assessment of Demand

Caveats

Before commencing examination of the demand for primary places and FoE, it is important to state that there are several factors that heavily influence the process of projecting future child yield and primary place demand. These factors are each highly variable, and therefore it is probable that changes will occur over time in this range of factors that will affect the actual outcome. Any estimates of demand should be regularly reviewed and should be considered as the best estimates available at the time they are made, subject to the information that was available at that time. The key factors include:

- Demographic factors, such as birth rates
- Non-demographic factors, such as economic conditions and parental choice
- Planned development data versus actual recorded completions
- Any changes in cross border movements of pupils between boroughs and planned educational infrastructure developments in other boroughs that may exacerbate or reverse existing cross-border trends

The following analysis, largely informed by work undertaken by Camden's CSF Directorate, should be considered in light of these factors.

Analysis

Analysis by Camden's CSF Directorate based on the planned development trajectory has estimated additional demand for primary school FoE through to 2026, as shown in Table 2-6 below. The figures given derive from child yield estimates based on the Wandsworth 2004 new housing survey. The method of analysis employed by the CSF Directorate provides estimates over a range using 69% (based on recent patterns – R), which provides a lower estimate and at the other end by using 90%, which provides a higher estimate (H). This in turn means that the estimate of demand is given as a range rather than as a single figure. This is however considered to be the best approach given the uncertainty in predicting pupil yield so far into the future.

It should be noted that the information given in **Table 2-4** is given for Camden in three ways. First, for the borough as a whole, secondly by primary planning area, and thirdly by sub-area to match with the geography being used for this study.

Table 2-4 Summary: Planned Primary FoE Provision and Potential Future Demand to 2026/27

Area	Planned (FE)	Potential Future Demand (FE measured from present)					
		2018/19		2021/22		2026/2027	
		R	H	R	H	R	H
Total Borough	2.5	3.9	5.0	4.8	6.2	5.7	7.4
PA1	0.5	0.6	0.8	0.8	1.1	1.1	1.5
PA2		0.3	0.4	0.3	0.4	0.4	0.5
PA3		0.7	0.9	0.8	1.0	0.9	1.2
PA4	2.0	1.6	2.1	2.1	2.7	2.3	3.0
PA5		0.6	0.8	0.8	1.0	1.0	1.3
South	2.0	2.3	3.0	2.9	3.7	3.3	4.2
North East		0.7	0.9	0.9	1.2	1.2	1.6
North West	0.5	0.9	1.1	1.0	1.3	1.2	1.6

Source: London Borough of Camden, CSF Directorate, June 2009.

The last three rows of the above table, which give information on future planned provision and projected future additional demand by sub-area, provide the basis for the remaining analysis below. By subtracting potential future demand in each sub-area from planned provision it is possible to arrive at a conclusion on the potential demand for additional primary FoE by sub-area over the period to 2026.

Accordingly, Table 2-5 shows the amount of FoE primary school provision that is estimated to be required, additional to current planned provision, in each period but starting with 2016 as an earlier target date, for the sake of consistency with other sections of this study. It is very important to note that that these figures are indicative only. This is because the table calculates the increase that is forecast to arise (beyond existing planned investment) during each respective phase over the period to 2026-27, yet there will be many factors, including those noted above, which will impact on the rate at which this additional demand is realised, and also to some extent where demand arises in the borough.

Table 2-5 Demand for Additional Primary FoE, Phase by Phase to 2026

Aggregated Sub-area	Date	Required Infrastructure Provision (beyond existing planned provision)	
		Low end of range (FoE)	High end of range (FoE)
South	By 2016	(-0.3)	0.3
	2016-2021	1.2	1.4
	2021-2026	0.4	0.5
North East	By 2016	0.6	0.8
	2016-2021	0.3	0.4
	2021-2026	0.3	0.4
North West	By 2016	0.3	0.8
	2016-2021	0.2	0.3
	2021-2026	0.2	0.3
Sub-Totals	By 2016	0.6	1.6
	2016-2021	1.7	2.1
	2021-2026	0.9	1.2
Total	Until 2026	3.2	4.9

Source: URS analysis of information provided by Head of Research & Management Information, CSF Directorate, LB Camden, June 2009.

2.3.6. Resulting Infrastructure Recommendation

Additional Primary Infrastructure Requirements to 2026

The above analysis demonstrates an overall requirement for between three and five primary FoE, in addition to that provision already planned for and committed to, up until the end of the planning period in 2026. These figures reflect low-end and high-end projections of the estimated infrastructure provision requirement.

It is stressed that this conclusion constitutes an estimated infrastructure requirement reflecting the demand that has been projected to arise in respect of the identified development trajectory (presented in Figure 1-1). It does not constitute a recommendation on the way in which infrastructure should be provided, in particular because:

1. It is approximate only, due to the fact that there are a number of factors that could change in the intervening period and which may lower or raise demand.
2. There has been no consideration given to the availability of sites, or where existing primary schools may have available spare capacity for the period under consideration, as it is not felt that any such reliable assumptions could be made at the present time and so far in advance of the requirement coming to fruition.

These and other factors will mean that the above demand assessment is not suitable for use for the purpose of deciding how primary school infrastructure should be provided in coming years. It does however indicate the approximate time periods and locations at which demand for primary education infrastructure might be expected to arise, all other factors remaining constant.

Costs

It is particularly difficult to use the above assessment to identify costs of provision; given the uncertainty surrounding how demand would be best met and how a programme to provide additional primary provision would be implemented. The best that can be done is to give a very broadly indicative cost of provision that does not take into account any factors such as when, where or how provision might be made.

To arrive at such an indication, we have based a calculation on cost advice provided by Davis Langdon Ltd and assumed a figure of £14,340 per pupil (latest current cost figures based on DCSF rates for primary including a 17% uplift locational factor for Camden) to cover construction costs. This cost includes external works, FF&E, and fees but does not include for ICT equipment, site abnormalities, site acquisition costs, any temporary accommodation that might be required, and VAT.

Assuming 210 pupils per FoE this would result in a cost of £3.01 million for 1 FoE. On the basis of the low and high scenarios employed which identified a potential estimated need for between three and five forms of entry, the cost for additional primary provision over the period to 2026 is accordingly considered to be in the range of £9 to £15 million in total, subject to the exclusions noted above.

However, each school construction project site would need to be taken on a site-by-site basis. It is stressed that these cost rates are benchmark rates only provided by the DCSF adjusted for location and therefore exclude any site and building (construction) abnormalities which could add significant costs to a project in the range of 30% to as much as 200% or more²². In a location such as Camden where school provision will almost certainly be made on brownfield sites requiring the demolition of existing buildings, and other potentially costly works to account for particular site conditions, such costs could present a significant additional cost.

To this end, the recent experience of Camden Council must be considered. A recent example of expanding an existing school by equivalent to 0.5 FoE resulted in costs of £8 million. Further feasibility work examining the cost of providing schools on other sites have shown that rebuilding of a new school could cost in the range of £8 million to £12 million per school.

²² Building and Site abnormalities could entail an extensive list of matters including but are not necessarily limited to: demolition works, asbestos, drainage, archaeology, ecological works, listed buildings, site level issues, decanting and temporary accommodation, utilities, access and transport issues, etc.

Without an appreciation of specific sites however it is not possible for this study to provide a more conclusive estimate of the cost of provision. Taking the above figure of £3.01 for 1 FoE; doubling that figure to reflect a standard-sized 2 FoE school and then taking account of site abnormalities (at a conservative rate of only 30%) and VAT would result in a price estimate in excess of £9 million for 2 FoE, and comparable to the recent experience of Camden as discussed above.

2.4. Secondary

2.4.1. Introduction

This sub-section examines the requirement for secondary schools. Secondary schools provide education for students aged 11 to 18 age group.

2.4.2. Current Policy Drivers and Relevant Context

Secondary education is governed by the same legislation as primary; therefore Local Authorities have a statutory requirement to ensure an adequate supply of secondary school places.

A recent development in respect of the provision of secondary schools in Camden is the completion of the *Building Schools for the Future (BSF) Strategy for Change* (2008)²³. Educational transformation is at the heart of BSF and the programme aims to use investment to secure transformation and improved educational performances in order to add value to Camden's secondary schools. The Camden BSF Strategy for Change has been developed with the involvement of schools and other stakeholders. Camden's strategy includes proposals to address a range of key issues including:

- Choice, diversity and access
- Underperforming schools
- Personalised learning
- 14-19 entitlement
- Integrated services
- Inclusion and change management.

2.4.3. Baseline - Existing and Committed Secondary School Provision

Existing Provision

Camden's secondary schools offer places for pupils aged 11 to 18 years old and there are currently nine established maintained secondary schools in Camden²⁴. Of the nine schools four are girls' schools, one is a boys' school and four are mixed schools. This leads to a borough ratio of 60:40 in favour of education for girls²⁵. Of the existing schools five are community schools and four are voluntary aided.

²³ London Borough of Camden (2008), *Building Schools for the Future Programme part 1 Strategy for Change*

²⁴ Edubase.gov.uk

²⁵ London Borough of Camden (2008), *Building Schools for the Future Programme part 2 Strategy for Change*

Committed / Planned Investment

In preparing the *BSF Business Case*, Camden concluded that there are an increased number of children coming through primary schools, and a significant increase in housing development, leading to a projected need for additional secondary forms of entry. Accordingly, the BSF programme makes provision for an increase in secondary school and secondary place provision. The BSF programme outlines the infrastructure requirements for Camden over the periods 2006 to 2017 (see **Table 2-6**).

Table 2-6 BSF Planned Secondary School Investment Provision 2008-2017

<i>Infrastructure Provision</i>	<i>Proposed Works/ Expansion</i>	<i>Delivery Period</i>	<i>Funding Arrangements</i>
Adelaide Road (UCL Academy)	Expansion of provision (1 new secondary school) to provide 6 FoE places plus 250 new 6 th Form places.	By 2014	Department for Schools Children and Families (DSCF)/
Adelaide Road (Swiss Cottage Special School)	Expanded provision for 30 additional pupils for all ages.	By 2014	Partnership for Schools PfS/
South Camden Community School	Expansion to provide 2 additional FoE plus 100 new 6 th Form places.	2009-2014	LB Camden

Source: Building Schools for the Future: Strategy for Change, 2008, London Borough of Camden

Adequacy/ Need for further provision

As of 2008, there were 10,065 pupils on roll at Camden's nine secondary schools. Overall the schools had a combined planned capacity of 10,116²⁶. However, the proposed works under the BSF programme are intended to provide for Camden's secondary school needs through to 2017.

2.4.4. Existing Camden CSF Directorate Research

As stated in **Section 2.1**, Camden's CSF Directorate has carried out extensive research into Camden's future education infrastructure needs, including secondary schools. This work has been particularly motivated by the need to produce a business case for the BSF programme and has included identification of existing provision and planning for future capital investment (including phasing, and costing). As was the case for the preceding assessment of primary schools needs, the work completed by Camden's CSF Directorate is by far the best estimate of demand for school places that this study can practically arrive at. Accordingly, this study will rely on this work to conclude the assessment of the need for provision of primary school infrastructure over the planning period to 2026.

²⁶ LB Camden, CSF Directorate, June 2009.

2.4.5. Assessment of Infrastructure Demand

This section identifies the demand for secondary schools in Camden arising from growth over the Core Strategy planning period. The analysis completed by Camden's CSF Directorate, based on development data from the Development Trajectory shown in **Figure 1-1** on page 11, indicates that further to the investment planned under the BSF programme to take Camden through to 2017 Camden may require up to 2.5 additional FoE by 2021/22 and up to 3.7 by FoE 2026/27. This information is summarised in **Table 2-7**.

Table 2-7 Cumulative Demand for Secondary FoE, 2017 – 2026

Year	Total Cumulative Demand Arising for Secondary FoE (beyond BSF) to each date noted
Up to 2018/19	1.3
Up to 2021/22	2.5
Up to 2026/27	3.7

Source: Head of Research & Management Information, CSF Directorate, LB Camden, June 2009.

2.4.6. Resulting Secondary School Requirements, 2017 - 2026

The above cumulative demand translates into a requirement for approximately 1.2 or 1.3 FoE in each period, and a total of 3.7 FoE, as shown in **Table 2-10**.

Table 2-8 Additional Demand for Secondary FoE, by phase, 2017 – 2026

Time Period	Total Demand arising for Secondary FoE during each Phase (beyond BSF) to 2026/27
End BSF to 2018/19	1.3
2018/19 to 2021/22	1.2
2021/22 to 2026/27	1.2
Total	3.7

Source: URS analysis of information provided by Head of Research and Management Information, CSF Directorate, LB Camden, June 2009.

For the purposes of this study, and identifying a potential demand for additional secondary provision beyond that already planned over the planning period, it is considered appropriate to round off (upwards) the observed demand and record a potential demand for up to 4 FoE at secondary level.

Notwithstanding the relatively regular rate at which demand will arise over the three time periods given, the above demand figures do not reflect a prescribed model for infrastructure provision. This is especially so considering the figure for the number of FoE required has been given to one decimal place; which in itself would be neither practical nor possible.

Additionally, for a range of similar reasons presented in Section 2.3 in relation to planning for primary education demand, these figures are estimated projections of future demand

and are subject to change over between now and the period for which they are forecast. In planning how to provide for additional secondary provision, as, when and where it is needed, Camden's CSF Directorate will need to take account of changes that occur over that time, as well as a range of other factors.

In terms of analysing where demand will arise from and where the need for provision might be greatest; it is worth noting that some 60% of Camden's housing growth is projected to take place in the south of the borough. Accordingly, it is likely that a large proportion of additional demand will come from this location.

However, it should be noted that secondary school age children are able to travel relatively far from home to attend a school. On average, children in London travel some 5.5 kilometres to attend a secondary school²⁷. In a borough the size of Camden, this means that provision of secondary school places could be theoretically made anywhere within the borough and still be reasonably accessible for the borough's secondary school pupils.

Caveats

Of note is that Local Authority Cross Border Statistics (2008) show that secondary school children travel further and therefore it is appropriate to consider education provision on a wider geographical basis. Cross border movement is well known and understood and analysis of likely changes in pattern (at a detailed level) was part of BSF planning. Cross-border movement and any changes in patterns will have an effect on demand for places, and there will be a continuing need for this to be monitored. Current estimates will be subject to a further study of demand in the central London area as part of a joint Camden/DCSF study²⁸.

Costs

As per primary school places, it is particularly difficult to use the above assessment to identify costs of provision; given the uncertainty surrounding how demand would be best met and how a programme to provide additional primary provision would be implemented. The best that can be done is to give a very broadly indicative cost of provision that does not take into any factors such as when, where or how provision might be made.

To arrive at such an indication, we have based a calculation on cost advice provided by Davis Langdon Ltd and assumed a figure of £21,609 per pupil (latest current cost figures based on DCSF rates for primary including a 17% uplift locational factor for Camden) to cover construction costs. This cost includes external works, FF&E, and fees but does not include for ICT equipment, site abnormalities, site acquisition costs, any temporary accommodation that might be required, and VAT.

²⁷ Department for Transport, (2006); National Travel Survey, Newport.

²⁸ London Borough of Camden, CSF Directorate, LB Camden, June 2009.

Assuming 150 students per secondary FoE, this would equate to a cost per secondary school FoE of close to £3.25 million. On the basis of above assessment for up to 4 FoE, the cost for additional secondary provision over the period to 2026 is considered to be approximately £13 million.

This does not include provision of post-16 space within the secondary school; should it be provided. On the same basis as above, Davis Langdon advise assuming a figure of £23,435 per pupil for post-16 space. Assuming a retention rate of ca. 52%²⁹, and two year levels, then each FoE at post-16 level would contain approximately 30 students. Assuming a potential demand for an additions four forms of entry, this would translate into approximately 120 additional post-16 students. This total number of additional students, at the given cost rate, would add approximately £2.81 million to the cost of secondary provision if provision were made for school sixth forms as part of secondary provision.

In total, additional secondary provision, including sixth form, over the planning period could cost in the region of £16 million in total. However, the actual cost will depend crucially on the way in which provision might be made, which can't be foreseen at this early stage. It should also be noted that this figure is subject to the exclusions noted above for ICT equipment, site abnormalities, site acquisition costs. These items are known from recent experience of Camden's CSF Directorate to be substantial, but will be dependent on various factors that are not possible to account for without having regard to questions such as potential site location, which it is not possible for this study to do so at this time.

As was stressed in examining the potential cost associated with the provision of primary schools, the addition of building and site abnormalities could add further considerable costs to providing secondary education. Allowing a further 30% (which could represent a conservative figure in a location such as Camden), as well an allowance for VAT could see the price of secondary provision required beyond the BSF programme to the end of the planning period rise to £24 million or more at current prices and not including for future inflation.

²⁹ This is based on the fact that it is known that 52% of post-16 learners (including all post-16 learners in some kind of education) attend school sixth forms. This doesn't account for students that leave the education and training system altogether. However, the forthcoming requirement for students to remain in education and training until they reach 18 years of age (due to be implemented in 2015 – see Section 2.5.2 for further detail) means that this figure can be considered a fair proxy for a post-16 retention figure for the period from 2017 to 2026 for which approximate costs are being identified.

2.5. Further Education

2.5.1. Scope

This sub-section examines further education (FE). FE caters for students generally aged 16 – 19. GCSEs, A-levels and Diplomas, as well as other vocational courses, are all offered in the FE system. (It can also cover people aged 19+ in terms of vocational learners and employers.)

Individual colleges and the Learning and Skills Council (LSC) have traditionally provided FE courses. The LSC was established in 2001 to fund and plan post-16 education outside universities. From the 1st April 2010 responsibility for 16 to 19 year old commissioning will be transferred from the LSC to Local Authorities supported by a new non-departmental public body, the Young Person's Learning Agency, reporting to the Department for Children, Schools and Families (DCSF).

2.5.2. Policy Drivers

The *Education and Skills Bill 2008* is a joint Act with the Department for Innovation, Universities and Skills (DIUS). It is a milestone piece of legislation that will boost involvement in learning for young people and adults, offering a right for adults to basic and intermediate skills. The bill introduces a requirement for pupils to remain in education or training beyond the current statutory leaving age. It will contribute to the Government's ambition of achieving world-class skills in the UK by 2020. This will have the effect of raising the participation rate of children in further education as it will require all (i.e. 100%) children to stay in formal education or training until they reach the newly specified leaving age. The changes will be implemented according to the following schedule:

- By 2013 – leaving age will raise to 17
- By 2015 – leaving age will raise to 18

The London Strategic Analysis 2007-2008³⁰ states that local London needs are urgent so the pace of capital investment needs to increase. The Strategic Analysis also indicates that Further Education (FE) and Work Based Learning success rates in London have improved but are still below the national average³¹.

2.5.3. Baseline - Existing and Committed Provision

Existing Provision

Provision of further education should be considered as falling into two streams broadly corresponding with either an academic path or a vocational path:

³⁰ Learning Skills Council, *London Strategic Analysis 2007/2008*

³¹ More detailed information on the scale and quality of current FE and Adult Learning provision in London borough of Camden was not available from the LSC.

- Academic pathways are predominantly catered for by the borough's system of secondary schools that provide for students in 6th form education pursuing A-levels (or GCSEs).
- Vocational pathways are predominantly catered for by further education colleges that provide for students in non-academic pathways.

Camden only has one such college physically located within its boundaries, which is the Westminster Kingsway College (WKC). This has sites in both Camden and Westminster. A significant proportion of Camden learners access FE in neighbouring boroughs, for example at City and Islington College. WKC's Camden-located facility, the King's Cross Centre, has been recently rebuilt on a site in King's Cross as part of a £52.5 million investment completed under the Government's Building Colleges for the Future programme. It was funded in part (55%) by the Learning and Skills Council³². The college also operates an additional three facilities in the neighbouring borough of Westminster.

In addition to this facility, WKC runs classes in some 45+ centres (predominantly comprised of community centres, but also including some school and church buildings), the majority of which are located within Camden's boundaries³³, further supplementing the College's presence in Camden.

Planned and Committed Investments

In preparation for the 1st April 2010 when responsibility for 16 to 19 year old provision will be transferred from the LSC to Local Authorities, Camden Council is commencing liaison with neighbouring boroughs on the need for 16 – 19 year old provision, and to plan and coordinate such provision, including commissioning of FE provision. These discussions however are at an early stage and have not resulted in the identification of any plans for additional investment³⁴.

In this respect, plans in neighbouring boroughs will also increase the provision of FE education available to Camden residents. Given that neighbouring boroughs are increasing their own investments in this area, this growth in provision and quality in neighbouring boroughs may have an impact of reducing the number of imported learners coming to Camden's FE providing colleges, or of attracting students from Camden³⁵, thereby reducing demand for FE places in Camden.

³² Westminster Kingsway College website, News section; accessed June 2009:
<http://www.westking.ac.uk/news/KX-launch-day.asp>

³³ Westminster Kingsway College website; It should be noted that WKC's website does not specify whether the classes offered in these community centres are more likely to be Further Education or Adult Learning classes. Website accessed June 2009: http://www.westking.ac.uk/about/camden_centres.asp

³⁴ London Borough of Camden, CSF Directorate, June 2009.

³⁵ Ibid.

2.5.4. Adequacy

It considering the adequacy of existing provision and future provision, it is critical to appreciate that students seeking FE colleges and courses more often than not do not stay within the boundaries of the borough in which they are resident. For example, currently only 12% of 16 to 19 year old learners on the role at WKC are believed to be Camden residents. The remaining attendees come from a wide catchment area, including some attendees who come from outside of the Greater London region. This reflects the fact that many FE colleges function as specialist colleges attracting learners from across London and even further afield. In the same way, many vocational learners who are residents of Camden travel to other colleges located in other boroughs to pursue specialist courses that are not offered at Westminster Kingsway College³⁶.

Accordingly, in considering provision for the FE needs of Camden's 16 – 19 year olds it is important to account for the fact that students attend a range of colleges across metropolitan London, and are also likely to have their needs met by colleges outside of London. Moreover, the recent significant investment at Westminster Kingsway College means that Camden is well provided for FE space for the foreseeable future.

Accordingly, it is considered that while FE infrastructure needs in the borough are adequately catered for until 2016, there may be a need for further infrastructure thereafter³⁷. The rest of this section, including the assessment of future demand, is therefore conducted on this basis and looks exclusively at demand after 2016 until 2026.

2.5.5. Provision Requirement Standards

Review of available evidence

In considering the evidence available to help identify provision requirement standards for FE the following points are relevant:

- First, as the leaving age is increasing to 18 by 2015, (thus impacting the period for which this assessment is forecasting future FE demand after 2016) it can be assumed that 100% of 16 – 17 years olds will be engaged in some kind of education or training.
- Secondly, analysis of the most recent data currently available suggested that of those Camden residents undertaking post-16 education, 52% were engaged in 6th form education and the remaining 48% were engaged in learning at FE colleges or work-based learning (WBL) providers³⁸.

³⁶ Ibid.

³⁷ Ibid.

³⁸ Ibid.

This figure can be used as a proxy for identifying the proportion of post-16 learners that will seek FE / WBL places over the future planning period, including after 2015 when attendance up until a learner turns 18 years of age will be compulsory.

- For 18 year olds, participation in learning (i.e. in FE, apprenticeships, entry to employment / foundation learning tiers and schools sixth forms) is projected to be 56% nationally (i.e. in England) in 2009/10³⁹.

While this figure is likely to increase by 2016 due to the aforementioned raising of the leaving age and the changes that this is likely to herald, it serves as the best available figure for projecting the proportion of Camden-based 18 year olds that will seek further education classes over the future planning period. Before applying it however, it is necessary to multiply it by the proportion of post-16 Camden-resident learners in FE / WBL as opposed to those enrolled in school sixth forms, to arrive at a realistic estimation of the proportion of all 18 year olds who will seek to take up a FE place in future.

Provision Requirement Standards

Taking account of the above evidence, this study has identified the following provision standards by which to model demand for FE services for the period 2016 to 2026:

- 48% of 16 to 17 year olds
- 27% for 18 year olds

Issues/ Future Trends that may rise or lower the Provision Requirement Standards

There are particular issues and future trends that could act to alter the take up of FE services, and hence act to alter these FE infrastructure provision requirement standards:

- First, for those young people (16 and 17 years olds in particular) that are currently not in education or training but who will be compelled to be so as a result of the raising of the leaving age in 2013 and again in 2015, it is expected that they will be more likely to flow into FE and WBL rather than school sixth form education. This is due to the fact that it is more probable that a vocational, rather than an academic, pathway will be more attractive to such young people. This could potentially increase demand for FE and WBL⁴⁰.
- For young people aged 18 years old, the main potential change is that the rate at which they take up FE and WBL services could increase further as a follow-on effect of the raising of the leaving age (requiring compulsory enrolment in education or training) to 18 by 2015, which might have the effect of encouraging higher proportions of 18 year olds to engage in education and training.

³⁹ This participation rate is taken from the latest findings in the Government Investment Strategy 2009-10, *LSC Grant Letters and LSC Statement of Priorities* (LSC, 2008).

⁴⁰ London Borough of Camden, CSF Directorate, July 2009.

- This will be supported by the fact that changes in legislation such as the introduction of diplomas and apprenticeship routes will increase the range of learning opportunities offered through FE colleges (which is likely to affect cross border attendance). Additionally, Camden's 14 – 19 strategy will ensure that progression pathways exist for all young people up to 19 and even beyond⁴¹. Both factors will be likely to increase the demand by 18 year olds for FE places.

For these reasons, while the above provision requirements are used in this study to project demand for FE places from 2016 to 2026, it should be noted that this assessment is subject to change and that the assessment should be reviewed again closer to the date for which the projections are made.

2.5.6. Assessment of Infrastructure Need

This section identifies the demand for FE education likely to arise in Camden over the *Core Strategy* planning period. As it has been identified that provision of FE infrastructure is likely to be adequate until around the middle of next decade, this assessment only identifies projected demand arising in the period from 2016 to 2026.

Table 2-9 Demand for FE Places, Aggregated Sub-Areas, 2016 – 2026

<i>Aggregated Sub-area</i>	<i>Demand for FE Places by Development Phase</i>				<i>Total</i>
	<i>2006-2011</i>	<i>2011-2016</i>	<i>2016-2021</i>	<i>2021-2026</i>	
South	na	na	66	34	100
North East	na	na	14	15	29
North West	na	na	15	16	31
Total	na	na	95	65	160

Source: URS calculations. Note that figures may not add up due to rounding.

As **Table 2-9** shows, based on the provision rates given above, demand for FE places is projected to total 160 places over the period from 2016 – 2026. Because demand for FE places is not tied to a local area, the results are presented at the aggregated sub-area level only⁴². Once again however, it should be noted that FE colleges have a very large catchment area reflecting the fact that they offer specialised courses, and that accordingly this demand is likely to be spread across many FE colleges across London.

2.5.7. Resulting FE Infrastructure Requirements

Notwithstanding the fact that because of the regional catchment of FE colleges, the projected demand for places will not automatically translate into a need for Camden-based FE provision, it is still possible to translate the projected demand for FE places into

⁴¹ Ibid.

⁴² For a breakdown by growth area and sub-area please see the *Camden Infrastructure Model*.

a sqm equivalent FE infrastructure requirement (see **Table 2-10**). These calculations are based on an assumed space requirement of 10 sqm (gross internal area) per learner. This is however a very indicative space requirement standard, and there could be many factors, including the type of courses, the ability to offer part time and full time courses, and the design and layout of FE buildings that could raise or lower this standard.

Table 2-10 Space Requirements, FE, Gross Internal Area, by Phase and Sub-area, 2016 – 2026

<i>Aggregated Sub-area</i>	<i>FE GIA Space Requirement (sqm) by Development Phase</i>				<i>Total</i>
	<i>2006-2011</i>	<i>2011-2016</i>	<i>2016-2021</i>	<i>2021-2026</i>	
South	na	na	660	340	1,000
North East	na	na	140	150	290
North West	na	na	150	160	310
Total	na	na	950	650	1,600

Source: URS calculations.

Whilst the figures above show the spatial requirements for FE it is important to remember that a large portion of this demand is likely to be met by colleges located outside of the borough. Furthermore, changes between now and 2016 may have a substantial bearing on the observed take up rates for further education, particularly for 18 year olds. Therefore, it is advised that these figures should be received with caution. They do however provide a reasonable estimate at this point in time of the likely scale of the demand for FE infrastructure for that period arising from expected growth.

2.5.8. Cost of Infrastructure Provision

The cost of securing additional FE provision will be highly dependent on the way in which provision is developed. Given that the additional demand is for only 160 places (in comparison for example to a total enrolment at WKC of some 26,000 in 2006-07) and that demand from Camden students will be distributed widely in accordance with student's interests in different courses offered by different colleges, it is not sensible to attempt to cost up the provision of a single centre catering to only 160 students.

Accordingly, any cost estimates are only broadly indicative of the cost of provision, being calculated on a cost per pupil workplace basis.

To proceed however in making an approximate and indicative estimate of costs, Davis Langdon have advised that construction costs can be calculated based on a cost of £36,000 to £47,000 per workplace (similar to FTE pupil) including external works, FF&E and fees, but excluding temporary accommodation, ICT equipment, site abnormalities and site acquisition costs and VAT. The range in costs reflects the range in provision and space standards that can apply for different types of provision for FE. On this basis the cost of providing infrastructure to accommodate 160 FE places would be in the range of £5.7 million and £7.5 million for the period from 2016 to 2026.

(Using a lower cost basis – that of post-16 space in secondary schools at a rate of £23,435 per pupil that may be more representative of FE space resembling more traditional classroom provision – the cost would be around £3.75 million).

It is however extremely important to recognise that the true cost of provision will be dependent on decisions taken about how to meet the demand for FE places in future, the outcome of which can not be known at this point in time. It is indeed possible that further provision will be made elsewhere in London and that additional provision will not be made in Camden over the period to 2026.

With the transfer on 1st of April 2010 of responsibility for 16 – 19 year old provision being transferred from the LSC to local authorities, Camden will be, alongside its neighbouring boroughs, analysing need and demand and then assuming a commissioning role whereby it approaches providers and commissions places in order to meet that demand. In line with this new role, the cost of provision in future years will depend critically on decisions taken in by Camden and neighbouring boroughs (reflecting the London-wide catchment areas of many colleges), as well as colleges themselves, as to how and where additional demand should be met⁴³. Accordingly, this assessment of costs must be considered to be only a very rough indication of the costs that could arise.

As a comparative example, the recently completed King's Cross Centre of WKC provided 13,500 sqm of new build space, replacing an existing 9,800 sqm building on the neighbouring site, at a cost of £52.5 million⁴⁴. Indicatively, WKC have confirmed that the King's Cross Centre caters for just under 2,000 full time students, plus approximately 750 part times students who attend anywhere from 1 day to 16 hours per week⁴⁵. Assuming that this equates to roughly 2,250 full time equivalent students; it would imply a cost per pupil for provision of the new centre of around £23,333. This is very close to the identified cost of provision for school sixth forms, and would imply a similar total cost of provision for 160 pupils.

⁴³ London Borough of Camden, CSF Directorate, July 2009.

⁴⁴ WKC: Overview for Governors, 2008-2009 Governor's Handbook. Accessed via WKC website: <http://www.westking.ac.uk/about.governance.asp>

⁴⁵ Westminster Kingsway College, July 2009. WKC have stressed that the figures they have provided are approximations only.

2.6. Adult Learning

2.6.1. Scope

The following part of this report examines adult learning. Adult learning caters for people aged 19 and over wishing to take below degree-level classes across a wide range of subjects to obtain both formal qualifications and informal learning.

Adult learning is funded by the LSC with provision coordinated through Camden Council. The LSC was established in 2001 to fund and plan post-16 education outside universities. Funding of adult education and training will be overseen by the new Skills Funding Agency, to be an agency of the Department for Innovation, Universities and Skills (DIUS)⁴⁶.

2.6.2. Policy

The Education and Skills Act 2008 places a duty on the Learning Skills Council (LSC) to provide proper facilities for relevant education, or training for persons over the age of 19. The *London Strategic Analysis 2007-2008* states that local London needs are urgent so the pace of capital investment needs to increase⁴⁷.

2.6.3. Baseline - Existing and Committed Infrastructure Provision

Existing Provision

In Camden there are three specialist adult learning colleges in addition to Westminster Kingsway College. The latter provides both FE and Adult Learning⁴⁸. Adult Learning courses are also provided in association with other community groups and organisations, through community centres, school buildings, and even sometimes utilising space in galleries or museums⁴⁹. For instance, as noted in Section 2.5, WKC runs classes in some 45+ community centres, schools and churches, etc across Camden, further supplementing the College's presence in Camden.

There are approximately some 48,000 learners attending the colleges that are located in Camden. However, adult learners that attend the respective colleges come from a wide catchment area, including some attendees who come from outside of Greater London⁵⁰.

⁴⁶ LSC Head of Records and Rights, December 2008.

⁴⁷ Learning Skills Council, *London Strategic Analysis 2007/2008*

⁴⁸ Edubase.gov.uk

⁴⁹ London Borough of Camden, CSF Directorate, April 2009.

⁵⁰ Ibid.

Table 2-11 Adult Colleges in Camden

<i>Name of College</i>	<i>Type of Establishment</i>	<i>Total Number of Learners</i>
Westminster Kingsway College	FE and Adult Learning	9,152
City Lit	Adult Learning	25,000
The Mary Ward Centre	Adult Learning	5,562
The Working Men's College (WMC)	Adult Learning	9,152

Source: www.edubase.gov.uk/personal/ / London Borough of Camden, Adult and Community Learning, May 2009.

Planned and Committed Investments

Westminster Kingsway College recently rebuilt its King's Cross Centre facility as part of a multi-million pound investment and this is now completed (see Section 2.5 for further detail). Apart from this, this study has not identified any further planned or committed investments in adult learning infrastructure in the borough.

2.6.4. Adequacy

Most of the colleges are based in the south of the borough, however with the excellent transport links across the borough there is no known issues of deficiency of either adult learning centres in any part of the borough⁵¹. The wide range of college courses, and in particular the specialist courses at City Lit, encourage active take up of services with people willing to travel across the borough to participate in the courses on offer⁵².

There is an issue of space for future expansion; currently the courses are full in terms in usage, so there is not a lot of spare capacity for an increase in users. The buildings currently used are well run to exploit available spare capacity and community centres are used where they offer educational facilities. There is a possibility of increasing the amount of space used within university campus buildings and halls of residence at evenings and weekends.

2.6.5. Provision Requirement Standard

Provision Standard

The provision requirement standard used to estimate the demand for adult learning is

- 10% of Camden's working age (19 to 65 years old) population.

This take up rate is based on 2007 figures for the number of total adult learners in England divided by the working age population of England. This gives a ratio of people

⁵¹ Ibid.

⁵² Ibid.

undertaking adult learning out of the working age population in the community in a given year⁵³.

Issues/ Future Trends that may rise or lower the Provision Requirement Standard

There are particular issues and future trends that could impact on the demand for adult learning services:

- Society is witnessing an ageing population and people are living longer. Furthermore future retirees, more numerous in number as the baby-boomer generation moves into retirement, are thought by Camden to be increasingly likely to seek adult learning opportunities.
- The White Paper 'The Learning Revolution' published by the Department for Innovation, Universities and Skills (DIUS) offers a potential change in legislation. The Government is playing an active role in encouraging and supporting informal adult learning opportunities. Informal learning consists of a huge range of activities that offer non-vocational learning with the main principle not to gain a qualification. This learning supports adults by offering a wide range of informal learning opportunities and improving the accessibility to learning in order to encourage people to engage in learning on their own.

2.6.6. Assessment of Infrastructure Need

This section identifies the demand for adult learning likely to arise in Camden over the *Core Strategy* planning period. Demand is modelled for the full planning period from 2006 to 2026, although it appears that a portion of that demand up to the current year is already being adequately catered for by existing infrastructure.

Calculations have been completed to identify the number of learners. However, as adult learning is predominantly undertaken on a part time basis – the figures have been subject to a conversion factor to identify the full time equivalent (FTE) take up of services. Camden's Adult and Community Learning unit has identified that there are 9.4 learners per FTE place in the adult learning system. Accordingly, all figures presented below are for FTE places having been calculated using this ratio.

As **Table 2-12** shows, based on the provision rates given above, demand for AL places arising from increased population will total 335 places over the period from 2006 to 2026. Because demand for AL places is not tied to a local area, the results are presented at the aggregated sub-area level only⁵⁴. This figure does not take into account the potential future increase in demand from retirees.

⁵³ England wide data are used due to the lack of information of enrolled adult learners in Camden. Information is sourced from the Government Investment Strategy 2009-10, LSC Grant Letter and LSC Statement of Priorities, published November 2008 by LSC in collaboration with DfCSF and DIUS.

⁵⁴ For a breakdown by growth area and sub-area please see the *Camden Infrastructure Model*.

Table 2-12 Growth-caused Demand for AL (FTE), Aggregated Sub-Area, 2006 to 26

Aggregated Sub-area	Demand for AL (FTE) Places by Development Phase				Total
	2006-2011	2011-2016	2016-2021	2021-2026	
South	30	74	67	34	206
North East	22	18	15	15	70
North West	12	16	15	17	60
Total	64	109	97	66	335

Source: URS calculations, 2009. Note that figures may not add up due to rounding.

2.6.7. Resulting AL Infrastructure Requirements

The demand for Adult Learning places can be translated into the infrastructure needs required, in terms of the total gross internal area required (see **Table 2-13**). The spatial requirement is based on a space requirement of 10 sqm per FTE learner.

While demand is given for the aggregated sub-areas it is important to realise that this is indicative only of where demand is originating. Adult learners are likely to be prepared to travel outside of their local neighbourhoods and even sub-area across the borough to access classes, particularly specialist classes that require a broader catchment to make up an adequately sized class to justify offering the subject. Therefore, while the below table offers a helpful insight into where demand is arising from at the sub-area level; it definitely does not infer that the demand should be met at its source.

Table 2-13 Space Requirements, AL, GIA, by Aggregated Sub-area, 2006 to 2026

Aggregated Sub-area	Space Requirement (sqm) GIA for AL (FTE) Places				Total
	2006-2011	2011-2016	2016-2021	2021-2026	
South	300	740	670	340	2,060
North East	220	180	150	150	700
North West	120	160	150	170	600
Total	640	1,090	970	660	3,350

Source: URS calculations, 2009. Note that figures may not add up due to rounding.

Whilst the figures above show the demand for space, as provision appears adequate at present, it is presumed that existing facilities could accommodate demand until 2011; removing demand for up to 64 FTE places or up to 640 sqm from the total requirement.

Additionally demand for space is likely to be dependent on the ability to share facilities with other types of community infrastructure such as community facilities, secondary schools, and university campus buildings. The opportunity to make use of community centres, schools and university campus buildings should be maximised. On this basis, URS have assumed that such accommodation could provide for around half of the

required floorspace to provide for adult learning services over the planning period⁵⁵. Accordingly, it is recommended that 1,350 sqm of adult and community space (sufficient to cater for the demand arising from 2011 to 2026 or 271 students, with half of the infrastructure requirement being met through the use other community facilities) may be required to provide for the increase in population over the period to 2026 (see Table 2-16 for workings).

Table 2-14 Adult Colleges in Camden

<i>Name of College</i>	<i>No. of FTE Learners</i>	<i>Space Requirement</i>
Overall Requirement	335	3,350 sqm
Excluding 2006 – 2011 (i.e. minus 64 learners)	271	2,710 sqm
50% provision in schools and community centres	na	1,355 sqm
Final Demand-led Requirement	271	1,355 sqm

Source: URS Analysis, 2009.

2.6.8. Cost of Infrastructure Provision

The cost of securing additional AL provision will be highly dependent on the way in which provision is developed. Given that the additional demand will accumulate gradually over the period to 2026, and that it will be distributed widely in accordance with student's interests in different courses and programmes offered at different colleges, there is a question mark over whether or not it is helpful to cost up the provision of a single facility.

To enable however an approximate and indicative estimate of costs to be made, Davis Langdon have advised that, using the LSC cost model, construction costs can be calculated based on a construction cost of £25,000 to £33,000 per workplace (i.e. equivalent for our purposes to a FTE pupil) excluding temporary accommodation, fees, equipment and VAT.

On this basis the cost of providing AL infrastructure for 271 students would range from £6.7 to £8.9 million for the period 2011 to 2026. However, in light of the consideration that community centres and schools will be able to accommodate some of the increased demand for accommodating Adult Learning classes, it is suggested that this cost could be reduced by 50%. This would reduce the costs to approximately £3.4 to £4.5 million. For reasons given above, including the ability to make use of space provided with community centres and the opportunity to exploit economies of scale in provision, it is expected that there will be opportunities to make significant savings against this indicative figure.

⁵⁵ There is no way to precisely forecasting the proportion of classes that might be offered outside of dedicated AL centres. Colleges look to use their own space first, before looking to use non-college space to supplement their rooms. This is often undertaken in association with particular programmes whereby AL courses will be offered in association with, or through a particular community group or centre. As such, the proportion of classes offered in community centres, schools, etc will differ over time depending on demand and the type of course. London Borough of Camden, CSF Directorate have confirmed that this approach is, accordingly, reasonable.

2.7. Higher Education

2.7.1. Scope

This section covers university level education. The demand for higher education services in Camden is not tangibly linked to growth in housing or commercial development. As such it must be approached in a different way from the other levels of education covered previously. Particularly, demand for higher education services cannot be meaningfully modelled against Camden's future growth as is done for other education infrastructure.

Therefore this section will not make recommendations for infrastructure provision arising from growth. However, it discusses the size of the HE sector in Camden and the trends affecting it. Furthermore, this section is complementary to a review of the demand for student housing, which has been completed alongside this study.

2.7.2. Policy

The 2003 White Paper *The Future of Higher Education*⁵⁶ sets out the Government's vision to foster HE's impact on the UK economy by increasing the quality of facilities, teaching and research. The document also outlines the aim to widen participation at the HE level, with an objective to reach a 50% target in the 18 to 30 years old age group.

At the regional level the *London Plan*⁵⁷ recognises the role of HE in supporting London's economy. In line with national targets to increase HE and FE participation rates, policy 3A.25 *Higher and Further Education* supports local authorities' policies 'aimed at supporting and maintaining London's international reputation as a centre of excellence in higher education'.

Camden's *Core Strategy Preferred Approach*⁵⁸ recognises the importance of the HE sector, in Camden. In its Preferred Approach CS3 it states that the Council will support 'the concentration medical, educational, cultural and research institutions within central London'. Preferred Approach CS11 *Improving Camden's Health and Wellbeing* further recognises and supports 'the borough's concentration of centres of medical excellence and their contribution to health-related research, clinical expertise and training provision'.

2.7.3. Baseline- Existing and Committed Provision

Camden has the highest number of university institutions of any LA in London. **Figure 2-1** highlights there are a total of 10 universities in Camden. **Table 2-15** shows that as of 2008 there were a total of 56,795 students enrolled at the 10 universities. This total is

⁵⁶ DfES (2003), *The Future of Higher Education*, Available at <http://www.dcsf.gov.uk/hegateway/strategy/hestrategy/pdfs/DfES-HigherEducation.pdf>.

⁵⁷ GLA (2008), *The London Plan, Spatial Development Strategy for Greater London, Consolidated with Alterations since 2004*

⁵⁸ London Borough of Camden (2008), *Shaping Camden: Core Strategy Preferred Approach*, October 2008.

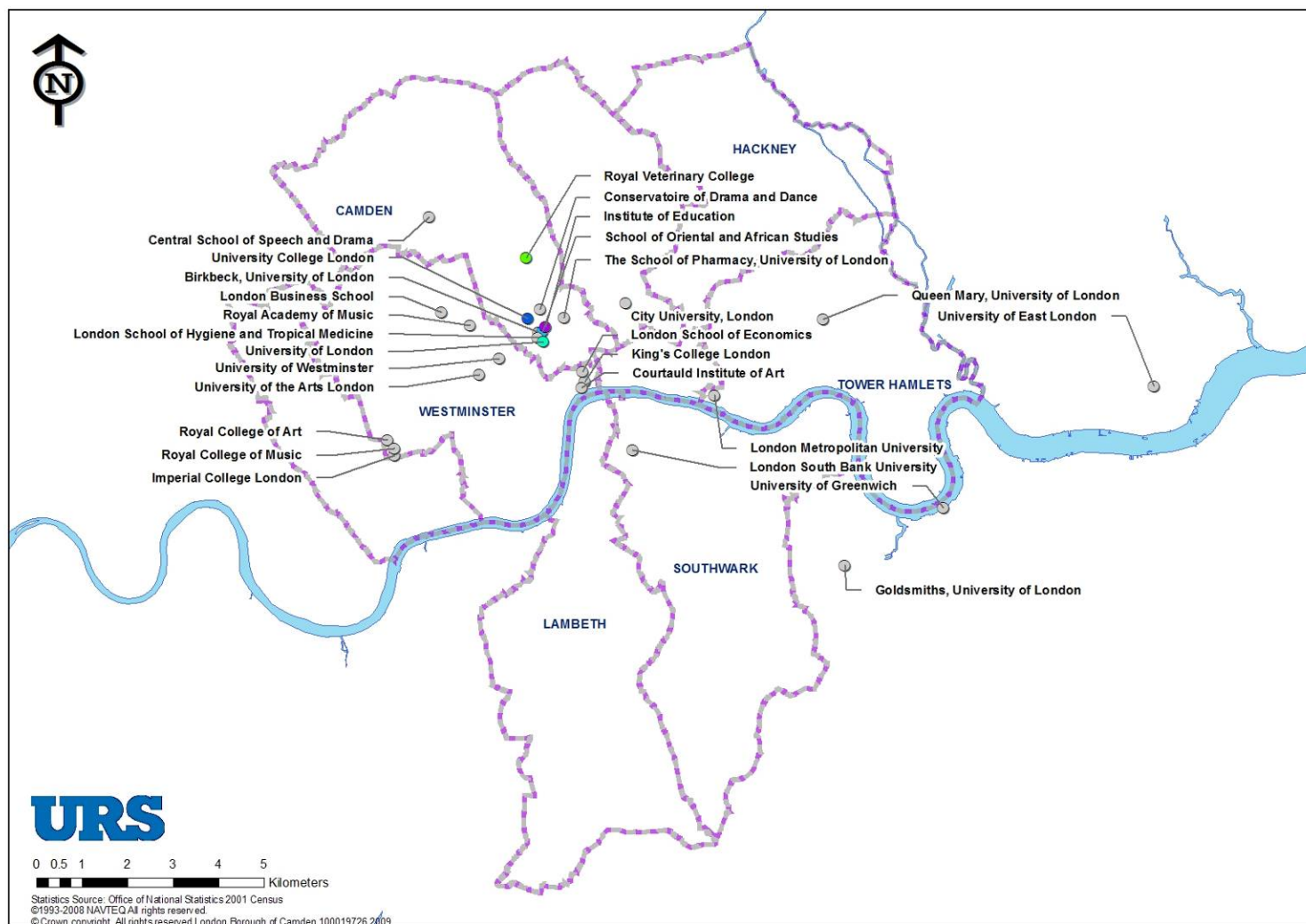
comprised of FE and HE students, undergraduate and postgraduate students. The majority of students are enrolled in higher education courses.

Table 2-15 Higher Education Institutions, Camden, including number of FE and HE and Post Graduate Students, 2008

<i>University</i>	<i>Total Number of Students Enrolled</i>	<i>Total FE Students</i>	<i>Total HE Students</i>	<i>Total Under Graduate</i>	<i>Total Post Graduate</i>
Birkbeck College	17,225	0	17,255	14,150	3,075
University College London	20,990	0	20,990	11,920	9,070
The School of Pharmacy	1,230	0	1,230	705	525
The School of Oriental and African Studies	4,730	0	4,730	2,775	1,995
The Royal Veterinary College	1,795	0	1,795	1,430	365
London School of Hygiene and Tropical Medicine	1,100	0	1,100	0	1,100
Institute of Education	7,385	0	7,385	310	7,075
Conservatoire for Dance and Drama	1,170	30	1,140	1,065	75
Central School of Speech and Drama	880	0	880	570	310
University of London	290	0	209	0	290
Total	56,795	30	56,765	32,925	23,840

Source: High Education Statistics Agency Limited (HESA) 2008

Figure 2-1 HEIs in Central London and Camden



Planned and Committed Investment

Research based on available estates strategies and consultation with Camden-based universities identified key issues regarding future demand and provision of HE. The evidence gathered highlights that considerable funds are required to maintain the existing estate.

University of the Arts London

It is understood that University of the Arts London has entered into a construction contract worth over £100 million to provide their new campus on a site at Granary Square in the King's Cross Central development the site to accommodate over 6,500 students and staff from September 2011⁵⁹.

University College London (UCL)

UCL's estate strategy states that:

- 29% of the estate is in poor repair/condition or in need of repair/replacement soon
- There are a number of significant developments/refurbishments underway or committed and a range of potential projects that are being planned and prioritised. These include the construction of an Institute for Cultural Heritage; improved facilities for the UCL Student Union; the development, in partnership with the LDA, London Borough of Camden and others, of a 'university quarter' in Bloomsbury⁶⁰

However on the whole the majority of new build and expansion has happened over the last 10 years. Plans to improve existing sites are a priority, with current major UCL projects involving the refurbishment and renewal of existing buildings⁶¹.

The London School of Pharmacy

The London School of Pharmacy consists of one small building on small plot of land, and confirmed it has no room or plans for expansion⁶².

⁵⁹ Argent King's Cross website: Accessed July 2009:

<http://www.argentkingscross.com/article/8/%C2%A3250%20million%20investment%20announced%20for%20King%E2%80%99s%20Cross%20Central>

⁶⁰ UCL (2008), *Estates Strategy*.

⁶¹ Estates Project Manager UCL, January 2009.

⁶² Estates Manager London School of Pharmacy, January 2009.

The School of Oriental and African Studies (SOAS)

SOAS' estate strategy⁶³ sets targets with regard to student number growth, aiming for an overall growth in student numbers by approximately 1,000 FTE students by 2010/11. The strategy sets out that:

- The Centenary Masterplan aims to increase available space by 30%, resulting in an overall increase in space of approximately 1,000 sqm, to rectify current overcrowding problems and to meet the School's growth requirements
- The Masterplan envisages the development of two new buildings, and a substantial remodelling of existing space to realign and develop the entrance and two areas within the Old Building. The cost estimates for the Centenary Masterplan settle at around £73m for the total project.

Central School of Speech and Drama

There are no expansion plans; however the national drive to increase student participation is expected to directly impact upon spatial requirements⁶⁴.

Institute of Education

The Institute's estate strategy states that:

- The University has witnessed an increase in student numbers. This has however not been matched with an increase in space, due to the high prices and limited stock of suitable accommodation in Central London. A short fall of approximately 5,000m² was estimated in 2007/08.
- To satisfy the needs of student growth and to allow for future expansion, the estate needs to provide additional space into which Institute can grow.

2.7.4. Assessing Adequacy and the likelihood of additional future demand

Key Drivers

Additional demand for HE cannot be meaningfully modelled based on projected growth in Camden only. Indeed the Higher Education Policy Institute (HEPI), which provides nation wide HE students' estimates up to 2029, relies on a model that incorporates a wide range of variables. It accounts for changes in population and demographics at the national level and by age group. However this figure is also adjusted to incorporate changes in social composition, participation rates, patterns in full time and part time demand, as well as in demand from European Union students.

⁶³ SOAS (2007), *Estates and Infrastructure Strategy*

⁶⁴ Accommodation Officer, Central School of Speech and Drama, March 2009. See Section 2.7.4 for a discussion of the national policy drivers.

National policy plays a key role in shaping the demand and supply of higher education services. By setting both public funding budget (in line with the three year Comprehensive Spending Review process) and the limits for top up fees, it contributes to determining HEIs' expansion plans. By means of its secondary and further education policies, it also ultimately influences the demand for higher education.

Furthermore, Camden-based HEIs attract both national and international students in addition to those from Greater London. Out of the total students enrolled in Camden based universities in 2008 for instance, over a fifth (22%) were non-UK nationals⁶⁵. Also, in 2007/2008 in the whole of Greater London, 37% of students enrolled at universities came from outside the region⁶⁶.

Future Trends

With regards to changes in future student population, the Higher Education Policy Institute (HEPI) predicts a decrease in full time students to 2020/21 followed by an increase in 2028/29⁶⁷ arising from population changes only. Conflicting trends are likely to further influence the higher education sector in line with the drivers presented in the previous sub-section.

Anecdotal evidence highlights difficulties in the admissions system at UK universities, which could lead in future to a decrease in the number of full time students. Funding for universities has been curtailed and is likely to be under continuing downward pressure in coming years. As a suggested coping mechanism, a cap on student numbers has been suggested a means by which to avoid over-recruiting⁶⁸. This can be expected to impact on the number of full time students who are able to gain a place at HEIs⁶⁹. This suggests that there could potentially be a decrease in the full time student population enrolled at and attending HEIs located in Camden.

On the other hand, further consultation with Camden-based universities shows that five of them anticipate growth in their student rolls up to 2011 (UCL, the Central School of Speech and Drama, SOAS, the Institute of Education and the University of London) as a result of plans to introduce new courses. The institutions however are not at this stage certain about whether such courses will be successfully introduced. Thus no clear indication on future rolls can be inferred.

⁶⁵ HESA, 2009

⁶⁶ Ibid.

⁶⁷ HEPI (2008), *Demand for Higher Education up to 2029*

⁶⁸ The Guardian, *University squeeze means 30,000 could miss out on courses*, 24th April 2009

⁶⁹ The Guardian, *University cuts threaten standards, say lecturers*, 27th May 2009

2.7.5. Resulting HE Infrastructure Requirement

In light of the evidence presented in the previous sub sections, URS have not modelled higher education needs arising from projected growth in Camden. This is due to the fact that future growth in Camden will not have a direct impact on the number of university students in Camden.

While a range of factors are likely to influence the need for additional HE space, consultation and research into individual universities in Camden suggests that that plans are in place to ensure a potential growth in student rolls is met by the provision of adequate facilities.

2.8. Out of School Child Care and Play Services

2.8.1. Introduction

Out of school child care and play services involves the provision of child care services and programmes for school aged children after normal school hours and during holidays.

It is undertaken in part due to the responsibilities held by the borough with respect to providing child care services for working parents and guardians and includes the provision of services for primary age children, i.e. for children aged ca. 4 to 11 years old, and also what are termed transition services, usually for children aged 9 to 13 years of age.

2.8.2. Existing and Future Modes of Provision

Existing Modes of Provision

Camden Council runs a number of purpose-built centres in order to provide after school and holiday child care and play services. In addition, services in Camden are also offered from a variety of other places including in (some, albeit a limited number) schools and in community centres⁷⁰.

Considerations for Future Investment

The Council confirmed that, in looking for opportunities to provide space for this service, it is increasingly tending to look at co-location options with other infrastructure providers or services; for instance such as within nursery or school buildings or within community buildings. As an example, Camden has recently investigated the potential provision of a shared facility at a site in the north west of the borough. In the event of requiring future physical space for the provision of these services, using schools was cited as a potentially the most ideal solution.

However, there are both funding constraints and other practical issues that can limit the application of such a strategy. For instance, with respect to using school buildings, schools usually carry out repairs and maintenance work during the school holidays limiting the availability of the buildings. Another limitation on co-located or shared facilities arises whereby buildings have been primarily designed for other purposes and this means that buildings are either not suitable for use for after school / holiday child care services or require alterations before they can be used. As a result, it cannot be assumed that space within schools will be available for use.

⁷⁰ Camden Council, September 2009.

2.8.3. Current and Future Need

Camden Council has explained that it is very difficult to determine the sufficiency of existing services. This is due in part to the fact that demand for services is closely aligned with parents' and guardians' need for child care beyond normal school hours at the end of the school day and during holidays while parents are working and consequently unable to care for their children. However, due to the childcare market being relatively immature, demand for services can be quite unpredictable.

2.8.4. Likely Infrastructure Requirement

The Council have confirmed that it is likely that a rise in the number of children will mean a rise in demand for such services; as evidenced by the estimated expected increase in pupil numbers at nurseries, primary and secondary schools. However it was confirmed also that it is very difficult to determine the sufficiency of existing services, let alone predict the demand for new services. This is due in part to difficulties in predicting demand, but also due to the variety of options for physically accommodating such services, given that they can be provided in a range of buildings.

As such, while it is confirmed that it is very likely that there will be an increase in demand for such services concomitant with an increase in the child population, the complexity of both estimating demand and identifying the opportunities for the provision of suitable space mean that this study is not able to identify precise physical infrastructure requirements at this time. Camden's SCF Directorate is continuing to examine the need for further infrastructure provision and it is likely that the position with regard to likely infrastructure requirements will become clearer as this work progresses.

It is noted however that demand for services will result in a need for provision; often possibly at shared facilities. This, along with any additional costs, should be considered when provision for either schools or community buildings is being made. (See Section 9 for further consideration of the need for Community Buildings, including catering for children's services.)

3. HEALTH CARE

3.1. Introduction and Overview

3.1.1. Scope

This section examines health care infrastructure requirements including both primary health care (PHC), which includes GP and dentist facilities, and secondary health care, which includes acute care, hospitals, et al.

Primary care is defined as ‘community based health services that are usually the first, and often the only, point of contact that patients make with the health service’⁷¹, while secondary health care includes more specialized health care, including hospitals.

To help inform the assessment, Camden Primary Care Trust (PCT) and individual hospitals have been consulted.

3.1.2. HUDU Model

Introduction

The *Healthy Urban Development Unit* or *HUDU Model* has been developed as a means by which to forecast the likely costs that will be incurred by a local PCT of any additional health demand that will result from new residential development. As such, it constitutes a suitable starting point that can be used to inform an assessment of Camden’s health infrastructure requirements. Accordingly, URS has used the *Healthy Urban Development Unit (HUDU) Model*⁷² to quantify units (e.g. patient places or beds) of infrastructure required, the associated spatial requirements, and potential costs.

Functionality

In terms of its functionality, the *HUDU Model* is available online and enables a user to choose the borough that they are assessing and also to set the baseline year; although each borough forecast period is set and cannot be changed. In this way, within the *HUDU Model* Camden PCT forecast carries through until 2031. The *HUDU Model* is structured to operate as a three stage process of analysis:

- Stage one identifies population and housing
- Stage two identifies health care requirements
- Stage three identifies the spatial requirements and costs.

⁷¹ Camden PCT NHS (2007), *Service and Estates Strategy*, p. 9.

⁷² ‘HUDU Planning Contribution Model, Guidance Notes (EDAW/AECOM, 2007) accessible on-line. URS have a license to use the HUDU model.

Further explanation of the HUDU Model is included in the sections below where it is relevant to the assessment that has been undertaken. All assumptions are those set by default within the *HUDU Model*, with the exceptions of the assumptions made regarding the dwelling size mix⁷³. For this, the dwelling size mix is based on the Wandsworth New Housing Survey 2007.

Limitations

It is important to note that there are concerns about the accuracy, and therefore appropriateness and usefulness of the *HUDU Model*.

To explain, the *HUDU Model* is not able to take into account any surplus or deficit of the existing provision of health infrastructure. As a result, the *HUDU Model* makes its recommendations solely on the basis of the absolute increase in growth that is envisaged, without regard to the prevailing conditions, and so is prone to ignoring critically important circumstantial evidence that can have an influence on the actual requirement for new infrastructure. In this manner, the model is instead more suited to larger greenfield developments rather than inner urban areas where the existing health care infrastructure network is more extensive and more complex. As was the case with the Central London Infrastructure Study, the assessment made by the *HUDU Model* has tended to produce resource demands which appeared to be out of line compared with the conceivable resources available, and meaning that the outputs generated by the HUDU Model need to be considered in the context of the prevailing and actual provision of existing health care infrastructure⁷⁴.

So as to ensure that the HUDU Model's observations are made in the context of existing provision, the secondary health care section reviews the existing context and strategies for the future development of secondary health care. This will help to elicit a more accurate estimate of the likely requirement for secondary health care infrastructure over the forthcoming planning period.

⁷³ The dwelling size mix gives an indication of dwelling size and the proportional breakdown of dwellings by number of bedrooms. That is it gives a proportion breakdown in percentage terms of studio, 1, 2, 3 and 4+ bedrooms for any given number of dwellings. In order to operate the HUDU model, assumptions for a dwelling size mix are required for the given increase in population. In the absence of an accurate understanding of what that will be in Camden over the planning period, URS have agreed with LB Camden that the Wandsworth New Housing Survey 2007 results should be used to inform these assumptions.

⁷⁴ This was particularly the case for central London where the pattern of growth will be complex and where existing provision is also comprised of a complex network of health infrastructure. In such a context, additional provision, if required, is likely to be incremental and accompanied by changes to the existing investment network. Subsequently, it is considered that straight line projections like those produced by the HUDU Model that directly relate the infrastructure requirement to growth without consideration of these other factors are limited in their usefulness when applied to the task of properly assessing future infrastructure requirements.

Choice: HUDU vs. Camden Infrastructure Model***Primary Care***

Owing to the constraints of the *HUDU Model*, it is considered more appropriate to model demand for primary health care, including GPs and dentists, by making use of the *Camden Infrastructure Model*. This is additionally because the *HUDU Model* does not easily allow examination of the demand arising by growth area, sub-area or phasing period. Hence the *Camden Infrastructure Model* more clearly enables an understanding the impact of different rates of development in different locations across the borough and over different time periods up until 2026.

Secondary Health Care

Owing to the complexities of secondary health care provision, the Camden Infrastructure Model does not attempt to model infrastructure requirements in this field. Accordingly, and in the absence of any better resource, the HUDU Model will be used to model the requirement for secondary health care. However, as discussed above, and further detailed in Section 3.4 below there are various caveats which mean that it is not possible to accept the results as providing an accurate and definitive assessment of the requirement.

3.1.3. Section Structure

The remainder of Section 3 is arranged as follows:

- Section 3.2 deals with GP primary health care
- Section 3.3 deals with dental primary health care
- Section 3.4 deals with secondary health care

3.2. Primary Health Care - GPs

3.2.1. Policy and Contextual Drivers

Camden's *Core Strategy Preferred Approach* includes Preferred Approach 11, outlining an aim to improve Camden's health and well being, specifically by 'working with Camden PCT to identify demand for, and deliver, new health facilities'⁷⁵. This is also in accordance with Preferred Approach CS10, which supports the provision of community facilities and services.

Various Camden PCT strategies⁷⁶ are based on a common objective to ensure that the PCT retains and supports the development of a high quality estate in the right locations to deliver modern, accessible primary care services, within the context of a ten-year strategy for the PCT's estate portfolio. Furthermore, current central government health policy aims to drive PCTs and secondary healthcare providers towards an integrated model of services provision, in order to achieve a shift of activity from the secondary into the primary sector⁷⁷. Such a restructuring of primary care facilities would, it is intended, provide for the creation a system of polyclinics⁷⁸.

The *NHS Camden Strategy Plan* outlines its key priorities and initiatives to improve the primary care services these include:

- To target services at health inequalities and the communities who find it hardest to access and engage with health services
- To develop capacity, capability and build on existing quality in primary care by consolidating and modernising current models of primary care provision to develop fewer, larger centres delivering more appropriate quality care,
- To improve overall health and well-being in Camden⁷⁹.

Additional to these objectives, there is a polyclinic programme that has been put in place that is working in parallel with the service and estates strategy and aims to transform primary health care provision in Camden by 2013. There are four polyclinic networks

⁷⁵ London Borough of Camden (2008), *Shaping Camden, Core Strategy Preferred Approach*, CS11, p. 88.

⁷⁶ These Camden PCT strategic plans include the Service and Estates Strategy (Camden PCT, 2007) the Commissioning Strategy Plan (Camden PCT, 2007) the PCT Operating Plan (Camden PCT, 2008-09.) and the NHS Camden Strategy Plan 2008-2013

⁷⁷ EDaw/ AECOM, (2007), *HUDU Planning Contribution Model, Guidance Notes*. This is also evident from the Camden PCT Commissioning Strategy Plan 2007

⁷⁸ Polyclinics are multi-purpose clinics healthcare clinics that can provide integrated healthcare alongside core GP services, diagnostics and outpatients in certain specialities as well as specialist community services, therapies and social care services.

⁷⁹ NHS Camden (2008), *Camden Strategy Plan 2008-2013*

being introduced and these will enable patients to receive the primary care services they require.

In particular, the *Service and Estates Strategy* states that 'a sound primary care infrastructure will be developed to deliver high quality services from a wider range of locations and facilities in the community in line with the PCT's priorities and plans to ensure that wherever possible, high quality services are provided as close as possible to the service users' home and community'⁸⁰. The capacity for growth needs to be built into services to address the predicted population growth in Camden. The PCT has also outlined a key aim to reduce dependence on secondary care and to develop general practices (GPs) so that they are able to provide a range of services, appropriate to the diverse needs of the population, in a flexible manner⁸¹.

3.2.2. Provision Requirement Standards

A commonly cited provision standard for measuring adequacy of provision and demand for new GP services is:

- 1 GP per 1,700 residents⁸²

However, Camden PCT advises that a desirable average ratio would be nearer to 1 GP per 1,200 residents. It is further stressed by the PCT that in practice, the approach of solely using a GP to resident/ patient ratio to assess future demand does not fully take account of the complexities of primary care provision, such as health care needs and deprivation levels within local practice areas. In particular, it suggests that a GP/resident ratio does not reflect the way that primary care services are moving, whereby primary care will include more specialised care including nursing, minor surgical procedures, diagnostic services, urgent care, etc.⁸³

These constraints in utilising a single GP/patient ratio approach to predicting demand for PHC are acknowledged. As a means of addressing these concerns, this study will therefore interpret the GP standard as providing a reasonable basis for predict the core element of PHC infrastructure provision needs, but one around which integrated primary health care centre-type infrastructure (IHC Centres) would be provided that includes a range of other health care services (that reflect the changes taking place in PHC provision as pointed out by the PCT).

For this reason, this study will examine demand for primary care services using a GP/resident ratio provision standard of 1 GP per 1,700 residents, but will interpret the

⁸⁰ Camden PCT (2007), *Camden PCT Services and Estates Strategy 2007* p.7

⁸¹ Ibid.

⁸² The ODPM standard is based on the average levels of provision assumed by NHS and Department of Health planners.

⁸³ Camden PCT, June 2009.

resulting forecasts of demand for PHC infrastructure as demand for Integrated Primary Health Care (IHC) Centres that are comprised of 3 or 4 GPs together with a range of other health services in arriving at conclusions on the future requirement for primary health care infrastructure.

In terms of space requirements, there is no single model for providing for GP services and the size and shape of GP surgeries will vary significantly from practice to practice. Additionally, the move to polyclinics is heralding larger format clinics that are able to offer a range of services. However, for the purposes of this study, it will be assumed that:

- A standard PHC Integrated Health Centre will accommodate three GPs

3.2.3. Baseline - Existing and Committed GP Provision

Existing Provision – GP Services

There are six health centres as well as 41 GP Practices in Camden. Half of the health centres include a GP practice, while the remaining health centres offer a variety of other health services including (at various centres) district nurses, child health, family planning, psychology, immunisations, health visitors, hearing testing, heart monitoring, antenatal services, podiatry, etc. Alongside similar services, the recently opened Kentish Town Health Centre also provides dental services and minor surgical procedures⁸⁴.

As shown in **Table 3-1**, the GP practices and health centres accommodate 152 full time equivalent (FTE) GPs⁸⁵. The *Camden PCT Services and Estates Strategy (2007)* indicates that there are approximately 245,000 registered GP patients, giving a current rate of 1,612 patients per GP in the borough. It should be noted that the number of people registered with GPs in the borough is higher than the borough's population, indicating that people from outside the borough are registered in Camden. This means the number of actual residents per GP is potentially even lower (approx. 1,350 in 2006 for a population of just over 205,000). It should be noted however that GP / patient ratios alone are not a full indicator of the sufficiency of PHC provision due to the complexities of providing PHC.

⁸⁴ Source: <http://www.camden.nhs.uk/health-centres.htm?sksearchtext=Kentish%20Town%20Health%20Centre>. NB. Until recently there were previously 42 practices, but one practice has now been incorporated within the newly opened Kentish Town Health Centre.

⁸⁵ These figures are obtained from Camden NHS (2008), *Strategy Plan 2008 to 2013*, p. 26. and Camden NHS (2007), *Information Centre for Health and Social Care, September 2007* respectively.

Table 3-1 Camden PCT, No. of General Practices, GPs (FTE) and Patients per GP

No. of GP Practices	No. of GPs (FTE)⁸⁶	Registered Patients	Patients per GP	Above or Below ODPM Standard?
41	152	245,000	1,612	Above

Source: Information Centre for Health and Social Care, September 2007

Camden's GP practices operate from 41 buildings (surgeries or integrated health centres). They operate from a variety of building types including purpose built facilities to small shops and houses. The quality of the buildings and their suitability also varies.

Distribution

The Camden PCT has organised its GP Practices on a locality basis. The GP Estate, which is occupied by GPs but owned by the PCT, is divided up into four polyclinic areas in Kentish Town, South Camden, North Camden, and West Camden.

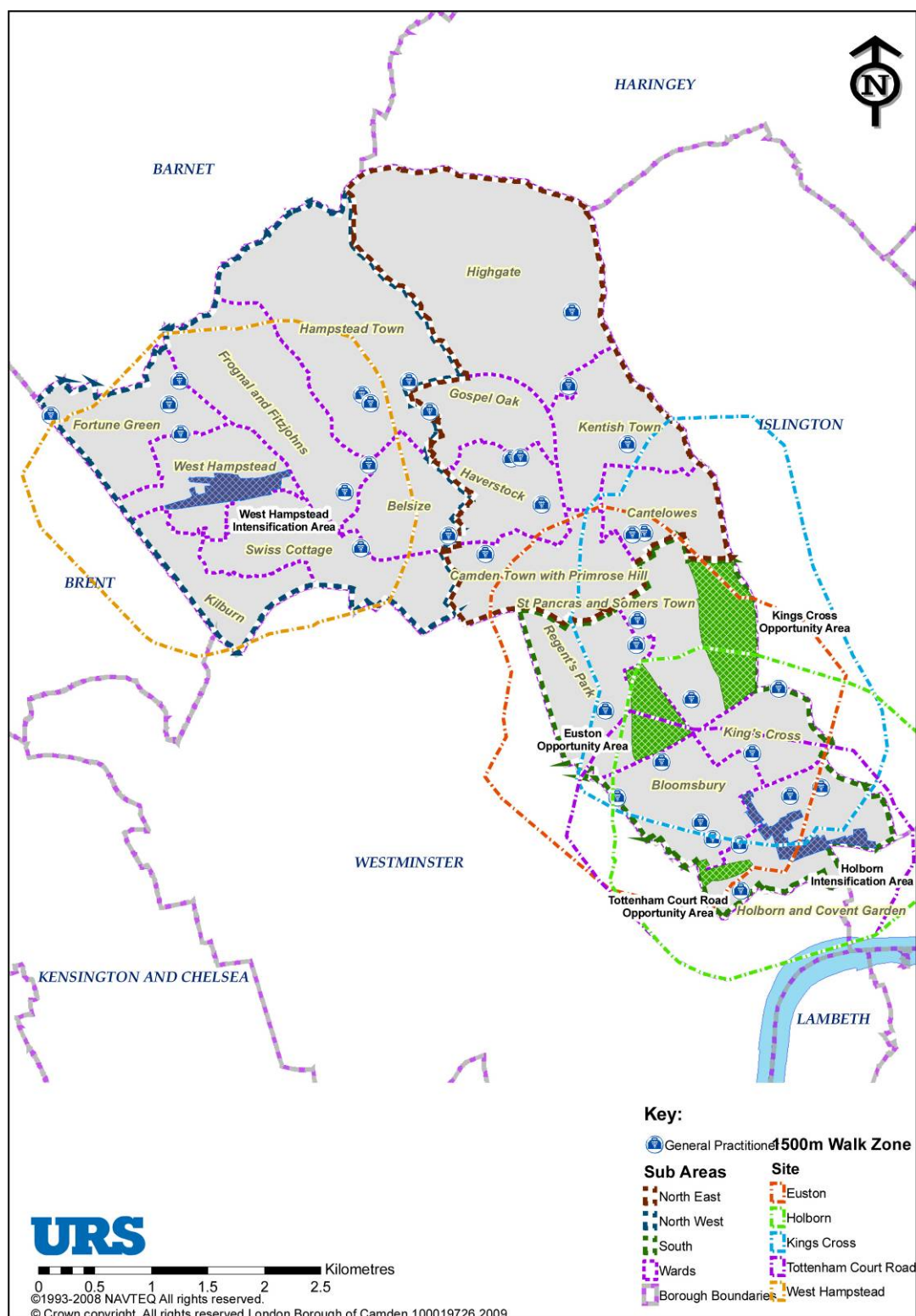
The health centres are located at Belsize Priory (NW6 4DX), Crowndale Road (NW1 1TN), Hunter Street (WC1 1BN), Kentish Town (NW5 2AJ), Solent Road (NW6 1TP), and St Albans Road (NW5 1QY).

Figure 3-1 shows the distribution of GPs across the borough. It is identified that the distribution of GP practices in Camden is uneven. However, **Figure 3-1** demonstrates that there are numerous GPs located within an accessible walk (i.e. 1,500 metres) of the key growth areas designated in the emerging *Core Strategy*.

The figure also demonstrates that parts of the borough that are better served, in terms of proximity to GP surgeries, than others. The map shows that wards such as Kilburn and West Hampstead in the North West are not particularly well served by GP surgeries. Wards in the south sub-area such as St. Pancras and Somers Town, King's Cross and Holborn and Covent Garden appear to have poor access to GP surgeries.

⁸⁶ Full Time Equivalent (FTE) data were collected from the Census based on the number of sessions or hours each GP works. Prior to 2006 these data were estimated and therefore may not be fully comparable.

Figure 3-1 PHC (GPs) Centres and 1,500 m Accessible Walk Zones from GAs



Planned or Committed Investment

Overall

The *Services and Estates Strategy* reports that significant investment was made in providing new premises over the year prior to that document's publication (including in The Brunswick Centre, Swiss Cottage and King's Cross Road) and that there were further works planned over the coming years. It does note however that investment over the entire Primary Care estate has been inconsistent owing to a range of factors⁸⁷.

Kings Cross

Additionally, the outline planning permission for King's Cross development includes provision for a PHC centre and a PHC walk-in health centre which will be delivered over the period 2009 to 2013⁸⁸, most likely in 2011. Under the terms of the s.106 agreement, the PHC Centre must be at least 1,250 sqm GIA and the PHC Walk-In Centre must be no less than 750 sqm GIA. However, the PHC centre will not constitute a wholly new facility, as it is earmarked for the relocation of the practice at 142 Camden Road⁸⁹. It is unclear how many GPs these facilities will accommodate.

Polyclinic Networks

Further to this, Camden PCT is undertaking a restructuring programme to provide a system of federated networks of 'polyclinics' in the borough. By 2013 all GP practices in Camden will be linked to one of the four polyclinic networks or systems, which will serve localities with a population of between 40,000 and 70,000 Camden residents. This means that a number of GP practices and their patients will have access to a range of services that they can utilise or refer into, based in a number of locations and not necessarily on a single site. The integrated approach is based around clinical services provided within easy access for local residents and is developed in partnership with Camden Council and other key partners. The polyclinics will thus take the form of what are called integrated health care centres and will provide core GP services, diagnostics and outpatients, community services, therapies and social care services⁹⁰.

⁸⁷ Camden PCT (2007), *Services and Estates Strategy*

⁸⁸ London Borough of Camden (2008), *Shaping Camden, Core Strategy: Preferred Approach*, p. 19. To confirm with Camden whether to take the King's Cross walk in centre into consideration when quantifying the infrastructure requirements up to 2026.

⁸⁹ Camden PCT (2007), *Services and Estates Strategy*, p. 16.

⁹⁰ Camden PCT (2008), *Development of Polyclinics in Camden: Camden PCT Report to Health Scrutiny Committee*, Monday 17th November 2008.

There are four such projects outlined in Camden's NHS Strategy Plan that are proposed for delivery over the period from 2008 to 2018 (unless otherwise stated below), four of which are expected by 2012⁹¹. The projects are proposed as follows:

- Kentish Town (due for delivery during 2009-2010)
- South Camden (due for delivery during 2009-2010)
- North Camden (due for delivery during 2008-2009)
- West Camden in Kilburn (due for delivery during 2011-2012)

The development of these new polyclinic type facilities will lead to a reduction in the number of GP sites over the next five to 10 years but should add to the quality of health care services rather than adding to the capacity. An example of how the polyclinic system is being manifest is described in **Box 1**.

Box 1: Kentish Town Health Centre

Kentish Town Health Centre, measuring 2,787 sqm in area, has recently been completed, at a reported project cost of £10.1 million. The centre is a good example of the range of services that such health centres can accommodate. For instance, as well as accommodating the James Wigg GP Practice that was formerly located on the same site, the new health centre provides other health services including: Camden Psychological Therapies Services (CPTS), Central and East London Breast (CELBSS), baby clinics, community nursing and health visitors, dental services, health trainers, minor surgical procedures, hearing tests, heart monitoring, 24-hour blood pressure monitoring and ultrasound, acupuncture, healthy eating advice. Additional further services offered include: acupuncture, Age Concern, Bengali interpreter, CAB advice, Camden Active Health, child psychotherapy, employment advice, healthy eating advisor, MOSAIC: for children aged 0 to 19 who have severe and profound disabilities, Somali counsellor, women's physiotherapy and yoga therapy.



Information Sources: Architects Journal website; 'Kentish Town Health Centre, Camden NHS, London, by Allford Hall Monaghan Morris', 23rd July 2009. Accessed: <http://www.architectsjournal.co.uk/kentish-town-health-centre-camden-nhs-london-by-allford-hall-monaghan-morris/5205562.article> and Camden PCT 2009, website: Accessed: <http://www.camden.nhs.uk/health-centres.htm>

⁹¹ NHS Camden (2008), *Strategy Plan 2008 to 2013*, World Class Commissioning, p. 35

3.2.4. Adequacy of Existing and Future Planned Provision

Overall Assessment

Consultation with Camden's PCT indicates that the borough does not have a surplus of GPs, and that the current provision reflects what is required to deliver an adequate level of care to patients, especially in areas of high deprivation and greatest need⁹².

Distribution

The PCT also cites its draft, and yet to be released, Primary and Urgent Care Strategy that highlights that there is currently a shortage of GPs in the south of the borough.

Further to this, it is elsewhere identified that the locations of practices within Camden are unevenly distributed and there is often insufficient space for nurses and others to work alongside GPs⁹³. This indicates that the standard of the infrastructure (i.e. buildings and facilities in which GPs operate) may not be of sufficient quantity or quality.

Incidentally, consultation with Camden PCT confirm that although they are independent they do work in partnership with Islington PCT, and where they lack in provision Islington can provide and vice versa⁹⁴.

State of Repair and Utilisation Rates of the Primary Care (GPs) Estate

Camden PCT's *Service and Estates Strategy* states that considerable capital investment has been afforded to some areas of the estate. This is partly due to a recognised need to modernise the estate in order to help enable the service to meet its goals of providing a high standard of primary health care in the manner befitting the vision set out in the Strategy. In regard to the state of repair and the utilisation of the estate, the Strategy states that:

In terms of physical condition of the Provider Services estate, approximately:

- 5% is as new and can be expected to support the provision of health services adequately
- 56% is sound and operationally safe exhibiting only minor deterioration
- 27%, though currently operational, will require major repair or replacement to support the current and proposed models of service.

Other findings include that:

⁹² Camden PCT, June 2009.

⁹³ Camden PCT (2007), *Services and Estates Strategy 2007*

⁹⁴ Camden PCT, June 2009.

- 74% of the estate is fully utilised, approximately 5% is overcrowded whilst 21% is underused. This presents the opportunity to realign some services to ensure efficient utilisation of space.
- 70% of the estate will require general maintenance investment only.

Overall, while it would appear from the above analysis that there may be a small surplus of GPs in the borough, there is a sizeable portion of the estate that is in need of repair and renewal and upgrading. It is assumed that at least some of this estate renewal will occur as a result of the investments being made under s.106 at King's Cross and the planned development of polyclinics reviewed above. Given these factors, and considering the purposes of this study, it is concluded that there is some spare capacity but that there is potentially need for investment in and reconfiguration of the estate in order for this spare capacity to be adequately able to be used to serve new growth in the borough. For this reason, it is considered that the assessment should take into account the apparently surplus provision of eight GPs across the borough but adopt a cautious approach to concluding that this surplus could be readily deployed to serve the requirements for primary care arising from new growth in the borough over the planning period.

3.2.5. Assessing Demand for PHC (GP) Infrastructure

Modelling Demand for GP provision

Table 3-2 shows the demand arising for PHC (GP) services, using the future population growth projections and the 1,700 patients per GP standard, to arrive at an estimate of the demand for PHC (GPs) for each growth area and sub-area during each phase over the period to 2026. It is evident from this table that many of the growth areas will not generate sufficient demand by themselves to justify provision of a three-GP IHC centre even at the end of the 20-year period, let alone at the end of each of the five-year development phase periods.

Table 3-2 Demand for GPs, by Sub-area and phase, 2006-2026

Growth Area and Sub Area	Demand arising for GPs (per Development Phase)				Total
	2006-2011	2011-2016	2016-2021	2021-2026	
King's Cross	0.1	1.3	1.0	-	2.4
Euston	0.1	0.5	1.2	0.3	2.1
TCR	0.2	0.3	0.3	-	0.7
Holborn	-	0.1	-	-	0.1
WH Interchange	-	0.4	0.4	0.5	1.4
South	2.0	2.3	1.6	1.8	7.6
North East	1.7	1.1	0.9	0.9	4.6
North West	0.9	0.6	0.5	0.5	2.4
Total	4.9	6.5	5.8	3.9	21.2

Source: URS calculations, 2009. Note that figures may not add up due to rounding.

As the Services and Estates Strategy indicates a tendency to move towards larger and more integrated primary health care centres, it is useful to review the GP demand

assessment figures given above at the sub-area level by aggregating the growth areas together with the rest of the growth expected in their respective host sub-area, as shown in **Table 3-3**. Using this approach, it is then possible to see how PHC infrastructure, in the form of new IHC centres and clinical facilities, might be added in a viable manner in the south, north east and north west sub-areas during each phase to supply the demand for GP services arising from growth⁹⁵.

Table 3-3 Demand for GPs, by Aggregated Sub-area by phase, 2006-2026

<i>Aggregated Sub-area</i>	<i>Demand arising for GPs (per Development Phase)</i>				<i>Total</i>
	<i>2006-2011</i>	<i>2011-2016</i>	<i>2016-2021</i>	<i>2021-2026</i>	
South	2.3	4.5	4.0	2.0	12.8
North East	1.7	1.1	0.9	0.9	4.6
North West	0.9	1.0	0.9	1.0	3.8
Total	4.9	6.5	5.8	3.9	21.2

Source: URS calculations, 2009. Note that figures may not add up due to rounding.

This analysis of future demand given above should also be viewed in light of the Camden PCT's view that there is currently a shortage of GPs in the south of the borough, as well as the forthcoming investments in PHC infrastructure at King's Cross Central.

3.2.6. Resulting Infrastructure Requirements for GPs, 2006 – 2026

For reasons explained above, including the complexity of providing primary health care services and the various forms that primary health care provision can take, it is difficult for this study to conclusively recommend a manner in which provision of primary health care (GP services) should be made to meet future demand.

For this reason, in outlining the resulting primary healthcare infrastructure requirements on the basis of the analysis of demand for GPs described above, it is assumed that the infrastructure output would be in the form of an IHC Centre, consisting of a core GP service-offering comprising 3 GPs around which other health services would be provided. This would mean that the observed demand for approximately 21 GPs would equate to seven IHC Centres overall.

⁹⁵ Camden PCT have suggested that it would be advantageous to view future demand in regard to the four new polyclinic areas, rather than the three identified sub-areas. However, in order to enable this study to assess a variety of different infrastructure types, it was necessary to identify a common means for subdividing the borough. This has meant it has not been possible to utilise different geographies used by different infrastructure providers during the assessment. It is considered that this approach is adequate for the purposes of this study (i.e. to provide a strategic assessment of infrastructure needs in support of Camden's emerging Core Strategy as required by PSS12).

There are two issues to consider that could affect this demand. They are:

- Firstly, the move to larger polyclinic models (i.e. with more GPs per IHC centre/surgery/clinic) is likely to mean that fewer, yet larger IHC centres will be required.
- Secondly, the Kings Cross planning consent includes an agreement for the developer to provide a PHC Centre and an additional PHC Walk-in centre that is likely to be delivered around 2011. These clinics are intended to serve the new population growth at King's Cross but also include for relocation of the practice at 142 Camden Road. The net increase in GP provision is not known but the addition of these two facilities implies that GP provision in Camden will be increased. It is also reasonable to assume that the planned PHC provision for Kings Cross, agreed by the developers of King's Cross Central by way of a section 106, has been planned to provide for the new demand that will arise at the site, as well as accommodating relocated facilities at 142 Camden Road.

In respect of this second issue, it is considered reasonable to reduce the assessment of overall demand for GP services by an amount equivalent to that observed in Table 3-2 for King's Cross, that is demand for 2.4 GPs. This would result in a reduced equivalent demand in the south sub area and a reduction in the overall requirement to **18.8 GPs**. This would equate to six IHC centres, assuming three GPs per centre except for one centre which could contain up to 4 EFT GPs. Reflecting the observed pattern of demand, the larger 4GP IHC would most likely be required in the south reflecting the residual demand (after taking into account the planned provision of two health centres at Kings Cross) for over 10 GPs. On this basis, and considering the expected distribution and phasing of growth, it is recommended that six IHC Centres be provided over the planning period, as set out in **Table 3-4**.

Table 3-4 GP Clinic Infrastructure Requirements, Camden, 2006 – 2026

<i>Total IHC Centres required (assuming 3 GPs per centre except as indicated)</i>	<i>Date to be delivered</i>	<i>Location by sub-area</i>
1 IHC Centre	2006-2011	South
1 IHC Centre	2011-2016	South
1 IHC Centre (with 4 GPs)	2016-2026	South
1 IHC Centre	2006-2011	North East
1 IHC Centre	2011-2016	North West
1 IHC Centre	2016-2026	North East or North West

Source: URS calculations, 2009. Note that figures may not add up due to rounding.

It is strongly cautioned that provision of PHC services is highly complex, and it is very difficult for a study such as this (considering that this is intended to be a strategic level assessment of need) to pin down with absolute certainty. The above recommendations are suggested at a strategic level only and they will need to be considered by the PCT in light of their own on-going reinvestment programme, priority objectives for improving the provision of PHC services in the borough, and the development of polyclinic networks within the borough. In particular, the date at which the facilities should be delivered will depend on a careful assessment of the PCT Estate Strategy and proposed

redevelopment and reconfiguration plans that the PCT will be in the best position to make, taking into account those factors referred to above.

The recommendations do however the respond to the shortage of PHC provision, as well as the anticipated strong population growth over the planning period, particularly in the south of the borough. It should be noted that a definite sub-area location has not been suggested for the final IHC Centre nominated in Table 3-4. Over the entire planning period studied, demand in the north east and north west will total 8.4 GPs or close to three GP surgeries containing three GPs each. For this reason, and given that the observations made beyond 2016 are by their nature less certain, it is suggested that further investigations into the need for IHC Centres will be required closer to the time that such centres will be required to confirm the most suitable location and phasing.

3.2.7. Cost

Identifying precise costs for the provision of primary health services in future is severely complicated by the fact that the range of services, associated number of consulting rooms and size of each health care centre that might be developed over the planning period is highly dependent on a range of factors and considerations that are beyond the scope of this study. Instead, it is possible to suggest a 'core' cost for the provision of a GP practice, to which additional costs would need to be added should a centre include additional health services.

Davis Langdon has estimated the cost of providing GP services as being £300,000 per GP or £0.9 million for a three GP practice. This assumes that GPs are congregated in a clinic of 3 GPs in a single clinic. These costs include fixed furniture, fittings and equipment, fees (at a rate of 13%) and are based on a new build. They exclude however the cost of land purchase, any loose FF&E and any temporary accommodation requirements during the (re)build.

Accordingly, assuming a requirement for six health centres, comprising three GPs each (except for one centre which could contain 4 GPs), this would give an overall core cost of £5.6 million for the provision of GP services, but not including the provision of other additional health services. Even then, it is stressed however, that this cost is indicative only. Costs may vary substantially depending on the size and specific requirements of each GP surgery.

As alluded to above, costs associated with the provision of other health services in a polyclinic-model or IHC Centre model are not accounted for by these estimates and would be additional. As an example, the recently constructed Kentish Town Health Centre (see Section 3.2.3 for a description of the services offered therein) had a reported project cost of £10.1 million⁹⁶. It is not clear if this cost was solely for construction of the facility or if it included for furnishings, fittings and (medical) equipment, however it provides an indication of the degree to which a health centre offering additional health services can cost considerably more than a standard GP clinic.

⁹⁶ Op cit. Architects Journal, 2009.

3.3. Primary Health Care - Dentists

3.3.1. Policy and Contextual Drivers

The key drivers for the provision of dentists are as per those set out in the previous chapter relating to GPs, the most relevant of which to this section is the *Core Strategy Preferred Approach* aim to improve Camden's health and well being, specifically by 'working with Camden PCT to identify demand for, and deliver, new health facilities'⁹⁷.

3.3.2. Provision Requirement Standards

The provision standard that should be applied when measuring adequacy of provision and demand for new dental services is:

- 1 dentist per 2,000 residents⁹⁸

The PCT advises that this figure needs to be applied with caution, as dentists are independent contractors who almost always provide a mixture of private and NHS dental care. The proportion of each varies greatly between practices. As such it is not certain if each dentist would be able to provide NHS care for 2,000 residents. There is also the added complication that Camden is a net importer of patients (see Section 3.3.4)⁹⁹.

Notwithstanding these limitations, there is no other readily available provision standard and so it is considered that the above provision standard is the best means available for estimating the scale of increased demand likely to arise with anticipated growth.

In terms of space requirements, it has been assumed that:

- A standard FTE dentist requires 17.6 GIA metres square¹⁰⁰.

3.3.3. Baseline- Existing Provision and Committed Dentist Provision

Existing Provision of Dental Services

There are a total of 43 general dentist practices in Camden. In addition there is a Community Dental Service (CDS) with four dentists that provide care across Camden PCT for children and adults who have difficulty in accessing dental care in other services¹⁰¹.

⁹⁷ London Borough of Camden (2008), *Shaping Camden, Core Strategy: Preferred Approach*, CS11, p. 88.

⁹⁸ *Gaps to Fill*, CAB Evidence on first year of the NHS dentistry reforms (CAB, 2007)

⁹⁹ Camden PCT, June 2009.

¹⁰⁰ Figure given is only for dentist, and does not take account of ancillary areas within a dentist surgery. The figure has been sourced from the LB Wandsworth, *Battersea and North Wandsworth Business Case* (2008).

¹⁰¹ It is noted that the figures given here are higher than the figure quoted in the Services and Estates Strategy. However, Camden PCT has confirmed the figures that have been quoted.

The majority of dentists are accommodated in shop front style facilities that are often in poor condition and are often not Disability and Discrimination Act (DDA) compliant¹⁰². The Camden PCT Operating Plan 2008/09 outlines an estimated £884,000 forecast capital spends allocated for 2008/2009 for dental and other primary care facilities¹⁰³.

Table 3-5 Camden PCT, Number of Dental Practices, Dentists (FTE) and patients/Dentist

<i>No. of Dental Practices</i>	<i>No. of Dentists (FTE)¹⁰⁴</i>	<i>Total Population</i>	<i>Population per FTE Dentist</i>	<i>Above or Below the 1 Dentist to 2,000 Population Standard</i>
47	117	205,100 ¹⁰⁵	1,752	Above

Source: GLA 2006 Round of Projections (RLP High) and Camden PCT, 2009.

Planned provision

Camden PCT is starting on a significant investment programme of £2.5 million that will include commissioning of:

- A new NHS dental practice under equivalent of Alternative Provider Medical Services (APMS) model contract using a tendering process
- A Dental Urgent Access centre as part of the Kentish Town Health Centre¹⁰⁶.

Distribution

Figure 3-2 shows the current distribution of dentists across the borough. What is evident from the map is that facilities are spread across the borough. The map demonstrates that there are numerous dentists located within an accessible walk (i.e. 1,500 metres) of the key growth areas designated in the emerging *Core Strategy*.

¹⁰² Camden PCT (2007), *Services and Estates Strategy*

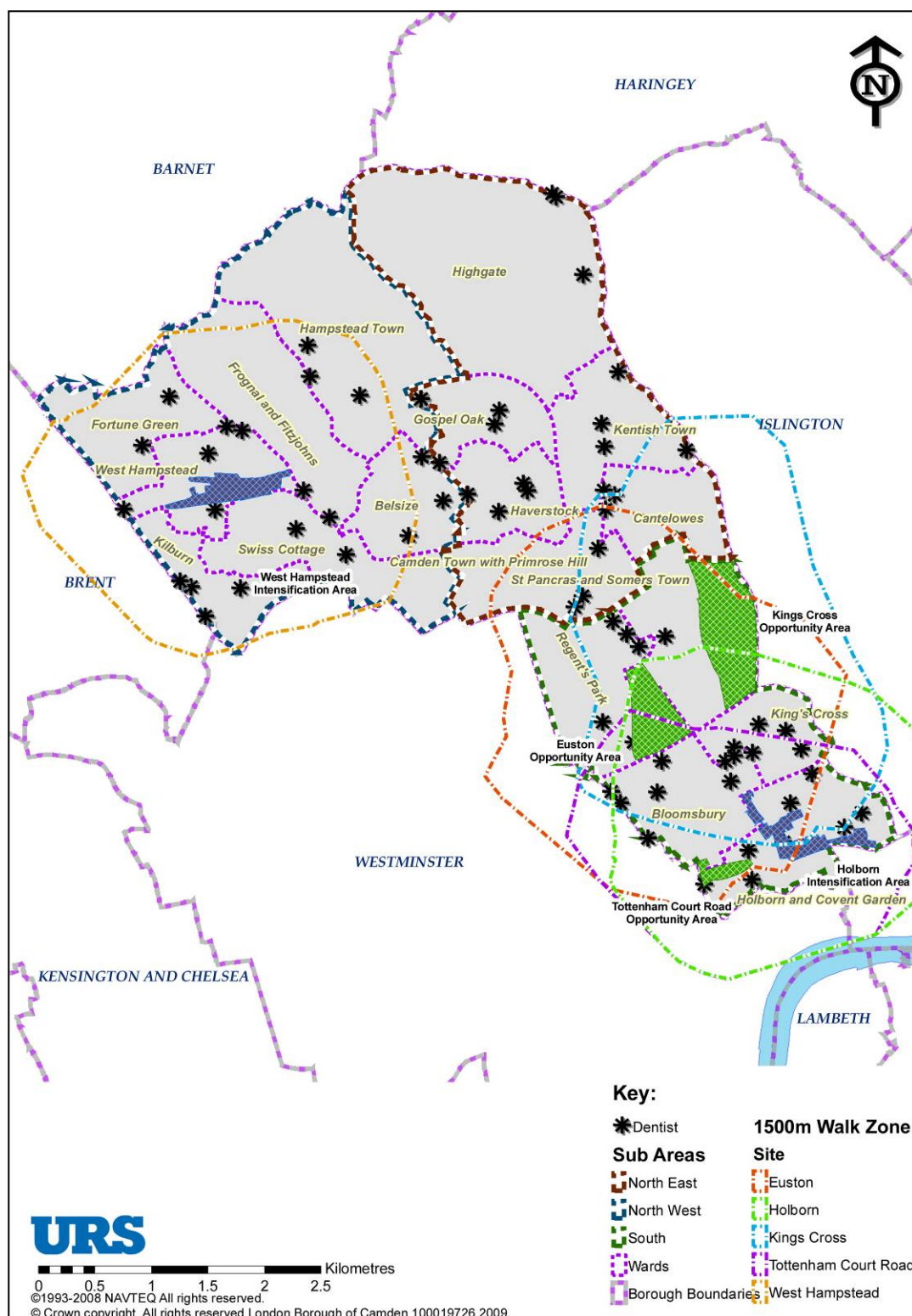
¹⁰³ Camden PCT (2008), *Operating Plan 2008/2009*

¹⁰⁴ Full Time Equivalent (FTE) data were collected from the Census based on the number of sessions or hours each GP works. Prior to 2006 these data were estimated and therefore may not be fully comparable.

¹⁰⁵ For mid-2006. Source: London Borough of Camden and GLA 2006 Round of Projections (RLP High)

¹⁰⁶ NHS Camden (2008), *Strategy Plan 2008 to 2013*, World Class Commissioning, p. 38

Figure 3-2 Distribution of Dentist & 1,500 m Accessible Walk Zones



3.3.4. Adequacy of Existing and Future Planned Provision

Overall

The above assessment has shown that the 205,100 residential population at 2006 in Camden equates to approximately 1 dentist per 1,750 populations. This is above the standard of 1 dentist per 2,000 population¹⁰⁷, which would indicate a requirement for only 103 dentists. Using mid 2009 population figure estimates which suggest that the population is 208,800, the requirement rises by a further two more dentists. Given that there are 117 dentists currently located within the borough, it suggests that there is a surplus of 12 dentists over what is required for the current population.

However, this assessment is based only on Camden residents and doesn't take into account that there may be additional demand for dentist surgeries arising from other residents in neighbouring boroughs, as well as from workers in the borough. Camden PCT have advised that it is a major importer of dental patients from other PCTs with 26,449 non-Camden residents receiving dental treatment in Camden between April and December 2008. This compares with only 10,809 Camden residents receiving treatment outside of the borough for the same period¹⁰⁸.

Accordingly, in reality, the surplus is likely to be somewhat less than the 12 identified and dentist clinics – on the whole – are unlikely to be underutilised.

Conclusion on Adequacy

Given these factors, and considering the purposes of this study, it is concluded that there is likely to be some spare capacity that can be readily deployed to meeting the dental health care needs of the new growth areas in Camden. For reasons already stated, it is likely that any spare capacity is limited and may only provide adequate provision for a short time period – for instance until 2011 or 2016. It is considered that after a certain point, the spare capacity will be exhausted and that therefore new growth in population will require a commensurate increase in provision in line with the above reference provision standard.

Notwithstanding this assessment, it is also worth considering that the PCT also advise that NHS Camden is currently performing poorly against its dental access target. This is however in spite of the fact that there is capacity in the system that is not being utilised¹⁰⁹.

¹⁰⁷ CAB (2007), *Gaps to Fill* CAB Evidence on first year of the NHS dentistry reforms

¹⁰⁸ Camden PCT, June 2009.

¹⁰⁹ Camden PCT, June 2009.

3.3.5. Assessing Demand for PHC (Dentist) Infrastructure

Modelling Demand for Dentist Provision

Using the provision standard of 1 dentist per 2,000 residents, **Table 3-6** sets out the demand that will arise for dentists for each growth area and sub-area during each phase over the period to 2026.

Table 3-6 Demand for Dentists, by phase, 2006-2026

Growth Area and Sub-area	Demand arising for Dentists (per Development Phase)				Total
	2006-2011	2011-2016	2016-2021	2021-2026	
King's Cross	0.1	1.1	0.9	0.2	2.0
Euston	0.1	0.5	1.0	0.2	1.8
TCR	0.2	0.2	0.2	0	0.6
Holborn	0	0.1	0	0	0.1
WH Interchange	0	0.3	0.4	0.5	1.2
South	1.7	2.0	1.3	1.5	6.5
North East	1.4	0.9	0.7	0.8	3.9
North West	0.8	0.5	0.4	0.4	2.1
Total	4.2	5.5	4.9	3.3	18.0

Source: URS calculations, 2009. Note that figures may not add up due to rounding.

Similar to the case for GPs, many of the growth areas would be unable to sustain a dentist surgery with multiple dentists (e.g. between 2 and 4 dentists) within their own right at the end of the 2026 period, let alone at the end of the given phasing periods. However, dentist catchment areas are usually quite large as most people are often willing to travel beyond their immediate local neighbourhood to access a dentist. For this reason, it is useful to look at aggregated demand at the sub-area level, as shown in **Table 3-7**.

Table 3-7 Demand for Dentists, by Aggregated Sub-area by phase, 2006-2026

Aggregated Sub-area	Demand arising for Dentists (per Development Phase)				Total
	2006-2011	2011-2016	2016-2021	2021-2026	
South	2.0	3.8	3.4	1.7	10.9
North East	1.4	0.9	0.7	0.8	4.6
North West	0.8	0.8	0.8	0.8	3.6
Total	4.2	5.5	4.9	3.3	18.0

URS calculations, 2009. Note that figures may not add up due to rounding.

It should be noted that this demand assessment does not take account of demand from the growth in jobs associated with additional commercial and employment space in the borough. There is no readily available provision standard by which to model this, and any such figure would be dependent on the quality and quantity of dental service provision in the local authority areas where inbound commuters are resident. In light of the PCTs evidence that Camden is a net importer of dental patients, it should be considered that there may be some additional demand placed on dental services in the borough.

3.3.6. Resulting PHC (Dentist) Infrastructure Requirements, 2006 – 2026

This section outlines the resulting primary healthcare infrastructure requirements on the basis of the analysis of demand for dentists described above. Given that there does appear to be some spare capacity, even when measured for the population in the current year (2009), it is concluded that it is safe to assume that the existing surplus will be sufficient to ensure that provision will be sufficient until at least 2011.

After that, it is considered, on the basis of a cautious approach that recognises that the existing geographical distribution of dentists may be inadequate relative to the distribution of growth, that new infrastructure for primary dental health care should be provided, proportionate to the rate identified in the above demand assessment tables. As a result, the requirements for dentists by sub-area, measuring from 2011 to 2026 are shown in **Table 3-8**. In summary, Camden will require 13.8 dentists over this period.

Table 3-8 PHC Demand, Dentists, by Sub-Area, 2011 – 2026

Aggregated Sub-area	Type of Primary Health Care Dentist Requirement
South	9
North East	2.4
North West	2.4
Total	13.8

Source: URS calculations, 2009. Note that figures may not add up due to rounding.

The requirement for 13.8 dentists thus equates, given the assumptions made that the average dental clinic could contain up to three dentists, for at least four surgeries. It is recommended that one additional clinic accommodating two dentists be provided to meet the observed infrastructure requirement.

Therefore, considering the expected distribution and phasing of growth it is recommended that the dentist services are provided as set out in **Table 3-9**. As evident, it is considered that the south will have a continuing need for additional provision in each of the three phases from 2011 to 2026. As growth is less significant in the north west and north east, demand for a full clinic is unlikely to be realised until 2021 or later. Therefore provision is possible at any time leading up to that year, but could potentially occur later, subject to further consideration closer to the time.

Table 3-9 Dentists Infrastructure Requirements, Camden, 2011 – 2026

Total Dental Clinics Requirement (3 dentists per clinic unless stated)	Date to be delivered	Location by sub-area
1 Dental Clinic	20011-2016	South
1 Dental Clinic	2016-2021	South
1 Dental Clinic	2021-2026	South
1 Dental Clinic	2011-2021	North East
1 Dental Clinic (2 Dentists)	2011-2021	North West

Source: URS calculations and recommendations.

3.3.7. Resulting Cost for PHC (Dentist) Infrastructure Requirements

Identifying precise costs for the provision of dental services in future is severely complicated by the fact that the range of services, associated number of consulting rooms and size of each clinic that might be developed over the planning period is highly dependent on a range of factors and considerations that are beyond the scope of this study. For this reason, this study suggests a 'core' cost for the provision of a standard sized dental practice, to which additional costs would need to be added should a clinic include additional dentists or services.

Davis Langdon has estimated the cost of providing dental services as being ca. £500,000 per dentist assuming a 3 dentist clinic or 2 dentist clinic, depending on layout and the specifications for ancillary areas. This equates to clinic provision costs of £1.5 million and £1 million for the two types of clinics recommended. As per the quotes for GPs, these costs include fixed furniture, fittings and equipment, fees (at a rate of 13%) and are based on a new build. They exclude however the cost of land purchase, any loose FF&E and any temporary accommodation requirements during the build or rebuild.

In total, assuming a requirement for five clinics in the format recommended, this would result in a total cost of approximately £7 million. These costs are indicative and would depend on the final design and construction requirements for each clinic. Camden PCT have also advised that these estimated costs of provision will be subject to a review at the end of the current investment period in 2011¹¹⁰.

¹¹⁰ Camden PCT, June 2009.

3.4. Secondary health care

3.4.1. Scope

For the purpose of this study, URS have utilised the NHS London Healthy Urban Development Unit (HUDU) model to assess the health requirements arising from projected population growth in Camden. The HUDU model defines secondary healthcare as the combination of:

- Acute healthcare provision, covering acute elective and non elective in patients and acute day case
- Mental healthcare provision, covering mental health
- Intermediate¹¹¹ healthcare provision, covering intermediate beds and day spaces.

3.4.2. Policy Drivers for Secondary Health Care

As set out in relation to PHC for GPs and dentists, Camden's *Core Strategy Preferred Approach* CS11 aims to improve Camden's health and well being by working with Camden PCT to identify demand for, and deliver, new health facilities. This is in line with Preferred Approach CS10, which supports community facilities and services.

*The NHS: Framework for Action*¹¹² identifies that the means of addressing health issues in London needs to change over the next ten years in order to improve Londoners' health. The stated aim is to build a NHS for London that meets challenges today and in the future. Such policies provide the impetus for undertaking assessment work that seeks to ensure that the future health care needs of Camden are adequately provided for.

Additionally, NHS Camden has prepared the *Camden Strategy Plan*¹¹³. The purpose of the Plan is to provide key stakeholders with a clear and structured view of the PCT's future plans. The plan sets out targets with overarching goals looking to reduce inequalities, increase access and choice to all types of health care provision including acute care, maternity and child health. Of critical relevance to this section, the PCT is looking to work towards the recovery of its mental health infrastructure via early intervention and psychiatric urgent care facilities.

Overall the PCT is looking to maintain the high level of investment in mental health services reflecting Camden's position as having the second highest levels of mental health need in Central London. Furthermore, the PCT aims for the continued

¹¹¹ Intermediate care is generally considered to include those services that do not require the resources of an acute general hospital, but are beyond the scope of traditional primary care.

¹¹² NHS (2007), *NHS: A Framework for Action*

¹¹³ NHS Camden (2008), *Camden Strategy Plan 2008-2013*

development of initiatives in relation to urgent and unscheduled care, providing alternatives to A&E services and providing better options for patients requiring unscheduled care¹¹⁴.

3.4.3. Provision Requirement Standards

As set out in the initial introduction to this chapter, the *HUDU Model*¹¹⁵ has been used to estimate demand for future service, spatial, and cost requirements for secondary health care. Therefore, all assumptions regarding provisions standards are set by default within the HUDU model, with the exceptions outlined in the introduction to this chapter.

3.4.4. Baseline - Existing and Committed Infrastructure Provision

Existing Provision

The PCT commissions secondary health services from a range of acute providers based in Central London. There are the two NHS Foundation Trusts within of Camden in addition to a number of independent and specialist providers. The two foundation trusts carry out a majority of the acute work and are identified below:

- University College London Hospital (UCLH) NHS Foundation Trust
 - UCLH NHS Foundation Trust is comprised of seven specialist hospitals which are all located within Camden with the exception of the Heart Hospital which is based in Westminster. The main services provided by the UCLH include Cancer, Cardiac services, Neuroscience and Women's and Children's.
- Camden and Islington NHS Foundation Trust
 - The Camden and Islington NHS Foundation Trust has a three hospitals located in Camden which are the Royal Free Hampstead Hospital (RFH), St Pancras Hospital and St Lukes Hospital. (See **Table 3-10**). The foundation Trust provides for acute and community services in a well established integrated health and social care service specialising in mental health services.
 - The RFH, currently under the Camden and Islington NHS Foundation Trust is expected to submit a Foundation Trust application in 2009-2010. The main services provided by the RFH include cancer services (joint cancer centre with UCLH), cardiac, renal services, children's services, plastics, transplantation and ear, nose and throat (ENT) services.

¹¹⁴ NHS Camden (2008), *Camden Strategic Plan 2008-2013*

¹¹⁵ Online HUDU Model and EDAW/AECOM (2007), *HUDU Planning Contribution Model*:
http://www.healthyrurbandevelopment.nhs.uk/pages/hudu_model/hudu_model_benefits.html (EDAW/AECOM, 2007).

Table 3-10 identifies the existing secondary health care provides and infrastructure in the borough.

Table 3-10 Secondary Health Care Providers and Infrastructure in Camden

<i>Trust</i>	<i>Hospital</i>	<i>Total Number of Beds</i>
University College London Hospital NHS Trust	Royal London Homeopathic Hospital	Not available
	Heart Hospital	Not available
	Eastman Dental Hospital	Not available
	The Hospital for Tropical Diseases	Not available
	The National Hospital for Neurology and Neurosurgery	Not available
	Elizabeth Garrett Anderson Hospital	Not available
	University College Hospital	Not available
Camden and Islington NHS Foundation Trust	St. Pancras	80 Continuing Care and Rehab Beds
	St. Pancras	58 Adult Acute Psychiatric Beds
	St. Lukes	11 Adult Acute Psychiatric Beds
Royal Free Hampstead Hospital NHS Trust	Royal Free Hampstead Hospital	900 Acute general beds 44 Adult Acute Psychiatric Beds
	Royal National Throat Nose and Ear Hospital	Not available

Source: Department of Health (DoH) Departmental Report 2008, available at http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/AnnualReports/DH_084908

Camden PCT's Strategic Health Plan indicates that two trusts including the University College London Hospital (UCLH) NHS Foundation Trust and the Royal Free Hampstead (RFH) NHS Trust carry out over 80% of its mainstream work¹¹⁶.

In addition to the two foundation trusts there are also a number of trusts and specialist hospitals providing a range of specialist services. Of these the important providers include:

- Imperial Hospitals NHS Foundation Trust
- Whittington Hospitals NHS Trust
- Great Ormond Street Hospital for Children
- Moorfields Eye Hospital Foundation Trust

Camden PCT is also on its way to developing an Academic Health Sciences System (AHSS) encompassing UCLH, RFH, Great Ormond Street Hospital and Moorfields together with the University College London as an academic partner¹¹⁷.

¹¹⁶ NHS Camden (2008), *Camden Strategy Plan 2008-*

Committed Investment

This study did not identify any current commitments for major expansion of secondary health care infrastructure in Camden. The main priority is for improvement of the existing health care services, in particular Camden's mental health infrastructure to ensure more accessible and reliable care.

3.4.5. Adequacy of Existing and Committed Infrastructure

Camden PCT describes Camden as well served in terms of secondary health care provision. The PCT commissions from a range of acute providers based in central London, with over 80% of its mainstream acute work carried out at the Royal Free Hampstead NHS Trust and University College Hospital London Foundation Trust. Significant other providers are the Imperial Hospitals NHS Trust and the Whittington NHS Trust.

Camden hosts Great Ormond Street Hospital for Children, from which it commissions specialist children's care. Specialist eye services are provided by Moorfields Eye Hospital. In addition to mainstream services, Royal Free/UCLH are established as a joint cancer centre, and both also provide cardiac care. UCLH also provides neurology and neuroscience at its Queens Square base. Acute and community services are provided by Camden and Islington Foundation MH Trust, in a Care Trust partnership with Camden council, forensic services are commissioned through Barnet, Enfield and Haringey MH Trust¹¹⁸.

It should be noted that there are some factors that may impact on the level of adequacy in terms of secondary health care provision over the period concerned:

- First, hospitals in Camden are not restricted to Camden residents, so that even patients residing in other authorities can visit Camden's hospitals. On the other hand, Camden residents may go to hospitals outside the borough. Therefore, it is difficult to precisely identify the demand that an increase in population will cause.
- Secondly, if and as Camden's population ages over the period to 2026, it is probable that the demand for secondary health services will increase.
- Thirdly, and on the other hand again, the introduction of the polyclinics will potentially reduce pressure on secondary health care providers by dealing with an increased proportion of patient enquiries and consultation requirements.

¹¹⁷ As per the 'Harvard Model' i.e. an association of health providers and academia under one governing body called the AHSS.

¹¹⁸ Camden PCT, June 2009.

3.4.6. Assessment of Infrastructure Need

Modelling Demand for Secondary Health care

The HUDU model was used to quantify and cost potential secondary healthcare requirements in the London Borough of Camden. It is important to recognise that the HUDU model does not take into consideration the geographical area or the phasing period and therefore the calculations are for the whole of Camden. However, this is considered reasonable, as in most cases, secondary health care needs are not met at a neighbourhood or local level.

Additionally, the HUDU model automatically sets the forecast period over the period for 2006 – 2031, and this cannot be changed. In order to ensure however, that the demand forecasts generated by the model are reflective of the *Core Strategy* period which extends only until 2026, the information inputted into the HUDU model to generate the model outputs was limited to the Camden Development Trajectory data for the same period covered by the *Core Strategy*. This should not affect the output of the model, although it may slightly deflate the costs towards the end of the period, because it assumes that some costs will not be incurred until after 2026.

Findings – Demand, Phasing and Costs:

This section outlines the results of the. **Table 3-11** provides the results given by the *HUDU Model* analysis in terms of additional units of service required, i.e. number of beds or number of places as appropriate, while **Table 3-12** sets out the accompanying space requirements (notably aggregating the requirement for intermediate services).

Table 3-11 Secondary Healthcare Total Requirements, Camden, 2006-2031

<i>Phasing Period</i>	<i>Total Requirements (Number of Units)</i>		
	<i>Total Acute and Mental Beds</i>	<i>Intermediate Beds</i>	<i>Intermediate Day Spaces</i>
Total – All Periods	89.46	18.15	18.15

Source: HUDU Planning Contribution Model, EDAW/AECOM, 2007

Table 3-12 Secondary Healthcare Total Space Requirements, Camden, 2006-2031

<i>Space Requirements (Square metres)</i>	
<i>Total Acute and Mental Care</i>	<i>Total Intermediate Care</i>
4,313.3	2,124

Source: HUDU Planning Contribution Model, EDAW/AECOM, 2007

It is emphasised that these results are indicative only of the level of demand that could be expected from a population equivalent to that by which the population of Camden is expected to increase. They do not take into account existing provision; and hence the are estimates made entirely absent of any consideration as to whether or not existing infrastructure would be in actual fact be sufficient to meet the secondary health care needs of additional growth.

3.4.7. Resulting Secondary Health Care Infrastructure Requirements

Providing secondary health services is extremely complex and has been correspondingly difficult for this study to pin down what investments, if any, might be required over the planning period. The limitations of the *HUDU Model* have further complicated the task. In interpreting the results provided by the *Model*, it is extremely important to note that the *Model* does not take into consideration prevailing baseline conditions. This means that the findings of the HUDU Model assessment have most likely led to a substantial overestimate of the resource demands and should be re-examined in light of consultations with the PCT. It is therefore difficult to provide an accurate estimate of the infrastructure needs arising from secondary health care in Camden.

To overcome this issue, existing context and strategies for the future development of secondary health care have been reviewed. Information from the NHS Camden suggests that despite the borough having a high number of acute beds, the population struggled with problems including inadequate access and customer dissatisfaction in mental health services provided. The strategy has identified medium to long-term aims including a recovery programme for the mental health system to address these issues. Unfortunately, the HUDU Model aggregates acute and mental secondary health care in arriving at a recommendation of requirement for the given population increase and so it is not possible to identify the precise number of mental beds that would be needed. It is possible that there is an oversupply of acute beds and that some of these may be converted for the provision of mental health care services, although this would require the Camden PCT to confirm whether or not this is both feasible, both absolutely and practically.

Attempts to supplement the HUDU analysis by consulting Camden PCT have resulted in no firm advice as to whether or not the HUDU results accurately likely future need for secondary health care.

3.4.8. Resulting Cost for Secondary Health Infrastructure Requirements

The HUDU Model estimates that total capital costs for secondary healthcare over the forecast period 2006 to 2031 (as dictated by HUDU) could be some £27.16 million for Acute and Mental Care and £12.89 million for Intermediate Care¹¹⁹. However, these costs should be interpreted with a high degree of caution and are likely to be an overestimate of what is needed in Camden to allow secondary health services to cater to the increase in population because of the substantial existing capacity in the borough already. They would only be reliable if the conclusions of the HUDU Model in terms of secondary health care were accurate, which not likely to be the case.

For the reasons given, it is considered that these costs are not accurate and that the real cost of providing additional adequate secondary health care services (if required) over the planning period will be substantially less. In the absence of further information on the points of query raised above, it is not possible to arrive at a definitive estimate of the costs involved and it is recommended that these costs are not incorporated in the

¹¹⁹ *HUDU Planning Contribution Model, EDAW/AECOM, 2007*

Strategic Infrastructure Plan until the Camden PCT is able to provide a more detailed assessment of the way in which secondary care provision is likely to need to respond (if at all) to the increase in population anticipated over the planning period.

4. SPORTS AND LEISURE FACILITIES

4.1. Introduction and Overview

This section deals with sports and leisure facilities. Hence, the assessment will consider the requirement for the following types of infrastructure:

- Indoor provision consisting of swimming pools and sports halls.
- Outdoor provision consisting of sports pitches and tennis courts.

It is important to note that the *Camden Open Space, Sport and Recreation Study Update* August 2008 (hereafter referred to as the *Study Update*)¹²⁰ provides an up to date assessment of the existing provision of, and future requirement for, open space, sports and leisure facilities. The *Study Update* makes an extensive assessment of the requirements for such infrastructure through to 2026 and it is therefore consistent in drawing its conclusions with the time period covered by this study. Furthermore, Camden Council has accepted the findings of the *Study Update*.

It is therefore legitimate for this study to rely upon the *Study Update*'s conclusions. For these reasons, the following two chapters (dealing with sport and leisure facilities and with parks and open space respectively) will make regular reference to the *Study Update*'s key conclusions in identifying the open space, sports and leisure infrastructure requirements for Camden.

4.2. Policy and Contextual Drivers

4.2.1. Key policy drivers

The key policy drivers for sport and leisure facilities are those that also deal with the provision of parks and open space. Hence this section is applicable for both this chapter and Chapter 5 Parks and Open Spaces.

Camden's *Core Strategy Preferred Approach*¹²¹ includes several policies (9, 10 and 11) that together encourage the protection, improvement and provision of facilities and open spaces that can provide for sport, leisure and recreation. The Preferred Approach policies respectively cater to different concerns and objectives, but are each relevant to this study, as summarised below:

- Preferred Approach CS9: Improving and protecting our parks and open spaces and encouraging biodiversity

¹²⁰ London Borough of Camden (2008), *Camden Open Space, Sport and Recreation Study Update*. Prepared by Atkins. (NB. Hereafter referred to in footnotes as 'London Borough of Camden (2008), *Study Update*').

¹²¹ London Borough of Camden (2008), *Shaping Camden – Camden's LDF Core Strategy Preferred Approach*

- Includes various provisions aimed at enhancing and maximising the amenity provided by Camden's parks and open spaces as well securing additional open space and land for nature conservation where opportunities arise.
- Preferred Approach CS10: Supporting community facilities and services
 - Is focused on ensuring the provision of facilities and services for the community, including (amongst other things) open space, sports and leisure facilities and facilities for younger and older people.
- Preferred Approach CS11: Improving Camden's health and well being
 - This policy includes a supporting provision to improve and protect Camden's parks, play areas and leisure facilities

At the metropolitan level, the London Plan (2008) supports the need to provide access to parks and open space for all residents and community members, and sets out a public open space hierarchy and access standard targets accordingly (see Chapter 5 for more detail). The London Plan also supports the increase in facilities for sport and exercise to ensure neighbourhoods have good facilities for play, sport and recreation.

At the national level, PPG17 deals specifically with planning for open space, sport and recreation and emphasises that these things are fundamental to people's quality of life and to delivering various Government objectives. Accordingly, PPG17 sets out a means for local authorities to assess the needs and opportunities for providing for open space, sport and recreation.

Additionally, Sport England has produced guidance on sports provision supporting the extension, upgrading or enhancement of any identified significant area for sport in the interests of sport development.

Taken together, these respective policies and guidance confirm the importance of providing open space, sport and leisure infrastructure for future growth in Camden.

4.3. Swimming Pools

4.3.1. Overall Summary of *Study Update*'s Key Conclusions

Different to the other sections of this report; it is worth stating the key conclusions of the *Camden Open Space, Sport and Recreation Study Update 2008* with regard to swimming pools at the outset of this sub-section before analysing the information contained in that *Study Update* in the wider context of this report.

Accordingly, in respect of swimming pools, the key findings of the *Study Update* are:

- That there is, taking account of the additional swimming pool facilities that are due to be provided within the King's Cross development, sufficient existing provision of swimming pool space in Camden to cater for the anticipated growth in demand through to 2026.
- Accordingly, there are no further investments in swimming pools required to cater to the growth anticipated over the *Core Strategy* planning period to 2026 (other than that which is already committed to as part of the King's Cross Central development).

The following sections will thus provide a summary account of the key findings, as they are relevant in the wider context of this report.

4.3.2. Baseline- Existing and Committed Infrastructure

Existing Provision

The *Study Update* identifies that there are 15 swimming pool facilities in Camden that are larger than 100 sqm or that are part of a larger group of facilities that meet the same criterion¹²².

Committed and Planned Investment

The planning permission granted for the development at Kings Cross Central granted in 2006 for Kings Cross Central includes for the development of a main pool of 25m in length and 5 lanes in width and a learner pool of 15m in length¹²³. The swimming pools will be part of a public health and fitness facility of at least 3,000 sqm (GIA) floor area, which will include space capable of providing for gym/fitness suite, studio space and changing rooms¹²⁴.

¹²² Op cit., London Borough of Camden (2008), *Study Update*, p. 3-2. It should be noted that the *Study Update 2008* uses Sport England criteria to identify a minimum size threshold for counting swimming pools as part of the assessment. Swimming pools that fell below the 100 m size were not included in the study.

¹²³ Ibid., p. 3-7.

¹²⁴ King's Cross Central S106 Agreement (22nd December 2006), p. 83.

4.3.3. Adequacy

On the basis of an assessment of swimming pool provision (supply) and need (demand) in Camden which takes into account the location, opening hours and public availability (i.e. whether or not the facility is only accessible to paying members) of facilities, the *Study Update* identifies that there will be sufficient supply of swimming pools in the borough in 2026¹²⁵.

It is worth noting that the *Study Update* does identify that there are some localised cases of insufficient capacity in the Regents Park, Somers Town and Gospel Oak sub areas. However, it concludes that the population of these areas will not be confined to their immediate areas but will instead be likely to travel to other areas in order to use swimming pool facilities.

Of additional note is that the *Study Update* identifies that the majority of existing provision is concentrated north of Camden Town and south of Euston Road. Given the planned provision of a swimming pool as part of the Kings Cross development, provision in between Camden Town and Euston Road will be enhanced.

4.3.4. Resulting Infrastructure Requirements

Apart from the planned provision of swimming pool facilities within the King's Cross development, there is no further requirement for swimming pool space resulting from future development over the period to 2026.

¹²⁵ Op cit., London Borough of Camden (2008), *Study Update*, p 3-7 to 3-8.

4.4. Tennis Courts

4.4.1. Overall Summary of *Study Update*'s Key Conclusions

As in the previous section, key conclusions of the *Camden Open Space, Sport and Recreation Study Update 2008* with regard to tennis courts are stated before analysing the wider context.

Accordingly, in respect of tennis courts, the key findings of the *Study Update* are:

- Existing rates of provision are enough to meet future needs of the Camden's residents for tennis
- The only further investments required in tennis courts are to improve the quality of the existing courts and provide for ancillary facilities such as floodlighting and changing facilities.

The following sections will thus provide a summary account of the key findings, as they are relevant in the wider context of this report.

4.4.2. Baseline- Existing and Committed Infrastructure

Existing Provision

The *Study Update* identifies that there are 22 public tennis courts in Camden. All the courts are hard surface courts. The courts have an estimated 3,388 matches per month. This is based upon an estimate of 36 match slots per week per court¹²⁶.

Committed and Planned Investment

There are currently no committed or planned investments for the provision of tennis courts in Camden.

4.4.3. Adequacy

The *Study Update 2008* identifies that the capacity of all public tennis courts is an estimated 3,388 matches per month. In 2026 demand is estimated to be 3,413 matches per month. To support this approximately 22 courts are required. The existing provision is therefore more than adequate to meet existing and future demand for tennis courts in the borough.

It is worth noting that despite sufficient provision, all the existing 22 public tennis courts are hard surface courts. The Lawn Tennis Association (LTA) Court surface guidelines refer to artificial turf, clay or grass as the ideal pitches for competitive tennis. Therefore,

¹²⁶ Op cit., London Borough of Camden (2008), *Study Update*, p. 2-19. The estimates are based on the assumptions that half the matches will be single matches and half the matches will be doubles; 20% of all players participate 4 times per month, 30% of players participate twice a month and 50% of players participate once a month.

all 22 courts are inappropriate for competitive play. Therefore although adequate overall, the existing quality is inadequate.

4.4.4. Resulting Infrastructure Requirements

Existing rates of provision are enough to meet future needs of the Camden's residents for tennis. The only further investments are those required to improve the quality of the existing courts and provide for ancillary facilities such as floodlighting and changing facilities.

4.5. Indoor Sports Halls

4.5.1. Overall Summary of *Study Update*'s Key Conclusions

Opening Caveat

Before undertaking an INA for Indoor Sports Halls, it is important to note that the situation with regard to the requirement for Indoor Sports Halls depends on the outcome of a pending funding application to build some 6 sports halls as part of the BSF programme. Should this funding application be successful and the sports halls are built as part of the BSF programme; it is the conclusion of this report that there will be no further requirement for sports halls over the planning period covered by the emerging *Core Strategy*. Further explanation of this conclusion is provided in the sub-sections below.

Camden Open Space, Sport and Recreation Study Update 2008 – Key Findings

In the event that the BSF application was not successful, then the assessment of the requirement for Indoor Sports Facilities for the planning period concerned would default to the conclusions reached in the *Camden Open Space, Sport and Recreation Study Update 2008*. Accordingly, as per the above assessment of the requirement for swimming pools, it is worth stating the key conclusions of that report at the outset before progressing further. Thus, the key findings of *Study Update* on indoor sports halls are:

- Based on an assessment of existing capacity (supply) and total demand (at present and in future) as measured in visits per week, Camden has an insufficient supply of indoor sports hall facilities at the present time, and this problem will be exacerbated by the expected growth in population over the period to 2026¹²⁷.
- In order to meet the shortfall, sports hall facilities equivalent in area to 13 badminton courts (or two four court halls and one five court hall) should be provided up to 2026¹²⁸.

The following sections will thus provide a summary account of the key findings, as they are relevant in the wider context of this report.

4.5.2. Provision Requirement Standards

Provision Requirement Standard

- The standard identified by the *Study Update* for sports hall space is 0.25 badminton courts per 1,000 population, or
- Equivalent to 27.75 sqm of sports space per 1,000 people (assuming each badminton court measures approximately 110 sqm)¹²⁹.

¹²⁷ Op cit, London Borough of Camden (2008), *Study Update*, p. 3-17

¹²⁸ Ibid.

The provision standard identified by the *Study Update* is based on a calculation of the overall provision standard that would prevail for the borough and its population as a whole in 2026 if an additional 13 courts were provided in addition to the existing provision of 48. The *Study Update* calculation assumes a population of 241,700 in 2026, which takes account of future growth envisaged over the *Core Strategy* planning period¹³⁰.

The *Study Update* identifies this requirement for 13 courts to protect the existing courts and provide for the additional courts required to alleviate capacity deficiencies and support the needs of the growing population (i.e. to cater for existing deficit of supply and to meet future needs arising from growth)¹³¹.

Potential Caveats/ Issues/ Future Trends

It should be noted that Camden's student population may result in extra demand accruing for sports hall facilities in areas where students are densely concentrated. Anecdotal observations suggest that demand for sports facilities and outdoor space is often higher, albeit seasonal in accordance with term time when students are in residence.

4.5.3. Baseline- Existing and Committed Infrastructure

Existing Provision

At the borough-level overall, the *Camden Open Space, Sport and Recreation Study Update*, August 2008¹³² identifies that there are 14 indoor sports hall facilities within Camden. This count is based on criteria set out by Sports England, and therefore includes only large sports halls defined as being (equal to or) greater than 3 badminton courts (or 440 sqm) or if the hall has clearance for badminton. If a facility does satisfy these criteria then the facility was not counted in the tally of 14 indoor sports halls. Counting existing provision of indoor sports hall facilities by another means, Camden currently has the equivalent of 48 badminton courts worth of indoor sports hall space.

Distribution

The *Study Update* also examines the supply of indoor sports hall space at local levels and finds that the highest provision is in the Somers Town and Gospel Oak areas.

¹²⁹ It has also been recommended in the *Study Update* that the new sports halls should ideally be provided in the form of suitable community centre style space flexible enough to accommodate different types of indoor sports. Refer to p. 3-17.

¹³⁰ The population figure assumed by the *Study Update* is very close to the population assumption used to inform this study (which assumes population will increase to just under 241,100). The figures are therefore closely comparable, and ensure broad consistency of the infrastructure assessments made across the board in this study, including open space, sports and leisure.

¹³¹ Ibid, p. 5-9.

¹³² Ibid, p. 3-2.

Committed and Planned Investment

The *Study Update* and King's Cross Section 106 Agreement confirm that the King's Cross development will include a four-court sports hall as part of the development (equivalent to 1,500 sqm GIA and able to be configured to accommodate overlaid space equivalent to 4 badminton courts, and / or 1 basketball court, volleyball court, 5-a-side football pitch)¹³³.

As mentioned above, there are proposals pending to build 6 sports halls as part of the BSF programme. Should this funding application be successful, then sports halls will be built in the following locations:

- Camden School for Girls, north east sub-area
- Hampstead, north west sub-area
- La Sainte Union, north east sub-area
- Maria Fidelis, south sub area
- Parliament Hill, north east sub-area
- South Camden, south sub-area

4.5.4. Adequacy of Existing and Committed Provision

The *Study Update* identified that there is a deficiency in the existing provision of indoor sports halls in the borough and that only 66% of Camden's demand for sports hall provision is currently met¹³⁴. Accordingly, it was identified that there was a deficit and that additional provision would be required to meet demand that would accrue with further growth in population (in addition to provision that would be required to address the existing deficit of supply).

However, as stated above, the BSF programme this will provide a further 24 badminton courts. Kings Cross will also result in the provision of an additional indoor sports hall facility with the equivalent provision of a further four courts. These investments together will provide some 28 courts (or equivalent) of indoor sports hall space and ensure that there is adequate provision up until 2026 (when examined relative to the requirement for a further 13 courts identified in the *Study Update*)¹³⁵.

Considering the question of adequacy at the neighbourhood level, the *Study Update* quotes evidence that suggests a typical catchment area for indoor sports facilities extends to 840m by foot, 1,750 metres by public transport and 4,200 metres by car¹³⁶.

¹³³ King's Cross Central S106 Agreement (22nd December 2006), p. 83.

¹³⁴ Op cit., London Borough of Camden (2008), *Study Update*.

¹³⁵ London Borough of Camden, Sports and Leisure, May 2009.

¹³⁶ Op cit., London Borough of Camden (2008) *Study Update*, p. 3-9.

The *Study Update* takes the catchment area for public transport as the most appropriate standard for using when assessing accessibility¹³⁷. On the basis that the investments in the 28 courts are being made across the borough in all sub-areas, it is considered that these investments will adequately enhance provision for all parts of the borough.

4.5.5. Resulting Infrastructure Requirements

Given the investment in the provision of four courts that is committed to in the King's Cross planning consent, and the expected provision of a further 6 sports halls as part of the BSF programme, there are no further indoor sports hall infrastructure requirements identified over the planning period from 2006 to 2026.

It should be noted that the BSF programme is ongoing, and so the situation should be kept under review as implementation of the programme proceeds.

Additional Provision Potential

It should be noted that the private sector typically plays an important role in the provision of sports and leisure facilities. Accordingly, it could be that additional provision will be made alongside the planned provision of indoor sports hall facilities by the private sector.

It is also worth noting that ground floor space in new multi-storey residential and commercial developments, for which it can sometimes be challenging to identify viable uses for, could be ideal place in which to encourage such investment to accommodate indoor sports and leisure facilities.

4.5.6. Resulting Costs for Indoor Sports Facilities

The cost of the six proposed BSF sports halls are not available because the investment is not yet committed, and therefore the exact costs of each sports hall could not be provided.

¹³⁷ Ibid., p. 5-9.

5. PARKS AND OPEN SPACE

5.1. Introduction

This section relates to parks and open space. Parks and open spaces are subject to a wide variety of definitions thus making it important to establish the exact frames of reference for this report. This assessment will first consider the requirement for overall public open space provision followed by specific typologies of open space. The types of infrastructure covered are as follows:

- **Overall public open space provision:** This covers both actively and passively used open space. Camden¹³⁸ identifies the typology of public open space as set out in Planning Policy Guidance (PPG) 17¹³⁹. This includes: parks and gardens; natural and semi-natural urban greenspaces; green corridors; outdoor sports facilities; allotments, amenity greenspace; provision for children and teenagers; allotments/community gardens/city farms; cemeteries and churchyards; accessible countryside in urban fringe areas; and civic spaces (PPG17 Annex).
- **Child play space:** This includes local areas of play and MUGAs.
- **Allotments:** This includes open spaces that are classified as allotment community gardens, city farms and nurseries.
- **Outdoor Sports Facilities:** This includes playing pitches and tennis courts. Playing pitches can include both grass pitches for football, cricket, rugby, etc and synthetic pitches (including astro turf, hard / tarmac or rubberised surfaces) that can be used for various sports such as five-a-side football, hockey and basketball.

Each of the above is addressed in turn below.

5.2. Overall Policy and Contextual Drivers

The key drivers for the provision of parks and open space are as per those set out in the previous chapter relating to sports and leisure facilities, the most relevant of which to this section is *Core Strategy Preferred Option Preferred Approach CS9* which concerns Camden's aspiration to improve and protect its parks and open spaces and to encourage biodiversity. To recap – the key aspects of that aspiration are various provisions aimed at enhancing and maximising the amenity provided by Camden's parks and open spaces as well as securing additional open space and land for nature conservation where opportunities arise.

¹³⁸ London Borough of Camden (2006), *A Open Space Strategy for Camden 2006-2011*

¹³⁹ PPG17 quotes the Town and Country Planning Act of 1990 to define open space as, 'land laid out as a public garden, or used for purposes of public recreation, or land which is a disused, burial ground.'

In terms of access to parks and open spaces, the *London Plan* (2008), in accordance with its support for the need to provide access to parks and open space for all residents and community members, sets out a public open space hierarchy that provides a benchmark for the provision of public open space.

While Camden's emerging *Core Strategy* recognises that the borough's open spaces are of high importance in terms of health, sport, recreation and play, it also notes that 'nowhere Camden has a surplus in open space' and also that there are 'limited opportunities in the borough for providing new space'. Both these factors reflect the densely built-up nature of the borough¹⁴⁰. It is in this context that the assessments detailed in the following sections are made.

¹⁴⁰ London Borough of Camden (2008), *Shaping Camden: Core Strategy Preferred Approach*, p. 75 – 82.

5.3. Parks and Opens Spaces

5.3.1. Overall Summary of *Study Update*'s Key Conclusions

The *Camden Open Space, Sport and Recreation Study Update 2008* provides an up to date assessment of parkland and open spaces assets within Camden, and the requirement for these, over the period to 2026. As per the previous chapter, the Study therefore constitutes an appropriate reference for this assessment and the key conclusions of this chapter are also principally drawn from it.

Similarly, as per the previous sections, it is worthwhile stating at the outset the key conclusions of the *Study Update* with regard to the need for additional infrastructure over the period to 2026. Accordingly, the key conclusions with respect to parks and open space are:

- First, that Camden performs well at the upper end of an open space hierarchy in terms of provision of metropolitan and district parks, but doesn't perform as well at the lower end of the hierarchy, having in particular few Local Parks of reasonable size thereby restricting access to such parks by local residents.
- Secondly, that contributions should still be sought from new development where possible, either in the form of new physical open space or cash contributions in lieu of provision. The *Study Update* recommends that 'in order to protect the existing level of provision the public open space standard should be set at 17 sqm per person' and '0.74 sqm per worker' (The Study Update recognises that the ability to deliver this space may be limited due to space constraints. It also notes that Camden has previously applied a slightly lower standard of 9 sqm per person derived from considering the provision of and need for locally accessible amenity space as opposed to larger parks.)
- The following sections will thus provide a summary account of the key findings, as they are relevant in the wider context of this report. It is important to note here that open space provision in this section refers to all typologies of open space as indicated by PPG17.

5.3.2. Provision Requirement Standards

The provision requirement standard that should apply to an assessment of the potential demand for additional open space is:

- A figure of 0.9 hectares of open space per 1,000 residents (or 9 sqm per resident) has been adopted to reflect the large discrepancies in the provision of open spaces across Camden. This standard is in accordance with the standard that is adopted in Camden's *Preferred Development Policies*¹⁴¹.

¹⁴¹ London Borough of Camden (2008), *Shaping Camden: Camden's Local Development Framework Preferred Development Policies*, p. 86.

- A standard of 0.74 sqm per person arising from commercial development (for schemes over 500 sqm). This standard is also in accordance with the standard that is adopted in Camden's *Preferred Development Policies* document.

It should be noted that the figure of 0.9 ha / 1000 residents is inclusive of space for the provision of child play space, allotments, and outdoor playing space (although these elements are approached in their own right below in order to highlight the relevant findings with respect to the requirement for such infrastructure.)

Caveats

Whilst an increase in population will place additional demands on Camden's parks and open spaces, the fact that Camden is already very built up means that there is often little space for new open space provision. As a result, there are serious difficulties faced by the borough in providing new open space. This is particularly so for large open space areas, such as District Parks or large Local Parks. However, as identified above, the borough does have reasonable provision of large open space areas including Hampstead Heath and Regent's Park (which partly falls within Camden and which is reasonably accessible to the south-western side of the borough) that can meet the demand for local play space for those residents living proximate to these parks.

5.3.3. Baseline – Existing and Committed Parks and Open Spaces

Existing Provision

Camden has a total of 280 open spaces. This figure comprises of 110 publicly accessible open spaces equating to just under 400ha of publicly accessible open space. This figure includes all the typologies as per PPG 17 and mentioned in Section 5.2 above.

Planned and Committed Investment

New public spaces including parks are proposed as part of the King's Cross Central development, which will enhance the provision of public open space in the borough.

Distribution

Using the Open Space Hierarchy in the London Plan (see Section 4.2) the following benchmarks are applicable for identifying the public open spaces accessible to residents of the individual growth areas:

- Small Local and Local Parks must fall within 400m of a proposed development
- District Parks must fall within 1.2km of a proposed development
- Metropolitan Parks must fall within 3.2km of a proposed development.

The catchment analysis is therefore carried out using the above benchmarks. In terms of access to metropolitan parks, both Hampstead Heath and Regents Park serve the borough well and all areas of the borough, including the key growth areas, have reasonable access, in distance terms, to metropolitan level parks. The analysis indicates

deficiencies in access to district parks in parts of the borough including parts of the west sub-area¹⁴², east of Gospel Oak and Somers Town.

The *Study Update* also indicates that there are only four Local Parks in the borough. Although there are 37 Small Local Parks, on average they are only 0.46 ha in size and are limited in their multi-functionality. They do however provide for amenity value, and often provide play facilities or small weather pitches.

5.3.4. Adequacy

Overall

The *Core Strategy Preferred Approach* notes that it has been previously concluded that nowhere in Camden has a surplus in open space. The *Study Update* identifies that there is 20 sqm of public open space (and 19 sqm of park) provision per person in Camden, as measured in 2001. It further identifies that this will reduce to 17 sqm per person in 2026 if no new open space was provided (as is assumed likely given the lack of any significant available space) assuming an increase in population to 241,700 (see **Table 5-1**)¹⁴³.

Table 5-1 Open Space Provision

	<i>Existing Population 2001</i> ¹⁴⁴		<i>Future Population 2026</i>	
	<i>Population</i>	<i>Public Open Space per person (sqm)</i>	<i>Population</i>	<i>Public Open Space per person (sqm)</i>
Totals:	198,020	20	241,700	17

Source: Camden Open Space, Sport & Recreation Update, 2008

Adequacy by Typology and Distribution

Camden is identified as having some significant deficiencies within individual areas. Although there are two Metropolitan Open Land spaces within Camden, in the case of smaller open spaces such as local parks and small local parks, the *Study Update* identified significant areas of shortage in Camden's central and western parts. Due to Camden's built up nature means it is unlikely there is space for a significant provision of new open spaces including especially larger open spaces, such as District Parks but also even Local Parks¹⁴⁵. Furthermore the analysis indicates that deficiencies are significantly reduced when housing estate areas are taken into consideration.

¹⁴² The classification of sub-areas as referred to by the *Study Update* is different from the three sub-areas as used by URS in the rest of the INA.

¹⁴³ Op cit., London Borough of Camden (2008), *Study Update*.

¹⁴⁴ Census (2001), *GLA 2006 Round Based Ward Population Projections* (RLP High Dw)

¹⁴⁵ Op cit., London Borough of Camden (2008), *Study Update*.

5.3.5. Resulting Infrastructure Requirement and Costs

Recommended Infrastructure Requirement

In accordance with the *Study Update* and Camden's *Preferred Development Policies* document, it is recommended that public open space contributions be sought from new development in order to protect the existing level of provision of public open space. The Preferred Development Policies sets out appropriate provision standards for contributions from residential and commercial development, which this study supports as appropriate standards for seeking provision of additional public open space or as a basis for identifying financial contributions in lieu of provision.

The provision standards stated in the *Preferred Development Policies* that Council will require for open space and sport and recreation space for facilities are 9 sqm per person from residential developments and 0.74 sqm per worker (job) from commercial developments (assuming 19sqm of commercial floorspace as catering for one worker). With respect to the residential element, the Preferred Development Policies suggest that as a guide, 2.5 sqm of the 9sqm should be child place space and 4.5 sqm should be natural greenspace.

This is less than the *Study Update* recommendation that 'in order to protect the existing level of provision the public open space standard should be set at 17 sqm per person' for residential development. However, it reflects the fact that the Council considers that excluding Hampstead Heath, Regents Park and Primrose Hill that provision in the borough equates to approximately 9 sqm of open space per person in the borough. It also reflects the observation by the *Study Update* that meeting the standard of provision in new developments will be challenging and in many areas is unlikely to be achievable, particular as most identified future sites are below 1 hectare in size.

The *Study Update* states that the priority in most parts of the borough will be to improve the quality of existing open space and improve the accessibility to open space. It further states that the quantity (provision) standard provides a useful measure for assessing existing provision in the catchment areas of development proposals, and provides a mechanism for calculating contributions for improving the quality of existing provision, or accessibility to open space, where on site provision is not feasible¹⁴⁶.

In the case of larger schemes, it is recognised that they are often likely to be able to provide open space and child play space on site. In this regard, the *Preferred Development Policies* state that developments of 60 dwellings or 30,000 sqm or over will be considered as capable of providing open space and play facilities on site in accordance with the findings of the *Study Update*¹⁴⁷. There are several sites, as identified in the Site Allocations document, which have a capacity that will put them above this threshold.

¹⁴⁶ Op cit., London Borough of Camden (2008), *Study Update*, p. 5-3 and London Borough of Camden (2008), *Shaping Camden: Preferred Development Policies*, p. 86.

It should also be noted that the assessment of open space cited above has not taken into account open land on Council estates, but which it is reasonable to assume do, and will continue to, contribute to the amount and quality of open space available in the borough.

Cost of Infrastructure Provision

Where open space is provided in kind, the cost of provision will be borne by the developer and there will be no cost to Camden Council associated with the provision of that space. In situations where a financial contribution is warranted, the value of the contribution should be worked out in reference to the cost of identified schemes that will appropriately mitigate for the impact of development.

¹⁴⁷ London Borough of Camden (2008), *Shaping Camden: Preferred Development Policies*, p. 86.

5.4. Child Play Space and MUGAs

5.4.1. Scope

There are two types of play space in Camden:

- Child play areas: these are dedicated areas for children containing play equipment that are provided within public open space areas. The size of the play area can vary widely depending on location and historical rates of provision.
- Multi-Use Games Areas (MUGAs): these are play spaces that offer a mixture of sporting activities i.e. basketball, tennis, etc.

The *Study Update* and Camden's emerging *Preferred Development Policies* recognise that provision for both child play space and MUGAs are included within the open space requirements addressed in the previous section.

Therefore, the demand identified as arising from growth should be seen as a sub-set of the demand observations given above in Section 5.3, rather than additional to those observations.

5.4.2. Overall Summary of *Study Update*'s Key Conclusions

As per the previous sections, it is worthwhile stating at the outset the key conclusions of the *Study Update* with regard to the need for additional infrastructure over the period to 2026. Accordingly, the key conclusions with respect to child play space and MUGAs are:

- First that an additional 50 child play areas are required to meet existing deficit and additional requirements from forthcoming population growth over the period to 2026 (equating to 25,000 sqm of additional space assuming a play area of 500 sqm per play space).
- Secondly, recommends a reasonable target of 15 additional MUGAs should still be sought from new development where possible, either in the form of new physical open space or cash contributions in lieu of provision.

5.4.3. Policy and Contextual Drivers

The GLA's Supplementary Planning Guidance (SPG) *Providing for Children and Young People's Play and Recreation* adopted in March 2008 provides guidance for the provision of play space and recreation facilities for children under the age of 18. It identifies the need to reflect the diverse needs of children and young people and the potential to meet the needs for play through the multi-functional use of other categories of space¹⁴⁸. The SPG presents three levels of accessibility of play space:

¹⁴⁸ Mayor of London (2008), *Supplementary Planning Guidance – Providing for Children and Young People's Play and Informal Recreation*, GLA, p. 24.

- Under 5 years should have access to play space within 100m of dwellings
- 5 to 11 year olds should have access to play space within 400m of dwellings
- 12 years and older should have access to play space within 800m of dwellings.

The SPG also proposes a new typology for play provision that builds on the multi-functional concept of 'playable space' rather than play spaces and defines a proposed hierarchy of play provision¹⁴⁹. The hierarchy determines the minimum size for a neighbourhood playable space as 500 sqm¹⁵⁰.

5.4.4. Provision Requirement Standards

The *Study Update* recommends a provision requirement standard for child play space in Camden of 2.5 sqm per child (0 to 17 years old)¹⁵¹. The requirement is broken down into three age cohorts (0 to 4, 5 to 11, and 12 to 17).

5.4.5. Baseline – Existing and Committed Parks and Open Spaces

Existing Provision

Children's play space offers play provision for children aged 0 - 16 years. Camden has 130 children's play areas and an additional 70 MUGAs¹⁵². **Table 5-2** illustrates that the existing play provision in Camden is 1.88 sqm per child¹⁵³.

Table 5-2 Play Space Provision

	No. of Play Areas¹⁵⁴	Total sqm (play areas and MUGAs)	Population (0-16 year old)	Existing sqm/child	Population 2026	Future Provision sqm/child
Total	204	60,356	34,912	1.88	39,339	1.67

Source: Camden Open Space, Sport & Recreation Update, 2008

¹⁴⁹ The typology is based on advice contained in the Mayor's *Guide to Preparing Play Strategies*. Mayor of London (2004), *Guide to preparing open space strategies*, GLA.

¹⁵⁰ Ibid. NB. The 500 sqm should be inclusive of landscaping, equipment integrated into the landscaping, seating area away from equipment, bike, skate and skateboard facilities, hard surface area if possible, kick about area, shelter plus basketball net, water feature if possible.

¹⁵¹ Op cit., London Borough of Camden (2008), *Study Update*, p. 5-5.

¹⁵² MUGAs cater for children in all age groups – that is from 0 to 16 year olds.

¹⁵³ Existing play provision per child in the *Study Update* uses 204 play areas as opposed to 200 as it includes for two play areas and two MUGAs situated in Barnet, outside in Camden but used by residents in Camden.

¹⁵⁴ Includes 132 play areas and 72 multi use games areas (MUGAs)

Distribution

The *Study Update* indicates that distribution of child play areas is fairly good across the borough. Distribution of MUGAs, however varies by sub-area¹⁵⁵. Sub-areas such as Hampstead and Highgate, Regents Park, and West have fewer MUGAs, when compared to the number of children in these sub-areas. Sub-areas including Somers Town, and Belsize and Primrose Hill are better served with MUGAs.

Planned and Committed Investment

Consultation with Camden Council has confirmed that there are 28 planned and approved investments in the borough for child play space under the play pathfinder scheme¹⁵⁶. The Department for Children, Schools, and Families (DfCSF) has funded the play pathfinder scheme and a total of £2.6m in funding has been approved to complete the child play spaces¹⁵⁷. This is a two-year project running from March 2008 to March 2010 to help update or provide new play spaces in Camden. As of March 2009, 12 new play spaces had been completed. A further 16 play spaces will be completed by March 2010 including an adventure playground¹⁵⁸. All play areas are in publicly accessible areas across the borough as this was one of the conditions of the DfCSF grant.

Table 5-3 Play Area Phasing, 2008-2010

<i>Time Period</i>	<i>Total Play Space</i>	<i>Status of Construction</i>
March 2008- March 2009	12	Completed March 2009
March 2009- March 2010	16 and 1 adventure play ground	To be completed March 2010

Source: London Borough of Camden, Parks and Play Space Unit, April 2009.

5.4.6. Adequacy**Overall**

The study update identifies that at present Camden only has provision of equivalent to 1.88 sqm per child, thus meaning that it fails to provide child play space in line with the 2.5 sqm standard recommended by the *Study Update*. On this measure therefore, the provision of child play space and MUGAs is currently insufficient. By way of comparison, the Mayor's Child Play Space SPD sets a standard for child play space provision of 10

¹⁵⁵ The classification of sub-areas as referred to by the *Study Update* infer to certain wards of the borough. The sub-areas are thus different from the three sub-areas as used by URS in the rest of the Infrastructure Needs Assessment.

¹⁵⁶ Parks and Play Space Unit, London Borough of Camden, April 2009

¹⁵⁷ Ibid.

¹⁵⁸ Ibid.

sqm per child indicating the degree to which the Study Update target reflects the constraints on Camden in providing such space¹⁵⁹.

As noted above in relation to planned provision, the play pathfinder scheme has a committed scheme to put in place 28 child play space by 2010. This is expected to provide adequate child play provision within some areas of Camden up to 2026¹⁶⁰.

Distribution

The *Study Update* provides an assessment of adequacy across the borough. Adequacy by sub-area is judged against accessibility standards as set in the GLA SPG (see Section 5.4.2). As per this assessment, it was noted that play areas were concentrated in areas with large social housing estates, which are not always accessible to the general public. There are thus localised areas of deficiency including the south east of Regents Park, centre of Kentish Town, the north and east of Somers Town and the east of the central ward / sub-area¹⁶¹. Overall, play space was judged to be reasonably well spaced and accessible.

Distribution of MUGAs on the other hand was observed to be inadequate. Localised areas of deficiency were identified as defined by the corresponding child population density. Areas with access deficiencies and medium to high population density include the north of West sub-area, the centre and south of Kentish Town, the north and east of Somers Town, and the east¹⁶².

5.4.7. Resulting Infrastructure Requirement and Costs

Recommended Infrastructure Requirement

The *Study Update* sets out the infrastructure requirement for child play space and MUGAs:

- Camden's *Study Update* assumes a need for 1 play area for every 150 children. The 39,300 children currently residing in Camden thus require a total of 262 play areas. Keeping in mind the existing 132 play areas, the *Study Update* recommends that the borough would need a further 130 to keep up with demand. Due to the built up nature of the borough the *Study Update* identifies that this is unachievable. Hence, it states that an additional 50 play areas is considered a

¹⁵⁹ Mayor of London (2008), *Supplementary Planning Guidance – Providing for Children and Young People's Play and Informal Recreation*.

¹⁶⁰ Parks and Play Space Unit, London Borough Camden, April 2009.

¹⁶¹ Op cit., London Borough of Camden (2008), *Study Update*.

¹⁶² Ibid, p. 2-11.

more realistic figure, which equates to 25,000 sqm of additional space assuming a play area of 500 sqm per play space¹⁶³.

- A reasonable level of provision for MUGAs is stated as 400 children per MUGA. The *Study Update* consequently identifies that a further 30 MUGAs would be required to meet needs through to 2026. Keeping in mind the nature of the borough a more reasonable target of 15 additional MUGAs is recommended by the *Study Update*¹⁶⁴.

The demand for child play space between 2006 and 2026 is evident in all three sub-areas across the borough, with the highest demand in the south. As noted, the committed 28 new play spaces by 2010 will provide adequate child play provision within some areas of Camden up to 2026. While these spaces will meet some of the demand for play spaces arising from new developments, deprived areas of the borough (i.e. parts of the south sub-area) where open space is currently limited will need further provision¹⁶⁵. Ideally more play provision is needed by 2026 but this is described as unachievable in areas of open space due to the built up nature of Camden¹⁶⁶.

However, there will nonetheless be opportunities to develop some small child play areas within larger development sites including King's Cross, Euston and West Hampstead. This could include potentially semi-private or private but shared facilities for apartment buildings or complexes, including potentially the development of some indoor child play space facilities. There is also the potential for open space within Council housing estates to provide space for MUGAs and formal and informal play spaces. Additionally, URS also recommend the expansion of existing play areas to cater for the demand for play space in deprived areas across the borough.

Cost of Infrastructure Provision

The total cost of the programme to invest in 28 new play spaces (£2.6 million¹⁶⁷) indicates that provision of each space averages out to a cost of £92,000 per play area. Accordingly, given the identified requirement for a further 22 spaces, additional costs in the vicinity of a further £2 million are likely.

¹⁶³ Ibid. p. 5-5.

¹⁶⁴ Ibid.

¹⁶⁵ London Borough of Camden, Parks and Play Space, April 2009

¹⁶⁶ Ibid.

¹⁶⁷ Ibid.

5.5. Allotments

5.5.1. Overall Summary of *Study Update*'s Key Conclusions

Allotments, as covered in the *Study Update*, include allotments, community gardens and city farms.

The key conclusions of the *Study Update* with regard to allotments are mentioned at the outset before analysing findings in the wider context of this report. Accordingly the key findings of the report with regard to allotments are:

- Based on the assessment of existing unmet demand Camden has an insufficient supply of allotments at the present time, and this problem will be exacerbated by the expected growth in population over the period to 2026¹⁶⁸.
- In order to meet the shortfall, allotment space equivalent in area to 19.33 ha or 1,396 plots should be provided over the period 2006 to 2026¹⁶⁹.

The following sections will thus provide a summary account of the key findings, as they are relevant in the wider context of this report.

5.5.2. Baseline- Existing and Committed Infrastructure

Existing Provision

Camden has 11 open spaces used as allotments, community gardens and city farms equating to 3.8 hectares. Of the 11 open spaces, five are community gardens, one is a City Farm and four are allotments. Three of the four allotments are council managed sites, with a total of 194 fully occupied plots. The fourth is a privately managed allotment site, for which no information is available¹⁷⁰. Camden also manages some allotments at the Westcroft Estate just outside the borough.

Committed and Planned Investment

There is no planned or committed investment in Camden's allotments.

5.5.3. Adequacy

The existing 194 plots within the three council managed allotments are fully occupied. In addition, there is suppressed demand for these plots as indicated by the existing waiting list of some 600 people, who may rent an allotment now or in the future¹⁷¹.

¹⁶⁸ Op cit., London Borough of Camden (2008), *Study Update*, p. 2-16

¹⁶⁹ Ibid.

¹⁷⁰ The allotment has therefore been excluded from the analysis.

¹⁷¹ Op cit., London Borough of Camden (2008), *Study Update*, p. 2-14

The *Study Update* takes into account the accessibility of the allotments. In the absence of any set GLA standard, 800m is judged as an appropriate catchment as allotment holders are generally willing to travel up to 10 minutes from home (equivalent of 800m). Using this catchment, it is estimated that approximately 80% of the borough's population is beyond the reach of an existing allotment. Based on current rates of participation there are 8.5 plots per 1,000 households (current rates of participation and those on the waiting list) and assuming plot holders are not prepared to travel further than 800m, it identifies that there could be an estimated latent demand for an additional 636 plots¹⁷².

Therefore, overall the *Study Update* identifies insufficient allotment provision across the borough.

5.5.4. Resulting Infrastructure Requirement and Costs

The *Study Update* states that keeping in mind the increase in population over the planning period 2006 to 2026, there is a total need for 1,396 plots required equating to 19.33 hectares (see **Table 5-4**).

Table 5-4 Total Allotment Needs to 2026

	<i>Plot</i>	<i>Area (ha)</i>
Suppressed Demand	600	5.22
Under served areas estimate	636	12.72
Demographic Change	160	1.39
Total Need	1,396	19.33

Source: Camden Open Space, Sport & Recreation Update, 2008

Demand for an additional 1.39 ha of allotment space was demonstrated to arise from the forecast growth in population, out of an overall requirement of 19.33 ha. The remainder of requirement (i.e. 17.94 ha) indicated in the table above is to address the existing issues of latent demand and accessibility.

However, due to the lack of overall open space in the borough the *Study Update* suggests that there is a need to have a flexible and innovative approach to meet the required 19.33 hectares. This includes using community gardens, roof gardens, and the conversion of existing open spaces for allotments/community gardens and using urban/derelict sites for growing vegetables in large earth containers¹⁷³. It is noted that *Good Food for Camden: The Healthy and Sustainable Food Strategy (2009 - 2012)* commits the Council to finding new growing spaces of varying sizes in the borough.

¹⁷² Ibid.

¹⁷³ Op cit., London Borough of Camden (2008), *Study Update*, p. 5-8

5.6. Outdoor Sports Facilities

5.6.1. Scope and Summary Overview

Outdoor Sports Facilities, as covered in the *Study Update*, include playing pitches and tennis courts. Playing pitches can include both grass pitches for football, cricket, rugby, etc and synthetic pitches (including astro turf, hard / tarmac or rubberised surfaces) that can be used for various sports such as five-a-side football, hockey and basketball.

The key conclusions of the *Study Update* with regard to the requirement for outdoor sports facilities to provide for the above activities are as follows:

- While there may be an existing deficiency in playing pitch provision; it is very unlikely that Camden will be able to address this deficiency given the built up nature of the borough. Therefore no recommendation is made for additional sports pitch provision.
- The existing provision of tennis courts is sufficient to provide for anticipated population growth over the period to 2026.

5.6.2. Baseline – Existing and Committed Parks and Open Spaces

Existing Provision

Table 5-5 shows that there are 29 outdoor sports pitches in total in the borough but that Camden is also below the national average for sports pitch provision. In addition to sports pitch provision, there are 22 public tennis courts and 22 small outdoor synthetic pitches which can be used by smaller sports groups for purposes such as five-a-side football, netball, basketball and hockey.

Table 5-5 Local Pitch per person for individual sports for Camden and National

<i>Sport</i>	<i>Total Pitches</i>
Football	21 full sized pitches 10 junior sized pitches
Cricket	6 full sized pitches
Rugby	2 full sized pitches
Hockey	1 full sized pitch
Five-a-side (useable for football/ hockey/ basketball, etc)	22 small synthetic pitches
Tennis Courts	22 full sized courts
Total	51

Source: Camden Open Space, Sport & Recreation Update, 2008

Planned and Committed Future Investment

At present it is understood that there is no committed investment for additional outdoor sports provision in the form of playing pitches or tennis courts.

5.6.3. Assessment of Infrastructure Need

Adequacy / Need for further provision

The *Study Update* judges that an assessment of the adequacy of provision of outdoor pitches (using the Sport England playing pitch methodology) is not possible. This is because the council have not carried out a detailed questionnaire of local clubs, which is required to assess provision also because it is not considered appropriate to use the Sport England playing pitch methodology as Camden has a limited ability to provide additional pitches. However, comparing against national standards of number of people per pitch signifies that Camden is below the average level of pitch provision per person for all pitch sports. Whilst this may be the case, a strong pre-requisite for outdoor playing pitch provision is the availability of space, which, as observed above from Camden's emerging *Core Strategy*, is something that Camden lacks and does not have access to¹⁷⁴.

It should also be noted that the *Study Update's* analysis did not include the pitches on Hampstead Heath Extension which are just to the north of the borough's boundary but would be accessible to residents of Camden¹⁷⁵.

The *Update* measures adequacy of tennis courts and analysis shows that existing rates of provision are sufficient to meet the future tennis needs of Camden's residents.

5.6.4. Resulting Infrastructure Requirement and Costs

Recommended Infrastructure Requirement

As set out in the overall summary at the start of this sub-section, the *Study Update* did not make any recommendation for further outdoor space facilities – either pitches or tennis courts for reasons explained above.

Accordingly, there is no requirement for additional outdoor sports facilities over the planning period concerned.

Cost

While the *Study Update* does not observe a requirement for additional provision of outdoor sports facilities; it does observe that – given the importance of synthetic / all-weather pitches in a borough such as Camden which clearly has limited provision of grass pitches – a proportion of contributions made towards public open space could be spent on upgrading the quality of existing pitches or providing new facilities where none exist nearby. This would imply that there is a potential for development contributions to be collected and made available for outdoor sports facilities, even though no advice is given within the *Study Update* as to how such a contribution could be calculated.

¹⁷⁴ Ibid. p. 2-53 –2.56.

¹⁷⁵ Ibid.

6. LIBRARIES

6.1. Scope

This section deals with the provision of library services. Camden's *Core Strategy Preferred Approach* states that the Council supports the provision of a wide range of community facilities and services including, amongst other things, libraries.

Camden recognises that there has been a shift to new models of service provision in libraries¹⁷⁶. Libraries are no longer solely a place to borrow books but also function as a community hub offering services and facilities to cater for a range of community needs including those of children, students and job seekers.

This accords with the overall vision set out in Camden's *Community Strategy* to improve and enhance the quality of community services within the borough¹⁷⁷.

Box 2: Ideas, Communities and Lifestyles

The way in which libraries are provided for has been undergoing a substantial change in recent years and there have been several innovative projects in recent years that demonstrate how libraries can be re-invented to appeal to their host communities and engage a wider audience. A few such examples are profiled briefly below:

London Borough of Tower Hamlets: The Idea Store

Idea Stores are designed to integrate traditional library services, information resources and education services. The proposals for an Idea Store in Tower Hamlets aims to tackle library renewal, life long learning and community renewal and act as a resource for the whole community.

London Borough of Southwark: Peckham Library

Peckham's library offers an innovative service to the community. Of note is the library's integration of child, teenage and adult learning through on-site education services.

Surrey County Council: The Epsom Lifestyle Centre

The Epsom Lifestyle Centre offers a mix of services to the community. The Centre includes a library and learning centre alongside other community services such as a GP surgery, crèche and children's play area, and multi-purpose function rooms. This centre demonstrates the movement towards new modes of library service provision, and integration with a wide the range of uses and community services.

¹⁷⁶ London Borough of Camden (2008) *Shaping Camden – Camden's LDF Core Strategy Preferred Approach*, paragraph 5.21.

¹⁷⁷ London Borough of Camden (2007), *Camden's Community Strategy: Camden Together 2007-2012. Progress report on the theme "Enabling people to take an active part in stronger local communities"*

6.2. Key Policy Drivers

Local authorities have a duty under the 1964 Public Libraries and Museums act to provide a comprehensive and efficient library service to all who live, work or study in the area¹⁷⁸. At a more local level, Camden's emerging *Core Strategy* notes that the network of libraries in the borough provides for both adult and community learning¹⁷⁹, and that the network is a valuable resource in terms of facilitating learning and helping to broaden the opportunities available to the community in Camden.

6.3. Provision Requirement Standards

A widely used provision requirement standard for library space is:

- 30 sqm per 1,000 residents (population)

This standard is a commonly applied benchmark for other local authorities including Westminster City Council and Bracknell Forest Council. It is also recommended by the Museums, Libraries Archives Council¹⁸⁰.

Issues/ Future Trends

As indicated in Box 1, there is an emerging trend in some other communities for libraries to increasingly become a community focus point offering a wider range of services than has traditionally been the case. In turn, this could increase the demand for library space beyond accepted benchmarks such as that given above. Alternatively, it could lead to greater efficiencies through the multi-purpose use of space and reduce overall space requirements for the range of services being offered across libraries and other community facilities.

Furthermore, it is worth considering that a standard floorspace provision ratio does not readily take account of factors such as opening hours or the use of information technology. Longer opening hours for instance could lead to a reduction in peak periods of visitation, and even to a reduction in the space requirements to accommodate the demands for library services. They also extend the times during which libraries are accessible, thus leading to an increase in the provision of services without the need for any significant capital investment. It is also worth considering that differing functional requirements might be met through internal reconfiguration and redesign without the need for additional floorspace.

A final issue to consider is the extent to which students may place an additional demand on local libraries. While it might be expected that students could potentially increase the

¹⁷⁸ Museums, Libraries and Archives (MLA) Council (2008), *Public Libraries, Archives and New Development: A Standard Approach*.

¹⁷⁹ London Borough of Camden (2008), *Shaping Camden – Camden's LDF Core Strategy Preferred Approach*

¹⁸⁰ MLA (2008), op cit.

demand at which libraries and library services are taken up within the community, discussions with Camden's Head of Libraries, Information and Community Learning indicate that there is no evidence to suggest that students are placing any particular additional demand on Camden's local libraries. Part of the reason for this is thought to be the fact that students tend to require library services that are more orientated to their academic activities which are far better met by libraries provided by higher education institutions. The only exception to this is for school and FE students who do create demand for library services, in particular in requiring space for study. This in turn can put pressure on libraries during pre-exam period and study leave times¹⁸¹. It is noted however that such peaks in demand occur only for a short duration of time, relatively few times, each year..

6.4. Baseline – Existing and Committed Library Provision

Existing Provision

There are a total of 13 local libraries¹⁸² in Camden located across the borough in a range of locations. The libraries are listed in **Table 6-1**. Floorspace figures are also given but it is stressed that these figures are preliminary estimates only and may be subject to change pending completion of the *Asset Review* study being undertaken by the Council¹⁸³.

Table 6-1 Existing Library Provision

Library Location	Area (m2)	Percent of Total
Belsize	284	3%
Camden Town	500	5%
Chalk Farm	412	4%
Heath (n/a, assumption is that it is similar to Belsize)	284	3%
Highgate	406	4%
Holborn	3,694	35%
Kentish Town	544	5%
Kilburn	1,178	11%
Queens Crescent	415	4%
Regents Park	224	2%
St Pancras	500	5%
Swiss Cottage	1,831	17%
West Hampstead	383	4%
Total	10,655	100%

Source: Mike Clarke, Head of Libraries, Information and Community Learning, London Borough of Camden. Note that figures may not add up due to rounding. NB. Figures are preliminary only and subject to confirmation at a later date beyond the conclusion of this study.

¹⁸¹ Phone interview: Mike Clarke, Head of Libraries, Information and Community Learning, LB Camden, 23.04.09

¹⁸² Source: Camden Council Libraries, available at <http://www.camden.gov.uk/ccm/navigation/leisure/libraries-and-online-learning-centres>

¹⁸³ The *Asset Review* is scheduled for completion in Summer 2010. See **Section 9** for more detail.

In addition to Camden's 13 local libraries there are also home, mobile and school library services.

The borough also benefits from having the British Library located within its borders. The library is situated on Euston Road in between Euston and King's Cross / St. Pancras tube and rail stations. The British Library is however primarily a national facility and does not aim to provide facilities and services for the Camden community in the same way that Camden's other libraries do. For this reason, in examining the provision of library services over the *Core Strategy* planning period, the British Library is not formally counted.

Committed/Planned Investment

There are no current plans for capital investment to expand any of Camden's libraries. Two possible projects at existing libraries (at the Town Hall and Holborn Libraries) are acknowledged although these are sites of recognition only and no firm plans have been concluded. There are no plans to rebuild Camden's libraries; the main focus regarding planned investment is on increasing accessibility by improving the services which libraries in the borough offer¹⁸⁴.

6.5. Assessment of Infrastructure Need

As per **Table 6-1** the floor area of Camden's 13 libraries totals 10,655 sqm. Assuming an existing population of 210,000 this equates to an existing rate of provision of 50.7 sqm of library space per 1,000 residents. This indicates a provision rate considerably in excess of the 30 sqm per 1,000 residents benchmark cited above.

It further indicates that that, in absolute terms, Camden will have adequate library space for several years to come. Indeed, assuming a population of 246,000 in 2026 (as per the identified Development Trajectory given in **Figure 1-1**) Camden would still have an average provision rate of 43.5 sqm per 1,000 population.

This indicates that there will continue to be sufficient library floorspace to meet the requirements of Camden's population in 2026 for library services without the requirement to provide additional new floorspace.

Furthermore, it is noted that there are other ways to get more out of the existing library infrastructure through various means including through introducing new technologies, reconfiguration of existing sites and offering longer opening hours, the latter through which a significant increase in provision of library services could be achieved.

6.6. Resulting Infrastructure Requirement

On the basis of the above analysis it appears that there are no strategic infrastructure requirements for libraries arising over the *Core Strategy* planning period from 2006 to 2026.

¹⁸⁴ London Borough of Camden, Libraries, March 2009.

While concluding that there is sufficient provision of library space both currently and looking forward to 2026, there may be improvements with regard to the quality of provision and its geographic distribution. With regard to the latter, it is noted that the existence of a large facility at Holborn is beneficial given the expected increase in population in the south of the borough both within and surrounding the growth areas depicted in **Figure 1-1**.

Camden's Library Service has confirmed that these are separate matters to the overall question of strategic infrastructure requirements that are best looked at in the context of a fuller consideration of the opportunities to maximise the efficiency of the existing library service infrastructure by means such as reconfiguration and extending opening hours, and which are therefore not related to the provision of space per se¹⁸⁵.

¹⁸⁵ London Borough of Camden, Libraries, April 2009.

7. EMPLOYMENT AND TRAINING PROJECTS (JOB BROKERAGE)

7.1. Scope

The main focus of this section is on the job brokerage programs that exist in Camden. Job brokerage refers to 'a range of schemes and initiatives to help find local jobs for residents'¹⁸⁶. In essence, the key purpose of such schemes and initiatives are to get people (back) into work.

Box 3: Job Centre Plus Camden

Job Centre Plus offers a best practice solution to helping get people into employment.

The 2008-09 priorities aim to transform the services it currently offers. For example; introducing the new Employment and Support Allowance, succeeding in Local Employment Partnerships, and the introduction of a range of services for lone parents. By meeting the aims this will improve the overall performance of job centre plus.



Image source: www.jobcentreplus.com

7.2. Policy and Contextual Drivers

Job brokerage is a high priority to Camden's local economy; as there is a need to boost the skills and knowledge of Camden's residents to increase both the number of people employed and the employability of the borough's residents. Camden's *Core Strategy Preferred Approach*, Preferred Approach CS15 focuses on a successful and inclusive Camden economy and identifies a mismatch in the skills required by employers and residents therefore by improving the access to training this will increase employment opportunities¹⁸⁷.

Additionally, Camden's Economic Development Partnership (EDP)¹⁸⁸ identifies the need to co-ordinate employment, training, and enterprise initiatives in Camden with the goal of maximising employment, training and business opportunities for Camden's local residents.

¹⁸⁶ London Borough of Camden (2008), *Camden Core Strategy Preferred Approach*, paragraph 6.23.

¹⁸⁷ Ibid, paragraph 6.22.

¹⁸⁸ Camden Council website: www.camden.gov.uk

7.3. Baseline - Existing and Committed / Planned Provision

As of September 2008, unemployment in Camden is 6.6% of the economically active population¹⁸⁹. It is expected that the current downturn will increase the demand for job brokerage services.

Existing Provision

There are two main job brokerage initiatives identified in Camden:

- Camden Working
- King's Cross Working (and new Construction Skills Centre)¹⁹⁰.

Camden Working is a network of job brokerage provision projects funded by the council over the next three years. The projects involved are three job shops that offer employment advice and services. These three job shops are located within Camden at Mornington Crescent, Swiss Cottage library, and an NHS job shop at Kentish Town. In addition to the job shops there are a number of voluntary sector organisations such as Communities Into Training and Employment (CITE) which are part funded by Camden Working¹⁹¹.

King's Cross Working is a job brokerage service focused on construction related training and skills. The projects involve apprenticeship schemes with an aim to offer 150 apprenticeship schemes per annum. In addition to these schemes King's Cross Working has been granted planning permission for a Construction Skills Centre that is to offer training, support and access to construction-related skills and employment¹⁹².

The King's Cross Construction Skills Centre has been recently completed and is being promoted as the first completed building of the King's Cross Central development. The centre has a floor area of more than 1,450 sqm (15,600 sq ft) and was delivered for a total cost of £2 million. This is more than double the size required by the s106 agreed with Camden Council¹⁹³.

¹⁸⁹ Numbers and % are for those aged 16 and over (working age). The percentage is a proportion of economically active. Model Based Unemployment Statistics, ONS (2008).

¹⁹⁰ London Borough of Camden (2008), *Camden Core Strategy Preferred Approach*, paragraph 6.23 and also confirmed London Borough of Camden, Job Brokerage Manager, March 2009.

¹⁹¹ London Borough of Camden, Regeneration Division, Economics and Development Services, March 2009.

¹⁹² Ibid.

¹⁹³ King's Cross Central website: <http://www.kingscrosscentral.com/constructionskillscentre>

In addition to Camden's two main job brokerage initiatives, there is also a central government funded mainstream job brokerage service located in Camden in the form of a single Job Centre Plus (JCP) outlet, located in Kentish Town¹⁹⁴.

Finally, there are smaller local / neighbourhood job brokerage centres at Kilburn Library and (in the form of Camden Working job shops) in Eversholt Street and at Swiss Cottage Library which provide employment search resources and other forms of assistance to people looking for employment.

Existing Demand

The total number of working age clients that are benefit claimants has been identified in **Table 7-1**. The benefit claimants here are considered a proxy for Camden's Job Centre Plus customers. This total number of claimants includes job seekers, incapacity benefits, lone parents, and others on income related benefits.

Table 7-1 Camden, Claimants by Category, 2008

<i>Claimant Category</i>	<i>Total Claimants</i>
Job Seekers	3,810
Incapacity Benefits	11,010
Lone parents	3,920
Others on income related benefits	3,280
<i>Total Claimants</i>	22,020

Source: Benefit Claimants - Working Age Clients for Camden, August 2008

Planned Investment

In addition to the recently completed King's Cross Construction Skills Centre identified in the previous section, Argent – the developers of King's Cross – are due to build a recruitment and skills centre as per the King's Cross Central section 106 agreement. This is separate from the Construction Skills Centre and is intended to facilitate recruitment into end-use jobs as they become available within the King's Cross Central development.

Additionally, one option being considered by the Council is to create spaces within local libraries that can accommodate employment-search resources to assist people looking for employment, which would function as more local neighbourhood job brokerage centres¹⁹⁵. For instance Kilburn Library, in the north west sub-area, runs regular working advice sessions that helps people with job searches and CV preparation.

7.4. Assessing the Need for Job Brokerage Infrastructure

Assessing Adequacy

¹⁹⁴ Central London Partnership Manager, Job Centre Plus, April 2009

¹⁹⁵ London Borough of Camden, May 2009

Assessing the adequacy of job brokerage services is a complex question, especially with regard to considering the need for physical infrastructure such as a building within which such services can be provided from. This is further complicated when considering the requirement for job brokerage services into the future.

An obvious consideration is the current economic downturn. At present, the economic downturn would indicate that additional resources are needed. However, economic conditions are cyclical and hence the demand for services is likely to rise and fall several times over the planning period under examination in sync with increases and decreases in unemployment during that time.

Furthermore, the effectiveness of job brokerage services is only marginally dependent on the provision of physical buildings to house such services. A range of other factors are likely to play a significant role including the existence of training programmes, the existence of well-organised and facilitated employer-employee networks to facilitate access to job opportunities, the organisation and arrangement of the services themselves, and last but not least, the prevailing economic conditions.

Where physical building space is required consideration can also be given to temporary or short term accommodation such as vacant shop spaces. Indeed, such space is likely to be readily available during an economic downturn when the need for job brokerage services is at its highest.

Finally, it is also necessary to consider that recent investment at the King's Cross Construction Skills Centre in providing a 1,450+ sqm (15,600+ sq ft) employment centre will substantially contribute to dramatically enhancing the provision of employment, training and job brokerage services in Camden over the planning period concerned. Furthermore, other large developers in the Camden area will be encouraged to make use of the centre.

By comparison, a preliminary evaluation of the potential demand that would be created by Camden's population growth of just under 36,000 people over the period to 2026, based on basic standard Jobcentre Plus staff and floorspace requirement standards, indicated that only a further 190 sqm of floorspace would be required¹⁹⁶. This is only a little over 13% of the size of the King's Cross facility. This preliminary assessment demonstrates that the completion of the King's Cross facility has made a very substantial contribution to the provision of infrastructure suited to the provision of training, employment and job brokerage which is many times in excess of the basic minimum standard.

¹⁹⁶ This assessment was based on a calculation obtained by taking the current rate of benefit claimants of working age in the existing working age population (0.09) and setting that figure against the future increase in people of working age expected over the period from 2026. This facilitated calculation of the expected increase in claimant numbers, which in turn could be translated into job brokerage staff and job centre floorspace requirements (of 3.28 staff members per 1,000 claimants and 19 sqm per staff member. The workings are show in the *Camden Infrastructure Model* accompanying this report.

7.5. Resulting Infrastructure Requirement for Job Brokerage

The existing facilities offered through Camden Working, King's Cross Working and the new investment in the King's Cross Construction Skills Centre imply that Camden is reasonably well placed in terms of the infrastructure required for the provision of job brokerage facilities of these types.

However, Camden's experience is that people who are furthest removed from employment (e.g. the long term unemployed or people who have taken time out from employment to look after children) are more likely to make use of neighbourhood facilities close to where they live and may be unwilling (and in many cases unable, e.g. because of difficulties in arranging for childcare or to pay for transport) to make use of Job Centres and other centrally-based services. This implies that there is, subject to funding, potential to further develop the network of neighbourhood job brokerage centres, along similar lines to the Camden Working job shops located in Eversholt Street and Swiss Cottage Library.

8. CEMETERIES

8.1. Introduction

Cemeteries provide for both burials and cremations, and are an important part of social infrastructure. It is important to remember that such facilities are not only for the deceased. They also provide the bereaved with a final resting place for family members and friends, and in doing so serve an important function for the living.

In June 2004 the London Boroughs of Islington and Camden set up the Islington and Camden Cemetery Services (ICCS) acting as a joint cemetery service. Together, the two boroughs operate four cemeteries¹⁹⁷, two of which are physically located within Camden's boundaries. These cemeteries together hold a great deal of history and also form an important open space asset for the borough.

It is important to note at the outset of this chapter that given that Camden is a densely settled borough, Camden's cemeteries have limited growth potential and must accommodate burials and cremations within their existing limits.

Box 4: "Design Cemeteries for the living, not just the dead"

This is the advice from the Commission for Architecture and the Built Environment (CABE). CABE emphasise the need to identify burial space as important green space within urban boroughs. Accordingly, they advise that cemeteries should be community spaces offering beauty and comfort to their visitors. As a result, they identify a need to ensure better and appropriate planning to ensure this.

8.2. Baseline (Existing and Funded/ Approved)

Existing Provision

There are three cemeteries located in Camden; Hampstead, St. Pancras, and Highgate Cemetery. Hampstead and St. Pancras are Council-owned, whereas Highgate is a privately owned and operated facility.

Incidentally, Camden's three cemeteries account for 4.9 hectares of Camden's open space¹⁹⁸, and given Camden's high urban density they form a valuable part of the borough's open space provision.

Planned Investment

¹⁹⁷ Highgate Cemetery, St. Pancras Cemetery, Trent Park Cemetery and Islington Cemetery and Crematorium.

¹⁹⁸ London Borough of Camden (2008), *Camden Open Space, Sport and Recreation Study Update*

There is no planned investment to expand any of the cemeteries in Camden¹⁹⁹.

Adequacy of Existing and Committed Infrastructure

Camden and Islington Cemeteries advised that of the three cemeteries located that the situation with regard to available capacity was as follows:

- Hampstead Cemetery (located within Camden)
 - Has no new grave spaces available, but there is an area for cremated remains to the north of the cemetery.
- Highgate Cemetery (located within Camden)
 - Has not reached full capacity; it has approximately ten years of burial space currently remaining.
- St Pancras Cemetery
 - Camden shares approximately 150 acres with Islington cemetery
 - Rapidly running out of space but still has an estimated ten years of burial space remaining.
- Trent Park Cemetery
 - Also shared with Islington
 - Over 40 acres of burial space available.

Overall, Camden and Islington Cemeteries confirmed that existing cemetery provision in Camden is good. While space is limited in the existing cemeteries that are located within Camden, the partnership with Islington Cemeteries and particularly the availability of space at Trent Park, means that there is judged to be substantial adequate provision²⁰⁰.

Overall, Islington and Camden Cemetery Services estimate that 40% of the total burials/cremations in Camden's three cemeteries were residents of Camden²⁰¹. Therefore, the remaining 60% of Camden's residents are buried elsewhere.

¹⁹⁹ Islington and Camden Cemeteries, Business Administration Manager, March 2009; and Highgate Cemetery Ltd, Cemetery Manager, March 2009.

²⁰⁰ Islington and Camden Cemeteries, Business Administration Manager, March 2009.

²⁰¹ Ibid.

8.3. Measuring Future Demand for Cemeteries

There are some crucial factors to consider when examining whether or not Camden needs to outline a strategic infrastructure requirement over the *Core Strategy* period for cemeteries.

- Firstly, Camden has virtually no space within the borough's boundaries to enable expansion of or provision of new cemetery space (without appropriating land that is used for other purposes such as open space).
- Second, although Camden's population will grow with additional development, it does not automatically follow that this will lead to a corresponding increase in demand for burials and cremations. This is because, in demographic/ statistical terms, Camden is a relatively very young borough and so has a more healthy and active population, thereby reducing the demand for cemeteries.
- Additionally, it is important to consider that a large proportion of Camden's current population may not still be living in Camden as they grow older, and so this may also distort any correlation between population growth and demand for cemeteries.

Of interest is that Camden has a higher proportion of cremations than the national average. The national figures for the number of burials to cremations ratio is 30:70, whereas in Camden it is 50:50²⁰². This is partly due to religious factors.

8.4. Resulting Infrastructure Requirement for Cemeteries

On the basis of the above analysis it is considered that there is no need for physical infrastructure provision within Camden. Furthermore, Camden residents have access to additional facilities outside of the borough's boundaries, and Camden and Islington Cemeteries advise that it is considered that there is adequate provision for the foreseeable future.

On this basis it appears that there are no infrastructure provision needs for cemeteries arising over the *Core Strategy* planning period.

²⁰² Ibid.

9. COMMUNITY BUILDINGS

9.1. Overview and Scope

This section deals with the need for provision of community buildings arising from growth in Camden.

The term community buildings may be subject to some ambiguity thus making it important to establish the exact frames of reference for this report. Camden Council identifies a useful framework for considering the four key purposes that community buildings and related infrastructure serve. These key purposes which this study focuses on are:

- Services for children (crèche, play, under 5s, youth clubs)
- Advice services (CAB, Law Centre, BME community advice uses, etc)
- Adult and Community Learning (in this case there is overlap with colleges)
- Meeting Rooms and Halls (which can include faith group meeting space)²⁰³.

It is important to note upfront that there is considerable overlap between the four purposes provided by community buildings and similar functions provided for by schools, libraries, and leisure centres among others²⁰⁴.

9.2. Approach

The approach used to investigate the requirements for community buildings differs from the approach used to research other types of social infrastructure covered in the previous and remaining sections of this report.

The research and subsequent analysis of the findings were conducted both quantitatively and qualitatively. The quantitative analysis was limited as floorspace for only 51% of the buildings housing various community facilities was currently available. It was thus considered important to supplement the quantitative analysis with qualitative research to arrive at a balance so as to more robustly understand the future need and requirements arising from growth for community buildings in Camden.

²⁰³ It is recognised there is within this section that considerable overlap that exists between the above facilities. Additionally there is an issue of faith groups that entwines with some or all of the existing facilities. A separate use category has thus been considered within the section for faith facilities (See **Section 10**). A more qualitative approach is used to measure faith facilities.

²⁰⁴ Community buildings can be distinguished from schools, libraries, etc as a majority of the buildings described in this subsection of the report are owned by the Council but are managed by voluntary and community organisations which are independent of the Council (although in most cases they receive revenue funding from LBC to enable them to provide services).

The quantitative analysis included a desktop review of information arriving out of Camden's currently ongoing *Asset Review*²⁰⁵. Information provided on existing floorspace was used to understand the existing provision of community floorspace in the borough. The review of existing provision in the borough was affected by a number of issues, as identified:

- The indicative list of community buildings provided by Camden Council included a total of 50 local community buildings/facilities. Floorspace was only available for 27 of these buildings/facilities. Therefore, the review of existing provision is based on just 51% of the total existing community buildings.
- All the floorspace supplied by Camden Property Services are base level Gross External Area (GEA) footprint figures. Information of the number of levels per building was limited and figures have been recalculated only on those buildings where the information was readily available. This lack of such information further affects the review of existing provision.
- Services offered by community buildings overlap considerably with those provided for adult education, open and play space by schools and play schools among others and the floorspace mentioned above does not include for these overlaps in provision.

The qualitative analysis included a survey of six community centre managers²⁰⁶. The consultation surveys sought to elicit information on the existing provision and quality of and future need for, community buildings. The following represents the generic structure of the information asked for (See Appendix 1 for the complete questionnaire):

- The intensity of use
- The existence of competing uses
- The type and availability of facilities needed
- The readiness to share these facilities with other groups/ users
- The state of repair and degree to building stock
- Potential/ committed future investments.

²⁰⁵ The *Asset Review* includes a review of all community buildings and is currently being undertaken by the Asset Review team at London Borough of Camden. Information provided by the team has been used extensively in the study. Please note that this information is not published or confirmed at the time of writing.

²⁰⁶ The six community facilities interviewed were selected by London Borough of Camden (as of Feb 2009) as a sample of the existing 22 community centres. It is important to note that the centres were interviewed on the basis of those having significant planned expansions either in an advanced stage of planning (including securing funding) or approved planning permission, including two that have or are likely to receive lottery funding.

Overall, the surveys were used as a snapshot tool to judge the existing baseline at the present time. This was found to be particularly useful in a scope that would otherwise be limited²⁰⁷.

This section will follow a similar structure to the previous sections by identifying the key policy and contextual drivers, provision standards and issues, existing baseline in terms of distribution and adequacy of community buildings, the demand for infrastructure, and conclude by setting out whether or not there is a resulting requirement for further infrastructure provision.

9.3. Key Drivers

The estimation of future demand for the borough is directed by two key aspects – policy drivers and contextual drivers.

Policy Drivers

Key policies that drive the provision of community buildings are at a national, regional and local level.

National *Planning Policy Statement 1* (PPS1) states that all development should benefit and support existing communities. It encourages councils to ensure the creation of safe, sustainable, liveable and mixed communities with key services for all the members of the community²⁰⁸.

At the regional level, the *London Plan* highlights the need to provide accessible and affordable community facilities. It further states that the needs of the community require strategic planning to provide facilities that meet the necessary requirements²⁰⁹.

At the local level, Camden's policies reflect national and regional guidance, as well as local imperatives. The *Core Strategy Preferred Approach* is a key driver and *Preferred Approach CS10 Supporting community facilities and services* accordingly identifies the key role played by community buildings in providing people with opportunities to meet, learn, socialise and develop skills and interests, thus improving their quality of life. The *Core Strategy Preferred Approach* also identifies the Council's aspirations for the growth areas in Camden to improve community facilities and services²¹⁰.

This is in line with the overall vision set out in Camden's *Community Strategy: Camden Together* to improve and enhance the quality of community services within the borough.

²⁰⁷ The information used in the quantitative analysis was relatively limited. This was because the Asset Review is currently not completed. The information used was therefore incomplete and would need to be reviewed post the publication of the Review in 2010.

²⁰⁸ ODPM (2005), *Planning Policy Statement 1: Delivering Sustainable Development*

²⁰⁹ The Mayor of London (2008), *The London Plan: Spatial development of Greater London*, GLA

²¹⁰ London Borough of Camden (2008), *Shaping Camden: Core Strategy Preferred Approach*

Camden Together focuses on developing and delivering excellent community services that will help improve the quality of life for Camden's population now and in the future²¹¹.

Part of the above is ensuring children and young people have access to high quality education and that they, along with adults, make the most of the opportunities for further and higher education, training and employment. The Council's *Children and Young People's Plan* aims to improve levels of achievement and raise standards in schools, protect and keep all children and young people from harm and crime²¹². The need for further education and adult learning is further highlighted in the community strategy which aims to build on out-of-school and community learning in addition to fully utilising local cultural (e.g. the British Museum, British Library, etc) and educational institutions (see **Sections 2.5 and 2.6**).

Overall, policy signifies the need to ensure adequate provision of community buildings to enhance sustainable community living.

Contextual Drivers

Camden is a particularly diverse borough. The borough is also unique in that the population is relatively young. A high proportion (approximately 50%) of its residents are aged between 20 and 44 (compared to 43% for Greater London) and 77% are aged below 50 (compared to 74% for Greater London)²¹³. Camden is also a borough of contrasts, including some of the wealthiest neighbourhoods in London and some of the poorest. There is a difference in male life expectancy of more than 11 years between the wards of Hampstead Town and St. Pancras and Somers Town.

Camden has a vibrant local voluntary and community sector (VCS) with close to 1,570 organisations run by volunteers on a non-commercial basis. Voluntary Action Camden (VAC) works to support, develop and promote voluntary and community activity in Camden. Its vision is to enhance the quality of life for Camden residents by ensuring community services are responsive to local resident needs²¹⁴. The borough is also home to a range of forums that work to support and promote the interests of particular groups within the community. These groups include the Camden Lesbian, Gay, Bisexual and Transgender Forum, the Camden Faith Communities' Partnership, the School Councils for Young People and the UK Youth Parliament, among others.

²¹¹ London Borough of Camden (2007), *Camden's Community Strategy: Camden Together 2007-2012. Progress report on the theme "Enabling people to take an active part in stronger local communities"*.

²¹² London Borough of Camden (2006), *Camden's Children and Young People's Plan 2006-2009*, Camden Council

²¹³ ONS (2001), *Census Statistics for the London Borough of Camden*

²¹⁴ Voluntary Action Camden (2009), *What we do*. http://www.vac.org.uk/what_we_do.htm

Accordingly, the richness of Camden's VCS is a key driver of the requirement for meeting space in the borough and it is important to consider how a community as dynamic as Camden manifests itself in terms of demand for facilities.

9.4. Provision Requirement Standard

There is no single, readily available provision standard for community buildings that prevails either nationally or locally. Therefore analogous provision standards were sought to provide a context for understanding potential future demand for such space in the borough.

Through a desk-based review, standards for boroughs deemed comparable to Camden were sought. In total, 41 local authorities were reviewed, including all 31 local authorities (LAs) in Greater London. Additionally 10 LAs outside Greater London (including nine LAs in the South East of England) such as Milton Keynes, Reading, Wokingham and Bracknell Forest were also looked at as a point of comparison as these authorities are known for the careful consideration given to the need for social infrastructure.

Of the 41 LAs contacted only seven had specified standards for the provision of community buildings. The findings were as follows:

- LAs including Westminster, Hackney, Lambeth, Kensington and Chelsea, Ealing, Merton, Croydon, Hounslow, Bromley and Haringey among others were all found not to have any specific existing standards for the provision of community buildings.
- Planning policy officials at the LAs of Hackney, Tower Hamlets, Wandsworth, Redbridge, Newham, and Reading all confirmed that standards for the provision of community buildings were identified on a site-by-site basis, and that they did not have a general/ overall provision requirement standard for community space.
- LAs including Southwark, Islington, Brent, Greenwich, Bexley, Milton Keynes and Bracknell Forest used the following provision standards as indicated in their individual planning obligations SPDs. Some SPDs express the standards in terms of demand per new dwelling, however all below standards have been expressed in terms of provision per 1,000 residents²¹⁵:
 - Milton Keynes²¹⁶: 61 sqm
 - Islington²¹⁷: 61.2 sqm

²¹⁵ Equating a provision standard expressed as demand per dwelling to a provision standard expressed as demand per (1,000) residents is easily achieved by dividing the provision requirement by the prevailing average household size for the relevant LA area. This approach could be slightly inaccurate, but the margin for error would be minimal; and would not materially impact on the conclusions of this study.

²¹⁶ Milton Keynes Council (2005), *Milton Keynes Planning Obligations for Leisure, Recreation and Sports Facilities*

- Southwark²¹⁸: 34 sqm
- Greenwich²¹⁹: 109.6 sqm
- Bexley²²⁰: 102 sqm
- South Kilburn NDC (in Brent)²²¹: 371 sqm
- Bracknell Forest²²²: 142.8 sqm

Issues and Future Trends

It is apparent from the diverse range of standards applied by different LAs that each LA sets standards to reflect their own specific community requirements for community buildings. Of the standards that the study was able to identify, they range from 34 sqm per 1,000 residents in Southwark to as high as 371 sqm per 1,000 residents in South Kilburn. The large variation in standards between LAs makes it difficult to evaluate one standard against another, and also suggests that standard provision rates for community space are best determined at the LA-level to reflect local needs, preferences and circumstances. It should also be noted that the standard set for South Kilburn NDC could be considered as not providing a comparable case study as due to the differences between its resident population's socio-economic profile and Camden's²²³.

As a result, this study is not able to arrive at a recommendation of a single standard provision rate for Camden by reference to similar standards applied elsewhere. Accordingly, it is not considered appropriate to use these standards (either by taking an average, or making presumptions as to which standard might be most applicable in the case of Camden) to assess the sufficiency of Camden's existing provision of community buildings. They merely provide a context for the quantitative analysis that follows.

²¹⁷ London Borough of Islington (2008), *Planning Obligations (Section 106) Draft Supplementary Planning Document*

²¹⁸ Southwark Council (2007), *Section 106 Planning Obligations supplementary planning document (SPD)*

²¹⁹ Greenwich Council (2008), *Planning Obligations supplementary planning document (SPD)*

²²⁰ London Borough of Bexley (2008), *Planning Obligations Guidance*

²²¹ URS experience in South Kilburn New Deal for Community suggests a requirement for 371 sqm per 1,000 population

²²² Bracknell Forest Borough (2007), *Limiting the Impact of Development – Supplementary Planning Document*

²²³ In the case of South Kilburn NDC, an exceptionally high standard was kept due to the nature of the resident population: i.e. the area was awarded New Deal for Communities status in 2001 by the Department for Communities and Local Government as one of the 39 most deprived areas in England. South Kilburn is the last significant area in Brent not to have seen a substantial investment in its housing stock and the exceptionally high standard kept for community facilities reflects as aspiration that is part of a ten-year programme to tackle social exclusion and improve the quality of life in this particularly deprived neighbourhood.

In the context of a lack of evidence to support the identification of a single quantifiable provision standard, this study will rely on the qualitative evidence and analysis instead to examine the existing level of provision and draw conclusions as to the adequacy of existing provision and the potential future requirement arising from growth.

The qualitative analysis will include identifying whether or not higher levels of provision for particular purposes might be required in Camden. It will thus take into account the existing level of provision, the experience of certain centres, and the demonstrated need existing in Camden, including taking account of the borough's active VCS.

9.5. Baseline – Existing and Committed

Existing Provision

The following sections provide a review of the existing provision of community buildings in the borough. Information on the existing provision of community buildings was obtained via surveys, assisted by Camden Council and analysed both quantitatively and qualitatively ²²⁴.

Community buildings in Camden can have either a single purpose (they serve only one of the four purposes set out in Section 9.1) or they can be multi-purpose facilities providing for a range of different services. The framework used for assessing single purpose community buildings is based on the services provided for by the buildings. Community centres are treated slightly differently as they are multipurpose centres that serve a range of two or more purposes, and would tend to be on average used more intensively than single purpose facilities.

For the quantitative assessment, the Community Development and Regeneration team along with Property Services at Camden Council provided URS with an indicative list of all the buildings offering community services, including borough-wide and local services for children and young people, advice services, adult learning and community centres. (Borough-wide services were constituted largely of organisations which provide services off site or which provide support services to other community organisations but which do not use their premises to provide community-orientated space.)

Looking first at the quantitative evidence available, **Table 9-1** below outlines the existing community buildings in Camden and identifies the breakdown in type of local community services.

²²⁴ All information on community facilities and meeting space was provided by Vivienne Lewis, the Neighbourhood Renewal Project Officer - Community Development and Regeneration at the Department of Culture and Environment, Camden Council.

Table 9-1 Total number of community buildings and services locally provided

Purpose Types	Total Number²²⁵
Services for Children	17
Advice services	6
Adult and Community Learning	7
Community Centres	22
Other	3
Total	55

Source: Camden List of Community Buildings, London Borough of Camden, 2009

There are a total of 55 council owned community buildings, of which 22 are multi-purpose community centres providing for at least two or more of the services listed in **Section 9.1**. At first glance, the table indicates that the borough is relatively well provided for with respect to services for children. It should be noted that meeting rooms and halls are provided within community buildings, as well as also within certain faith buildings / places of worship. **Table 9-2** highlights the existing floorspace of the buildings serving the above-mentioned purposes.

Table 9-2 Existing Floorspace

Purpose Types	Existing Floorspace (sqm of GIA²²⁶)	No. of Buildings with information on floorspace	Total Number
Services for Children	4,854	4	17
Advice services	412	3	6
Adult and Community Learning	416	2	7
Community Centres	5,954	17	22
Other	243	1	3
Total	11,881	28	55

Source: Camden List of Community Buildings, Camden Council, 2009. Note that figures may not add up due to rounding.

The table only presents floorspace for buildings already analysed by the *Asset Review* team. As mentioned before, this represents only 51% of the existing provision in the borough and it is recommended that the situation should be re-examined following publication of the completed *Asset Review*.

²²⁵ TRA Halls in Camden are deliberately excluded from the study, as they are not generally available to the wider public.

²²⁶ Camden Council provided GEA figures for the community buildings (derived as part of their ongoing *Asset Review*). For the purpose of this assessment GEA figures were converted to GIA (an 8% reduction).

At present, based on the available information, the following can be observed:

- There is at least 11,881 sqm total existing floorspace (GIA in sqm) in community buildings in Camden²²⁷
- Total population (as of 2006) of 205,100²²⁸
- There is at least approximately 57.9 sqm (GIA) of community building floorspace per 1,000 residents in Camden.

In light of the caveats previously mentioned in Section 9.2 the estimated existing provision per 1,000 residents is almost definitely an underestimate of the total available community space in Camden. Potentially the amount of community building floorspace could possibly be in the vicinity of 50 – 100% higher. However, it is stressed that a thoroughly accurate assessment of the scale of the underestimate is impossible until the *Asset Review* is finalised.

As set out above, qualitative evidence and analysis provides for an alternative means of understanding existing provision and adequacy. Consultation with six community centre managers was carried out. All centres consulted cater for all four services outlined in Section 9.1. The centres are on average open for at least 12 hours daily and judging by the responses, are all fully utilised during these hours.

The following table provides a brief outline of the existing services and utilisation rates of the individual community centres surveyed.

²²⁷ Information from the ongoing *Asset Review* - Camden Council (2009)

²²⁸ *GLA 2006 RLP High.*

Table 9-3 Community Centres and Outline of Services Provided

Community Centre	Outline of services provided	Sub-Area	Average utilisation (per week)
Bengali Workers Association (Surma Community Centre)	Children and young people, elderly luncheon club, and meetings, youth club	South	84 hrs
Castlehaven Community Association	Children and young peoples services, provision of advice and multi-purpose halls, sports facility & community open spaces.	North East	81.5 hrs
Kentish Town	Services for older people, families and carers with children under 5, children aged 5 – 19, people from minority communities	North East	84 hrs
Queens Crescent	Parents and children age 0 – 4 years; children of primary school age; teenagers; seniors; Somali community	North West	69 hrs
Somers Town Community Centre	Families with children under the age of 5, children of primary school age, young people, faith groups, private groups/organisations	South	87.5hrs
St. Pancras Association	Caters for councillor's services, young people's and older people's project, families under 5's services.	South	91 hrs

Source: URS Surveys (2009) completed by each respective Community Centre Manager.

The surveys with the six Camden based centres indicate that these existing community centres broadly cover all of the four purposes that community buildings serve in Camden. The three community centres in the south sub-area and the two community centres in the north east sub-area seem to be responding to particularly strong demand, as suggested by their longer opening hours that reach, in the south sub-area for instance, up to a maximum average of 12.5 hours per day.

Presently all six community centre managers have identified the need for additional space to meet the growing demands of the community. Additionally, three out of six respondents stated that the state of repair of the existing buildings was 'average' in terms of fitness for purpose. Two of the six responded with 'poor' and one responded with 'good'.

Distribution

It is also important to consider the geographical distribution of community buildings. Whilst a majority of them are likely to be accessed from across the borough, certain services such as those relating to young children and older people are most ideally provided in closer proximity to the target group. It is important to note that all six community centres consulted indicated that a large majority of the frequent users came from the wards closest to the facility. This to an extent underlines the importance of the distribution of community buildings when identifying future need for infrastructure.

Table 9-4 Distribution of Function by Sub-area

Sub – Area	Services for Children	Advice Services	Adult Learning	Community Centres	Other	Total
South	5	3	2	7	3	20
North East	10	2	3	9	-	24
North West	2	1	2	6	-	11
Total	17	6	7	22	3	55

Source: Camden List of Community Buildings, Camden Council, 2009

The south and north east sub-areas have 20 and 24 community buildings in total; while the north west has only 11 buildings in all.

In particular, the north west sub-area is relatively sparse on the number of services for children. There are just two such facilities compared with 10 in the north east and five in the south ²²⁹. The south sub-area has relatively fewer facilities for adult learning, although it may be that universities and colleges supplement supply. Additionally, keeping in mind that community centres in the south appear to be quite intensively utilised (see **Table 9-3**), there is reason to judge that the sub-area could be in need of and benefit from additional community space.

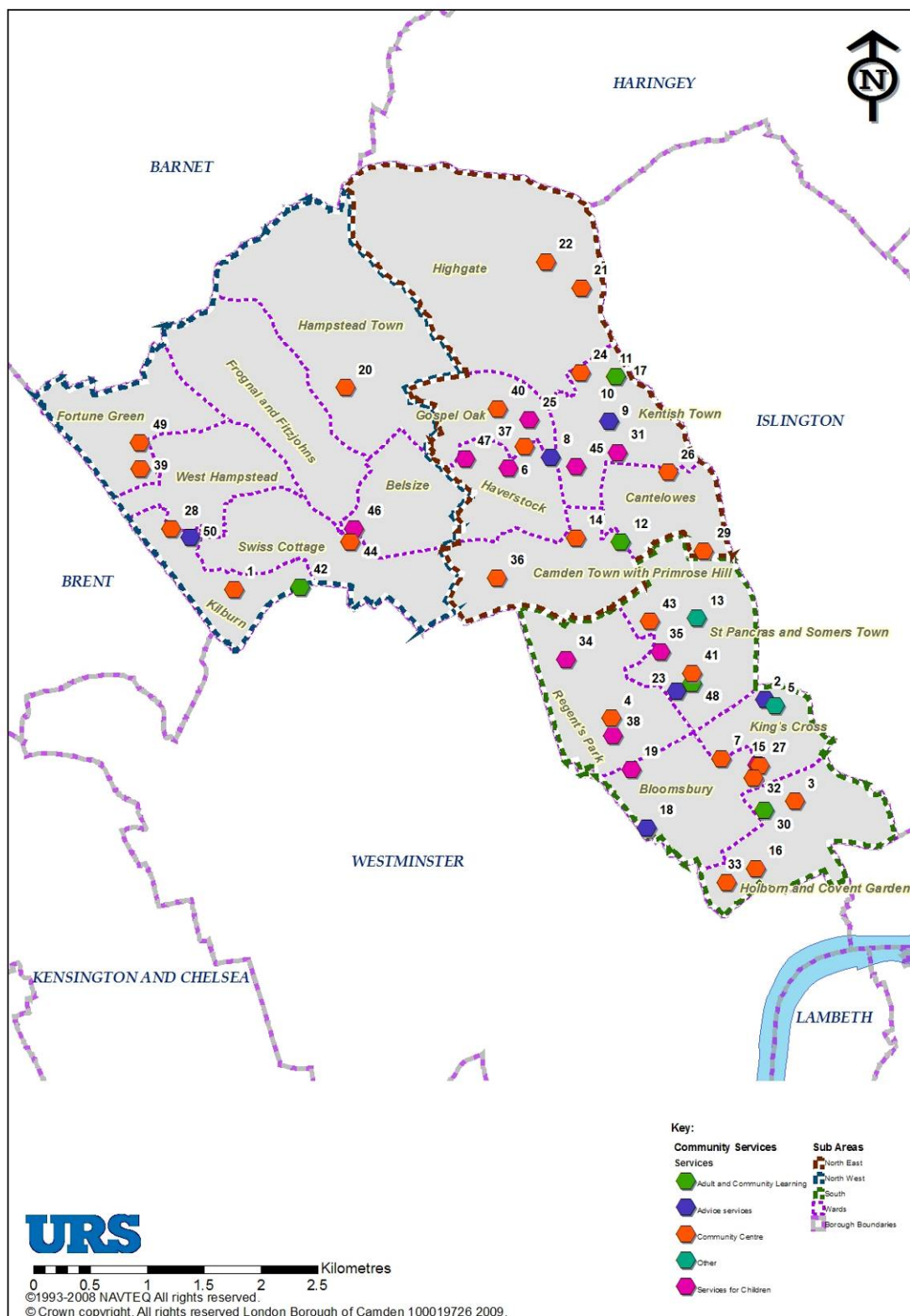
Figure 9-1 highlights numerous clusters of buildings in the south and north east sub-areas and fewer in the north west. There are however six community centres that fall within the north west sub-area. This is important to consider since a majority of these centres provide at least two or more purposes, as identified in Section 9.1.

Overall, when considering distribution it is important to highlight the following:

- Meeting space is generally considered to be flexible, i.e. it can be provided in one or more of the types of purposes listed in Section 9.1
- Any gaps in provision can be potentially met by other existing community buildings in the borough, including schools and play schools

²²⁹ Further information on floorspace and comparable population statistics is needed to fully justify this.

Figure 9-1: Distribution of Community Buildings in Camden



- To some degree people looking for specific community services will travel across the borough, so that the facilities catering for such services will have a wider catchment. The surveys of community centres on the other hand indicated that many community centres users are drawn from a relatively local catchment. This could be driven by the nature of the user groups, i.e. community centres were found to be mostly used by younger children and older people.

Keeping the above in mind, the borough seems reasonably equipped with community buildings. There are however various areas of deficiency including parts of the south and north west sub-area. These deficiencies will be further addressed in the following sections.

Committed/ Planned Investment

There is currently no unified or centrally coordinated investment strategy for community centres and other VCS managed buildings in Camden. Furthermore, budget for investment in such buildings does not exist at the council level. This situation will potentially change subject to the completion of the Council's *Asset Review* of Council-owned properties. The *Review* is currently underway and is expected to take a radical approach to investment in community buildings, including looking at the potential to dispose of surplus assets in order to generate funding which can be reinvested in the improvement and/or extension of other buildings. The *Review* is only due for completion during the summer of 2010²³⁰.

Until the *Asset Review* is completed, it is likely that investment in community buildings will continue to take place, as it has during the last 4- 5 years, mainly on the basis of external funding secured by VCS organisations. Members of the Council's Regeneration and Partnerships Division work with VCS organisations in the borough to help them secure external funding, and examples of current and planned community building improvement programmes are given below. Funding secured includes Big Lottery Community Buildings and My Place funding, funding from charitable trusts in addition to planning contributions secured via Section 106 agreements.

Section 106 has become a significant source of funding for community buildings since the adoption of the 2006 Camden Planning Guidance, which established that contributions could be negotiated in cases where new residential developments were likely to have a significant impact on community buildings in the neighbourhood of developments. Funding is typically negotiated as a contribution to the improvement or extension of existing buildings, and has in particular provided a useful source of funding in cases where groups are expected to secure match funding as a condition of receiving lottery or other external funding²³¹.

Further provision may be also be possible through collaborative working with third party providers such as the British Museum, British Library, Universities and Further Education

²³¹ London Borough of Camden, Department of Culture and Environment, (2009)

Colleges etc, to better utilise existing assets when they are not being used for the purpose of providing community-orientated space.

Table 9-5 provides details of the planned expansions or improvements provided during the surveys of the six community centres. It also includes additional information for two community centres that have not been surveyed, but for which the information was readily available²³².

The table shows that all eight community centres have planned expansions or refurbishments at various stages of planning; only two of the eight centres have secured all funding required for these developments. Another five centres are still seeking funding or have only partly secured funding. Somers Town Community Centre, which appears to be the most utilised of all the centres in the south of the borough, is instead still at the proposal stage for the expansions.

This highlights the fact that although many centres are actively utilised and therefore see a demonstrable case for expansion of their buildings and facilities, funding such expansions remains a challenge.

²³² Ibid.

Table 9-5 Recent and Planned Improvements in Camden

Community Centre	Planned Improvement and Extension	Funding sources	Timescale
Bengali Workers Association	Expansion and refurbishment	Section 106	Some funding still to be secured – S106 contribution available post 2011
Castlehaven Community Association	Expansion and Improvement to support more under 5s, family support work and daytime pensioners activities	None – Still Seeking	Not Confirmed
Kentish Town Community Centre	Creation of new first floor to increase space available for dedicated youth space, additional office space and a larger computer room	Lottery Community Buildings Section 106 Charities	Some funding still to be secured/Not confirmed
Queens Crescent Community Association	One storey extension to increase space available for activities to respond to demand for more under 5s, family support work and daytime activities for seniors.	Section 106 Neighbourhood Management Pathfinder	Funding secured. Work expected to start and complete in 2009
Somers Town Community Association	Expansion and refurbishment	N/A	Still at the proposal stage.
St. Pancras Community Centre	Expansions and improvements including creating a dedicated space for young peoples' activities in the basement and increased meeting space. The centre's committee of management is currently working with the Council's Property Services division to explore options for securing funding for a new building on the site.	Section 106	Some funding still to be secured.
Marchmont Street Community Centre	Complete refurbishment	Lottery LB Camden Capital contribution	Completed early 2009
Samuel Lithgow Youth Centre	Refurbishment + two storey extension	Lottery Section 106 Charities LB Camden capital contribution	On site – completion scheduled for end of 2009

Source: Camden Council (2009), URS Community Surveys (2009)

9.6. Assessment of Infrastructure Need

The assessment of infrastructure need follows a two-tiered approach, using the quantitative and qualitative information collected.

Adequacy/Need for Further Provision

The estimated baseline provision of total community space per 1,000 residents in Camden is at least 57.9 sqm (GIA). It is most probably higher as it is based on floorspace data for only 51% of the total existing community buildings. The expected expansions and planned improvements will further add to the existing floorspace. Provision is thus likely to be closer to somewhere between 75 and 100 sqm per 1,000 residents. Comparing the current estimated provision with a meaningful benchmark is therefore difficult.

The qualitative evidence however is informative. With respect to the surveys, all six respondents indicated that there was currently 'less space than required by demand' in their centres. Of importance is that two out of six respondents stated that, 'it was a problem of refurbishment and configuration, and that if improved (it) could potentially increase capacity by another 50%'. The others were of the view that their centres needed to potentially double floorspace to provide for unmet demand. Unmet demand in the case of two of the six respondents was additional to their existing services to cater to the community need for more facilities for 'under 5s, family support work and daytime activities for seniors'.

The following table provides a brief outline of the centres and their own assessment of the current and potential future adequacy of their floorspace.

Table 9-6 Space Provision in the Community Buildings

Community Centre	Location by sub-area	Current ability to meet all demand	Ability to meet all demand after expansion/improvements
		(x = Poor)	(✓ = Well) (✓✓ = Very Well)
Bengali Workers Association (Surma Community Centre)	South	x	✓✓
Castlehaven Community Association	North East	x	✓
Kentish Town	North East	x	✓
Queens Crescent	North West	x	✓
St. Pancras Association	South	x	✓✓
Somers Town Community Centre	South	x	✓

Source: URS Community Centre Surveys (2009)

Of note is that despite all six community centres highlighting the need for more space, all six have plans for expansions or refurbishments. Of critical relevance is that all six respondents were of the view that once completed, the planned expansions or refurbishments would satisfy the existing space requirements 'well' or 'very well'. The main reason for expansion in four of the six community centres appears to be in response

to demand for space for more under 5's services, daytime activities for seniors and pensioners, family support and youth space.

Only four of the six community centres have already secured part funding and only one centre (Queens Crescent in the north east) has secured the entire funding. The expansion plans at the Somers Town Community Centre are still at the proposal stage and the Castlehaven Community Centre is still seeking funding based on their updated plans.

Furthermore, there is the issue of inadequately distributed community buildings. Camden's growth trajectory shows that 60% of new developments up to 2026 will be based in the south sub-area of the borough. This sub-area includes the growth areas of King's Cross, Euston, Tottenham Court Road and Holborn. From this review, the sub-area appears relatively deficient in the provision of spaces for adult and community learning. All three community centres surveyed in the sub-area are already experiencing inadequate space to meet demand arising. Considering all three community centres are yet to secure all funding required for expansion, it is difficult to ascertain for certain whether unmet demand will be adequately catered for in the future. Considering the rate of growth expected in this sub-area, it is therefore expected that existing levels of provision might face further pressure.

Similarly, the north west sub area has relatively far fewer number of community buildings when compared to the north east and the south. The sub-area includes the West Hampstead growth area, where significant growth is expected particularly after the middle of next decade and which will therefore eventually lead to increased pressure on the available stock of community buildings in that sub-area.

9.7. Demand for Community Buildings Arising from Growth, Camden, 2006 -2026

Overall, to achieve a balanced judgement, two avenues of enquiry were pursued; a quantitative and qualitative analysis.

In the quantitative analysis, the data used only covers a portion of all the community buildings in the borough as the *Asset Review* is still underway and only considers Council-owned premises. The findings of this assessment should therefore be supplemented by information that will arise from the completed *Asset Review* in 2010. It is cautioned however that any quantitative assessment must be put in the context of Camden's very high social capital, as well as the particularly strong growth expected over the plan period, both of which infer an increased demand for community buildings and facilities especially in and around the growth areas.

Subsequently the study is necessarily reliant on the results of the qualitative research. The qualitative assessment confirmed that Camden is host to a vibrant VCS, with a total of 1,570 organisations run by volunteers on a non-commercial basis²³³. The borough is also home to a range of forums that work to support and promote the interests of

²³³ Voluntary Action Camden (2009), '*What we do*'. http://www.vac.org.uk/what_we_do.htm

particular groups within the community. The analysis also indicated that many community centres in the borough are currently very well used and that this is already leading to a common need for expansion, notwithstanding the additional pressures that further development will bring. The challenge remains in funding such expansions. The fact that only one of the six community centres surveyed has acquired all the funding required is cause for concern.

The qualitative evidence demonstrates that despite appearing to have at least 57.9 sqm per 1,000 residents – and therefore having a rate of provision that is above that sought by some other local authorities – Camden has a demonstrated demand for community buildings that is in excess of current provision. On this basis, it is clear that Camden's community has a particular requirement for community space that strongly suggests it has a requirement for community space that is more similar to some of the other LAs, such as Greenwich, Bexley, Bracknell Forest or Brent (in South Kilburn NDC) that have identified higher required provision levels.

Collectively therefore, the combined weight of the findings of this study strongly suggest that future residential development in Camden will lead to an additional requirement for the provision of community buildings.

In light of the above, it is important to consider adequacy by purpose and adequacy of the distribution of community buildings in Camden.

Adequacy by Purpose

The analysis highlighted some inadequacies at certain community centres. These inadequacies refer to unmet demand for space from specific groups such as under 5s and older people²³⁴. It is therefore judged that some community building space needs to be provided for the unmet demands of these two groups.

It should also be noted that where supply is deemed inadequate the planned expansions and refurbishments discussed in Section 9.5, if approved and funded, will help to meet the additional demand likely to arise with growth. A reappportionment of space within the existing stock of community buildings for different purposes that exhibit a greater need could also help address any purpose-specific shortages. This would depend however on there being surplus capacity elsewhere, and the qualitative evidence gathered for this study suggests that existing provision is already well used.

²³⁴ It should be noted that the inadequacies were highlighted through the surveys as occurring only within individual community centres, as selected by the survey. The centres were interviewed on the basis of those having significant planned expansions either in an advanced stage of planning (including securing funding) or approved planning permission. Thus results might not necessarily be representative of the situation across the board.

Adequacy by Sub-area

The south and north east sub-areas seem reasonably well-served in terms of number of community centres. The analysis of the number of buildings by purpose showed that north west sub-area on the other hand, including the West Hampstead growth area, appears to have relatively fewer dedicated buildings or facilities for children, adult education and advice services. This indicates a potential need for additional buildings or facilities that can include provision for these specific purposes (whether as stand-alone single-purpose facilities or as part of multi-purpose community centres). These purposes could be provided for within the nine already existing community centres (possibly requiring capital investment to internally reconfigure space within the centres) in the north west or within new multi-purpose community buildings.

It is not possible at this stage to confirm whether the overall space available to each of Camden's sub-areas is adequate without information on existing floorspace of each of the community centres. These findings will therefore need to be reviewed after the *Asset Review* is completed in 2010.

It can however be confirmed that additional development in the growth areas is likely to increase demand for community buildings and opportunities should be sought to supplement provision.

The growth trajectory indicates that the south sub-area will see the greatest growth in population figures up to 2026. The sub-area will account for 60% of the total growth in population in the borough. This means demand for infrastructure will be felt disproportionately in this part of the borough. Thus there is likely to be a need for community buildings as demanded by the incoming population.

Overall Conclusion

Overall, the study has confirmed that there is a high demand for existing community buildings and that presently space constraints have lead to a demonstrated requirement for additional provision to serve existing and latent levels of demand. In addition to this high demand, there appears to be localised deficiencies particularly for certain purposes. This finding, in association with the significant growth expected, especially in the south and north west sub-areas (in correlation with the growth areas in those locations) over the period to 2026 means that there will a requirement for investment in new or larger community buildings between now and 2026 to cater both for existing demand and for demand arising from new development in the borough over that period.

10. FAITH FACILITIES

10.1. Overview and Scope

This section considers the provision of faith facilities and the need for space arising from growth in Camden.

Faith facilities here refer to all religious places of worship, including meeting halls and other facilities used. The main denominations of faith considered include all below²³⁵:

- Christianity – Anglican, Baptist, Methodist, Orthodox, Pentecostal, Presbyterian, Roman Catholic among others
- Islam – Shia and Sunni sects
- Hinduism
- Sikhism
- Jainism
- Judaism
- Other minor faiths including Baha'i, Buddhism, Zoroastrianism.

Faith facilities are a crucial aspect of community life and it should be noted that faith facilities at times entwine with some of the community buildings mentioned in Section 9.

10.2. Approach

The research and subsequent analysis of the findings were conducted qualitatively as it was difficult to source detailed quantitative information on faith facilities in Camden. This is in part due to the fact that faith facilities and communities are independent of the Council and, as such, the Council is not expected to maintain a detailed information register that would provide comprehensive information on all faith facilities in the borough. As a result the actual facilities and buildings are also completely independent of the LA, except where there is a community centre linked to the facility. Even then support and involvement of the Council is not based on the fact that the centre is linked to a faith facility, but on the basis that it has wider non-partisan community usage.

It was therefore not considered a requisite to supplement the qualitative analysis with a quantitative one to better judge the need for community buildings.

The analysis included a telephone consultation with the Head of Diversity at Camden Council²³⁶.

The consultation sought to elicit information on the existing provision and quality of and future need for faith facilities, in addition to a number of topical questions. The following represents the generic structure of the information asked for (See Appendix 2 for the complete questionnaire)²³⁷:

- Provision for different faith groups
- The existence of competing uses
- The intensity of use
- The type and availability of facilities needed
- Planned expansions and their ability to meet the existing gap in demand.

Overall, the survey was used as a snapshot tool to judge the existing provision of faith facilities at the present time.

In addition to the survey, the Camden Faith directory²³⁸, which was compiled from the Council's community index information, was used to assist in the assessment.

10.3. Key Drivers

The estimation of future demand for the borough is directed by two key aspects – policy drivers and contextual drivers:

Policy Drivers

Policy (at national and local level) aims to deliver communities that meet the needs of a diverse population and support social cohesion. The Department for Communities and Local Government in general has identified the significant contribution that faith groups can make to community development. It states that the aim is to support strong and active communities in which people of all races and backgrounds are respected. It recognises that faith communities are an important part of the local community and value the experience, skills and diversity they bring to wider society²³⁹.

²³⁶ Correspondence was first attempted with Nina Rahel, the Managing Policy Officer at Camden Council. As she was away on a leave of absence, Moira Ugoji was the relevant contact at the Council.

²³⁷ It should be noted that the questionnaire attached in Appendix 2 could not be followed prescriptively. This was mainly due to the fact that the information available was limited.

²³⁸ London Borough of Camden (2009), *Neighbours – A directory of faith communities in Camden*, Camden Council

²³⁹ Communities and Local Government (2009), *Race, Cohesion and Faith*, <http://www.communities.gov.uk/communities/racecohesionfaith/>

Contextual Drivers

Camden is an ethnically diverse borough. Almost a third of the residents come from black or minority ethnic backgrounds, one in 10 of the population is Muslim, and there are significant immigrant and refugee communities, including from Somalia and Bangladesh²⁴⁰.

The existing ethnic mix has led to the demand for space that is bespoke for the different faith groups. In particular, the borough has seen a recent rise in the Bangladeshi, Somalian and Kosovan Muslim communities. This trend is expected to continue in the near future²⁴¹ and has led to a particular demand for Islamic facilities for use.

10.4. Baseline assessment

Existing Provision

An assessment of the existing faith communities is provided in the document *Neighbours – A directory of Faith Communities in Camden*. It should be noted here that although the directory tries to be as comprehensive in its approach as possible it is, to some extent, ‘self-selecting’²⁴². Furthermore, the assessment is a snapshot in time, i.e. it does not include future planned investments.

As of 2004, the following faith facilities existed in Camden:

- Approximately 32 Anglican churches, four Baptist churches, seven Independent churches, five Methodist churches, four Orthodox churches, 12 Pentecostal churches, four Presbyterian churches, 11 Roman Catholic churches, and 16 which would come under the ‘others’ category
- Seven Islamic places of worship but notably no mosque
- Six synagogues
- One Hindu centre
- Three Buddhist centres
- The national and European headquarters of Zoroastrianism
- The spiritual assembly of the Bahá’í faith, which is responsible for all local Bahá’í community activities.

²⁴⁰ London Borough of Camden (2007), *Camden’s Community Strategy: Camden Together 2007-2012. Progress report on the theme “Enabling people to take an active part in stronger local communities”*, Camden Council

²⁴¹ London Borough of Camden, Head of Diversity at Camden Council, April 2009.

²⁴² London Borough of Camden (2009), *Neighbours – A directory of faith communities in Camden*, Camden Council

Potential Future Provision

The only significant potential investment that is currently proposed and which this study has been able to identify is an entirely community led initiative to build a mosque. The Muslim community is looking at the East London mosque as an example of how to provide a similar facility in Camden. The East London mosque uses its facilities both for religious worship and as a community centre. In terms of its floor space, approximately 20% of the mosque is used for religious worship while the remaining 80% is used for community centre-related purposes. Currently funds are being gathered and various locations are being considered for a mosque²⁴³, but otherwise the ambition to build a mosque remains an aspiration of the Muslim community at this stage.

10.5. Assessment of Infrastructure Need

Adequacy/Need for Further Provision

Consultation suggested that Camden is sufficiently provided for a majority of faith communities. The main point of pressure in the borough is the absence of a mosque. This is particularly crucial keeping in mind the expected growth in the Bangladeshi and Somali Muslim communities. Other religious denominations not currently provided for include Jains and Sikhs. There is however no significant pressure for additional facilities by communities belonging to the respective faith groups, as they together constitute less than 1% of the population.

The Muslim community makes up approximately 55% of all minority faiths in Camden²⁴⁴, yet it is currently only served by eight places of worship²⁴⁵. The community uses shops, converted houses and basements of tower blocks as places of worship, as well as mosques in the neighbouring boroughs of Westminster (Regents Park) and Islington (Caledonian Road and Finsbury Park)²⁴⁶.

Camden's Muslim communities are working to establish a mosque and community centre that can function as a multi-purpose facility. It is expected that when completed this facility would take in all the additional demand arising for Islamic faith facilities in the borough.

²⁴³ London Borough of Camden, Head of Diversity at Camden Council, April 2009.

²⁴⁴ ONS (2001), *Camden – Census Statistics*

²⁴⁵ London Borough of Camden, Head of Diversity at Camden Council, April 2009. Camden's faith directory indicates that as of 2004 there were seven places of worship.

²⁴⁶ Ibid.

10.6. Demand for Faith Facilities Arising from Growth, 2006 to 2026

Box 5: Diversity in Camden

'Neighbours – A directory of Faith Communities in Camden' identifies the unique diversity of the borough and traces the origins of this diversity. It states, 'the diversity in Camden is a direct reflection of the historical settlement of different communities. For example, the arrival of Irish immigrants in the 1840s led to the building of St. Dominic's Priory in 1867. Synagogues have also been long established in Camden; the Hampstead Synagogue was opened in 1892. The national and international headquarters of Zoroastrianism (established in 1861) has been in Camden since 1969. More recent migration has seen the arrival of the largely Muslim Bangladeshi community'.

Information in Box 4 brings up one of key aspects of the dynamic nature of faith. The existing baseline of demand and requirements for different faith facilities is based on historical trends of the migration of different communities into the borough. Similarly, the future demand for faith facilities will depend on the make up of the community at the time. Being situated in one of the most populous boroughs of a multi cultural city such as London, it becomes difficult to accurately predict the nature of the community 10 or 15 years from now. Recent trends indicate a growing Bangladeshi community. Additionally consultations indicated that the council was expecting a significant increase in the Bangladeshi, Somalian and Kosovan communities in the near future. Using the recent and expected future trends it has been identified that there is a requirement for a mosque in Camden.

This study supports this finding, although the lack of data means that this conclusion is mainly drawn from anecdotal evidence and cannot be substantiated by hard, quantitative data. It should also be noted that the assessment is based on consultation with an officer at Camden Council and it is likely that this view is not representative of the wider population in Camden.

Therefore, keeping in mind the limitations of the assessment, Camden appears to be functioning well in terms of provision of faith facilities overall. The only faith group experiencing inadequate supply to meet demand is the Muslim community. This inadequacy is however expected to be covered with the building of the proposed new mosque that is currently aspired to by the Muslim community. It is important to note that the mosque is an entirely community led initiative and the council is not paying for any or part of it, but is offering the community support in its aspirations²⁴⁷. There is thus no clear basis or justification for including faith facilities in the CIL. In summary, the resulting infrastructure requirement is for one mosque. It appears that there are no other strategic infrastructure requirements for faith facilities.

²⁴⁷ The council only pays for a project manager to oversee matters relating to building of the mosque.

11. CONCLUSIONS

11.1. Summary List of Infrastructure Requirements to 2026

The infrastructure needs assessments carried out in the preceding chapters have arrived at a series of infrastructure recommendations for social infrastructure. These items of social infrastructure will be important to meeting the vision of Camden's Community Strategy that Camden will be a borough of opportunity.

Table 11-1 below summarises the infrastructure requirements for each type of infrastructure covered by this report required to support the growth in population that is set out to occur in accordance with the spatial vision set out in the emerging Core Strategy. Accordingly, for those types of social infrastructure where enhancements / new provision of social infrastructure have been assessed as not being required (for example cemeteries) there is no mention of the infrastructure type.

Please note that a grey background has been used to indicate those types of infrastructure (principally education) where Camden Council had already completed comprehensive work to look at infrastructure needs, and where the infrastructure requirement specified is a result of that work rather than the Camden Infrastructure Model developed by URS for this commission.

In **Table 11-1** the recommended level of importance ascribed to each infrastructure scheme (1-2) sets out for the Council how critical URS consider the infrastructure item or the action to be to ensure delivery of development in Camden (including that which rectifies current infrastructure deficiencies).

Items labelled as '1' are regarded as critically important or definitely required over the plan period. Items labelled as '2' are significant and highly desirable but are not critical. There is a potential exception for certain social infrastructure items and particularly those items for which there are statutory requirements that local authorities must meet such as for providing for the provision of education infrastructure and services. In such cases, while the following table has labelled all items of social infrastructure as '2', there are some level 2 infrastructure items that are extremely important and likely to be prioritised by the LA even though they are not, in strictly technical terms, critical to development taking place in the first instance.

Furthermore, and in relation to his point, it is stressed that the indications of relative importance given in the table are the view of the consultant and do not necessarily represent the view of or importance attributed to those requirements by London Borough of Camden.

Further explanation of the detail contained in each of the columns is presented in the *Camden Infrastructure and CIL Study, Preparing for Growth: Executive Summary and Strategic Infrastructure Plan*, which accompanies this report.

Table 11-1: Summary of Infrastructure Requirements

Key

	Already identified by responsible agency/ provider
	Requirement identified via this study

Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development			Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
Early Years	Estimated provision requirement to meet projections of future need equating to approximately 124 two year old places, 210 three year old places and 247 four year old places.	2	To cater for new demand up to 2026	✓		✓	Progressively over the period to 2026	Various locations across the borough including in primary schools and at locations secured or provided by the PVI sector	LBC – Children, Schools and Families Directorate	No funding in place beyond that identified for previously identified requirements (via PSfC funding stream).	Planning and coordination.	-	Estimate not made	Y	N	N	The potential need is neither identified nor funded except for existing commitments as part of the Primary Strategy for Change.
Primary Schools	Expansion of provision (0.5 FoE expansion)	2		✓	✓	✓	Delivery by 2013	Emmanuel School – West Hampstead/ Fortune Green (North West sub-area)	LBC - Children, Schools and Families Directorate	Funded through Primary Capital Programme (PCP), s.106, Basic Need and Local Authority coordinated Voluntary Aided Programme (LCVAP)	Planning and coordination, including securing funding. Where relevant plan for and collect s.106 / CIL monies to aid funding	Confidential Costs available from LBC Children Schools and Families Directorate	-	Y	Y	Y	See Primary Strategy for Change for further detail
	New resource base for 14 children wit autistic spectrum disorder (ASD) and associated improvements to Kentish Town School	2			✓	✓	By Sept 2010	Kentish Town (North West sub-area)		Prudential borrowing, PCP, LCVAP			-	Y	Y	Y	
	Expansion of provision (1 school/ 2 FoE)	2	For existing and new demand from residential development up to 2014+	✓	✓	✓	In 2012/13 at earliest	King's Cross		Development contributions via s.106 and Camden Council capital funds			-	Y	Y	Y	

Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development			Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
	Estimated provision requirement to meet demand for 3 – 5 FoE	2	To cater for additional growth in demand	✓	✓	✓	From ca. 2011/12 to 2026	Borough wide, subject to further detailed investigation (to be made closer to the time of provision)	LBC – Children, Schools and Families Directorate	Funding not yet identified. Potentially draw on various funding sources including central govt funding and s.106 / CIL funds	Plan for provision and, if required, arrange for collection of s.106 / CIL to provide a funding source		See notes in far left column.	Y	Not yet	Not yet	Costs will be heavily dependent on many, as of yet, unknown and undetermined factors. As such costs for 3 to 5 FoE could be up to £18M to £30M. The final amount would be subject to various factors effecting eventual design and delivery; pls see Section 2.3.6 for detail.
Secondary Schools	Expanded provision (One new school / 6 FoE 11 - 16) plus 250 Sixth Form places	2	Proposed in BSF Business Plan – To cater for existing and future need	✓	✓		By 2014	Adelaide Road (UCL Academy) (North West sub-area)	DfCSF / Partnership for School / LBC Children, Schools and Families Directorate	DfCSF / Partnership for School / LBC Schools, Children and Families Directorate (funds could potentially be recouped from s.106 / CIL)	Coordinate and plan provision via BSF programme.	Confidential Costs available from LBC Children Schools and Families Directorate	-	Y	Y	BSF	All BSF funded investments have been proposed and agreed in the BSF Outline Business Case.
	Expanded provision at Swiss Cottage Special School for 80 additional pupils.	2		✓		✓	By 2014	Adelaide Road (Swiss Cottage Special School) (North West)					-	Y	Y	BSF	This will increase provision for pupils from 150 places to 230 places.
	Expanded provision - 2 FoE (11 – 16 yr olds) plus 100 new sixth form places	2		✓		✓	By 2014	South Camden Community School (South sub-area)					-	Y	Y	BSF	

Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development			Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
Secondary Schools (cont'd)	Estimated provision requirement to meet demand for up to 4 additional FoE	2	To cater for additional growth in demand	✓	✓	✓	ca. 2017 to 2026	Subject to further detailed investigation. NB. Demand in the south of the borough is projected to grow strongest. But provision could be made borough-wide subject to site procurement.	LBC – Children, Schools and Families Directorate	LBC – potentially drawing on various funding sources including central govt funding and s.106 / CIL funds	Plan for provision and seek funding / collect s.106 / CIL monies to aid funding		Subject to various factors effecting eventual design and delivery.	Y	Not yet	Not yet	NB. The estimate will need to be kept under review to reflect various factors including impact of BSF programme, linked to joint Camden / DSCSF place planning analysis about need in central London area beyond 2016. A very broad indicative cost is ca. £16 M to £24M+ but this will be heavily dependent on many presently unknown and undetermined factors such as site abnormalities, design, future cost inflation, etc.
FE	Estimated provision requirement to meet demand for 160 places (provision not necessarily required in Camden)	2	To serve additional demand from new population growth.	✓		✓	2016 – 2026	Optional: Camden or other London borough(s)	Transferring to LB Camden on 1 st April 2010 (in liaison with neighbouring LAs)	Government grants or developers (via s.106 / CIL)	Liaise with neighbouring boroughs; commission provision based on need. Possibly collect s106 / CIL to aid funding	-	£5.7 M to £7.5 M	N	N	Not identified	The FE sector in London comprises largely of sub-regional or metropolitan sized catchment zones. Provision of facilities to meet future demand could be provided in Camden or elsewhere.

Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development			Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
Adult Learning	Estimated provision requirement to meet demand for 271 FTE Adult learner places (but assuming 50% of need to be met within community buildings and schools)	2	Local provision required for the expanding residential population	✓		✓	2011 – 2026	Borough wide (and within other London Boroughs)	Learning and Skills Council / Skills Funding Agency	Funding not yet identified.	TBC	-	£3.4 to £4.5 M	Not Known	Not Known	Not Known	The costs assume that approximately half the demand for places can be accommodated within community centres, local schools, etc. Accordingly, the suggested cost of provision is half of what it otherwise would be to accommodate demand from 271 FTE learners.
Primary Health Care – GP Clinics	Development of Integrated Health Care Centres	2	Being undertaken as part of ongoing PCT strategy to enhance provision and changes to PHC practice including the introduction of a polyclinic system	✓	✓		2008 – 18 (Kentish Town and Belsize Priory already completed)	See notes.				NA		Y	Y	Some already provided. For the rest, it is not known.	Integrated Health Care Centres are earmarked at Kentish Town, St Pancras Hospital, UCL Hospital (Phase II), Royal Free Hampstead, and Belsize Priory.
	1 Primary Health Care Centre at Kings Cross of at least 1,250 sqm GIA (incorporating relocation of practice at 142 Camden Road)	2	Replacement and to serve new population growth	✓	✓	✓	Both PHC Centres: In 2009 to 2013, most likely in 2011	Both PHC Centres: King's Cross (South sub-area)	Both PHC Centres: Developer / in association with PCT/NHS	Both PHC Centres: Developers (via s.106)	Both PHC Centres: have already been secured through s.106 agreement as part of the King's Cross development planning consent.	Both PHC Centres - Not known; they are to be provided in kind by developer.	NA	Y	Y	Y	Both centres are to be provided as part of the King's Cross Argent Development
	1 Primary Health Care Walk-in Centre of at least 750 sqm GIA	2				✓								Y	Y	Y	
	1 GP Practice (with 3GPs, potentially as part of a IHC Centre)	2	To serve additional demand from new population growth.	✓		✓	2006-2011	South sub-area	NHS Camden	Camden PCT / Developer funding (via s.106 / CIL)	Monitor need via planning permissions; secure provision via s.106 and/or	-	Core GP Practice cost: £0.9 M	It is noted that there is no	Not able to confirm	Not able to confirm	NHS Camden's Polyclinic programme will meet / provide for existing demand,

Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development	When should the infrastructure items be delivered by?	Where should the infrastructure item be delivered?	Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
	1 GP Practice (with 3GPs, potentially as part of a IHC Centre)	2	To serve additional demand from new population growth.	✓		✓	2011-16	South sub-area			coordinate collection of s.106 / CIL monies to help fund provision	-	Core GP Practice cost: £0.9 M	existing surplus to provide for further growth It is noted that there is no existing surplus to provide for further growth	Not able to confirm	Not able to confirm	and this may provide for some newly arising demand. This could therefore possibly ease pressure on existing GPs and reduce the requirements noted for new GP practices to cater for additional demand. However PCT advise that there is no surplus of GPs at present; and on so forecast infrastructure requirements reflect that advice.
	1 GP Practice (with 4GPs, potentially as part of a IHC Centre)	2		✓		✓	2016-26	South sub-area				-	Core GP Practice cost: £1.2 M		Not able to confirm	Not able to confirm	
	1 GP Practice (with 3GPs, potentially as part of a IHC Centre)	2		✓		✓	2006-2011	North East sub-area				-	Core GP Practice cost: £0.9 M		Not able to confirm	Not able to confirm	
	1 GP Practice (with 3GPs, potentially as part of a IHC Centre)	2		✓		✓	2011-2016	North West sub-area				-	Core GP Practice cost: £0.9 M		Not able to confirm	Not able to confirm	
	1 GP Practice (with 3GPs, potentially as part of a IHC Centre)	2		✓		✓	2016-2026	North West or North East sub-area				-	Core GP Practice cost: £0.9 M		Not able to confirm	Not able to confirm	
Primary Health Care – Dental Surgeries	Potential need for up to 3 Dental Clinics (with 3 dentists / surgery)	2	To serve additional demand from new population growth.			✓	Demand for each arising: 2011-2016 2016-2021 2021-2026	South sub-area	Camden PCT and private sector	Funding not determined – to be kept under review, given range of factors that underpin demand for dentists.	Coordinate collection of s.106 / CIL monies to aid funding of provision	-	£1.44M / surgery £4.3 M in total	Not able to confirm	Not able to confirm	Not able to confirm	Exact requirements are difficult to pin down and will depend on the mix of private and public provision of dental services.
	Potential need for up to 1 Dentist Clinic (with 3 dentists)	2				✓	2011-2021	North East sub-area				-	£1.44M	Not able to confirm	Not able to confirm	Not able to confirm	
	Potential need for up to 1 Dentist Clinic (with 2 dentists)	2				✓	2011-2021	North West sub-area				-	£1.02M	Not able to confirm	Not able to confirm	Not able to confirm	

Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development			Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
Secondary Health Care	Demand led potential requirement for: (i) 89 acute beds (ii) 18 intermediate beds (iii) 18 intermediate day spaces NB. Estimate is demand-led only. The need, in respect of existing provision, has not been confirmed by either the PCT or NHS	2	Is modelled based solely on projected additional demand arising from new population growth (without regard to the ability of existing provision to help meet demands arising from new growth)	✓		✓	NB. It is not confirmed that the infrastructure is required. Demand was modelled for growth arising in period 2006-2026	NB. It is not confirmed that the infrastructure is required. Borough wide or potentially within adjacent LAs.	NB. It is not confirmed that the infrastructure is required. London Strategic Health Authority (SHA)	NB. It is not confirmed that the infrastructure is required. London SHA / Camden PCT / Developers (via s.106 / CIL)	NB. It is not confirmed that the infrastructure is required.	-	NB. It is not confirmed that the infrastructure is required. (i) £27.16M (ii) & (iii) £12.89M	Not able to confirm	Not able to confirm	Not able to confirm	It is important to note that there are reasonable grounds to assume that the existing provision of secondary health care infrastructure will be able to meet at least some, if not a large proportion, or the new demand that is expected to arise. Accordingly, the potential requirement noted is subject to confirmation and it is advised that it should note be taken as given that it will be required.
Sports & Leisure (Swimming Pools)	1 Swimming Pool	2	Important aspect of health and well-being in addition to the entertainment value offered	✓	✓	✓	2011-2016	King's Cross	LB Camden Sports	To be provided as part of the King's Cross Central development	Coordination and overview (TBC)	Not known; to be provided in kind by developer.	-	Y	Y	Y	Planning permission was granted in 2006 for King's Cross Central developers to build a 25m long, 5 lane pool, in addition to a learner pool of 15m in length

Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development	When should the infrastructure items be delivered by?	Where should the infrastructure item be delivered?	Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
Sports & Leisure (Sports Halls)	6 Sports Halls (ca. 4 badminton courts per sports hall + some additional facilities)	2	Proposed in BSF Business Plan – To cater for existing and future need	✓	✓	✓	2010-2017	Various locations (see Section 4.5.3, SINA Report)	LB Camden (Culture and Environment Directorate)	BSF Programme	-	Confidential at present time.	-	Y	Y	N	It is likely that sports hall infrastructure requirement will be met through the BSF programme. If provided this would fully satisfy requirements. Funding is subject to successful completion of BSF programme
	1 Sports Hall (4 courts)	2	Agreed as part of the Section 106 agreement for the King's Cross development			✓	2011-2016	King's Cross	Private Developers	To be provided as part of the King's Cross Central development	-	Not known; to be provided in kind by developer.	-	Y	Y	Y	King's Cross s.106 provides for a 4-court sports hall (equivalent to 1,500 sqm GIA and to accommodate overlaid space for 4 badminton courts, and / or 1 basketball/ volleyball court/ 5-a-side football pitch)
Parks and Open Space	On-site provision of public open space to be provided in kind to be provided at a standards of 9sqm / new resident and 0.74 sqm / new worker (=19sqm comm. floorspace) (including space for provision of child play space, MUGAs, allotments and outdoor play space)	2	To serve additional demand from new population growth.	✓		✓	2006-2026	To be provided borough-wide (as a guide provision will mostly be required on site on schemes over 60 dwellings or 30,000 sqm of floorspace).	Developers (as required by the planning decision making process)	NA. To be provided in-kind by developers on their development sites.	Plan for provision, oversee delivery of provision and collect s106 / CIL monies to fund provision and enhancements	-	NA	Y	Y – through DC policy	NA	To be provided on sites over 60 dwellings or on schemes over 3ha in size, in accordance with Camden's <i>Preferred Development Policies</i> .























Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development	When should the infrastructure items be delivered by?	Where should the infrastructure item be delivered?	Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
	Financial contributions in lieu of provision (calculated with reference to provision standards) to enhance quality of, and access to, existing POS	2		✓		✓		On identified sites, as per <i>Study Update</i> findings.	LBC (to coordinate funding)	Developers (via s106 / CIL) and potentially LBC		-	NA	Y	NA	NA	
Child Play Spaces and MUGAs	28 play spaces / MUGAs (out of total identified requirement for 50)	2	To provide an achievable provision of play space for existing and future children	✓	✓	✓	By 2010	In areas currently deficient in access	LBC and Developers	Planned for and Developers (via s106 / CIL) and LBC (via a DfCSF grant)	Plan for provision and collect s106 / CIL monies to aid funding	£2.6 M		Y	Y	Y	Of the identified need for 50 places, 28 play areas are planned for and funded.
	22 play spaces / MUGAs (out of total identified requirement for 50)	2	To serve additional demand from new population growth net of current investment plans	✓		✓	2011 - 2026	Proximate to areas of deficiency and significant new development	LBC	Funding not identified. Potentially provision from developers (via s.106 / CIL) and LBC	Plan for provision and collect s106 / CIL monies to aid funding		ca. £2.0 M (TBC – DL)	Y	In part	Not yet	Of the identified need for 50 places, 22 play areas remain to be funded.
Community Buildings	Refurbishment and some expansion of 8 centres	2	To serve existing (and potentially latent) demand		✓	✓	By 2012	Various Locations	LBC and Voluntary and Community Sector	Developers (via s106 /CIL), LBC, VCS grants / fundraising	Help in planning for provision and collect s106 / CIL monies to aid funding; support placing funding bids	Y	NA	Part	Part	Part	Identified through surveys administered as part of the research for this study.
	Requirement for community buildings and multi-purpose space provision in south sub-area	2	To serve both existing need and additional demand from new population growth.			✓	On-going from present to 2026	South sub-area	LBC, Voluntary and Community Sector and Developers	Undetermined – potential provision from development (via s106 /CIL), LBC and sector-specific available grant funding	Plan for provision and arrange developer contributions (direct provision or monies in-lieu of provision via s106 / CIL); support to VCS in placing funding bids	NA	NA	Yes – Provider is aware of need.	On-going	Not yet	Quantifying demand is especially difficult. Further review will be beneficial after the completion of LBC's <i>Asset Review</i> in mid-2010.
	Requirement for community buildings in NW sub-area (particularly with services for under 5s and elderly)	2	To serve additional demand from new population growth.			✓	Likely to be over period from present to 2026, but particularly after 2011-16	North West sub-area				NA	NA		On-going	Not yet	
	Potential requirement for community buildings provision in NE sub-area	2	To serve additional demand from new population growth.			✓	Likely to be over period from present to 2026	North East sub-area				NA	NA		On-going	Not yet	

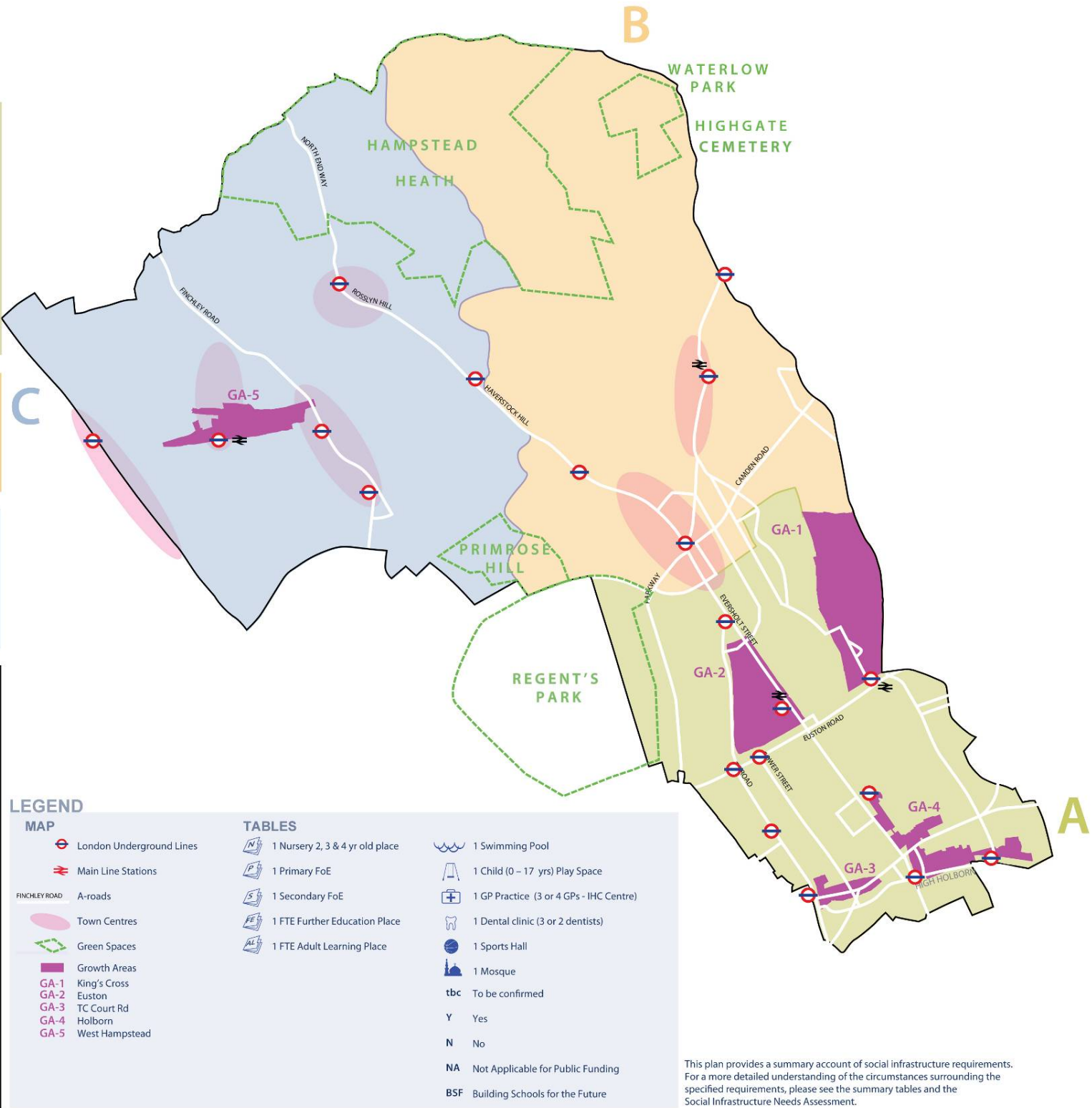
Infrastructure Area	Infrastructure schemes and actions	Infrastructure Importance (1-2)	Rationale for Inclusion / Risk if not Included	Drivers			Phasing	Location	Responsibility and Funding			Costs		Current Delivery Arrangements			Notes
				Policy	Existing gap/ replacement/ upgrade	Forecast demand for development			Responsible Delivery Agency	Funding Arrangements	Role and responsibility of LBC as the LPA	Identified by providers incl. Status	Identified by URS / HUDU model	Is the need noted by the provider?	Is the need planned for?	Is funding in place?	
Faith Facilities	Observed potential for a mosque to serve the borough (which is currently an aspiration of the Muslim community)	2	To serve both existing need and need from new population growth in the Muslim community that is likely to drive demand.		✓	✓	Unknown	Site yet to be identified	Voluntary and Community Sector (Camden's Muslim Community)	Voluntary and Community Sector (Camden's Muslim Community)	Providing non-financial support and advice	NA	NA	Y	On-going (by local Muslim Comm.)	Majority of funding not yet in place	A mosque is an aspiration of the Muslim community. Planning for the mosque is conceptual at this stage and will be an entirely community led initiative. Council is not paying for any of part of it.

NA: Not applicable

Figure 11-1 Summary of Strategic Social Infrastructure Requirements

Summary Strategic Social Infrastructure Requirements

SUB AREA A - SOUTH			
Infrastructure	Requirement	Timeline for Delivery	Planned for? Funded?
	2	2012 / 2013 at the earliest	Y, Y (Kings Cross S106)
	2	2009 - 2013	Y, Y (Kings Cross S106)
	3	Phased over 2006 - 2011, 2011 - 2016; and 2016 - 2026	Not confirmed, Not confirmed
	Up to 3	Phased over 2011 - 2026	Not confirmed, Not confirmed
	1	2011 - 2016	Y, Y (Kings Cross S106)
	1	2011 - 2016	Y, Y (Kings Cross S106)
SUB AREA B - NORTH EAST			
Infrastructure	Requirement	Timeline for Delivery	Planned for? Funded?
	1	2006 - 2011	Not confirmed, Not confirmed
	1	2011 - 2021	Not confirmed, Not confirmed
SUB AREA C - NORTH WEST			
Infrastructure	Requirement	Timeline for Delivery	Planned for? Funded?
	0.5	By 2013	Y, Y
	1	2011 - 2016	Not confirmed, Not confirmed
	1	2011 - 2021	Not confirmed, Not confirmed
BOROUGH WIDE			
Infrastructure	Requirement	Timeline for Delivery	Planned for? Funded?
	Estimated 581 places	Phased up to 2026	Ongoing, N
	Estimated 3 to 5	Phased over 2011/12 - 2026	Ongoing, N
	Estimated 8	by 2014	Y, Y - BSF
	Estimated up to 4	Phased over 2017 - 2026	Ongoing, N
	Estimated 160	Phased over 2016 - 2026	Ongoing, N
	Estimated 271	Phased over 2011 - 2026	Ongoing, N
	1 (Either in North West or North East - TBC)	2016 - 2026	Not confirmed, Not confirmed
Acute Beds	Estimated up to 89	2006 - 2026	Not confirmed, Not confirmed
Intermediate Beds	Estimated up to 18	2006 - 2026	Not confirmed, Not confirmed
Intermediate Day Spaces	Estimated up to 18	2006 - 2026	Not confirmed, Not confirmed
	6	2010 - 2017	Y; As part of BSF
	28	by 2010	Y, Y
	22	2011 - 2026	Y, Not yet
	1 (Potentially)	Unknown	Ongoing, NA



Source: URS Corporation

Appendix A

Table A.1: Education Provision at Westminster Kingsway College, King's Cross Centre

Type of Offer	Target Age Group	Current Rolls	Description
Further Education	16 to 18 years old	1,700	Full time A-levels, science, business, IT, travel and tourism, performing arts, visual arts.
Alternative Education	14 to 18 years old	200	Full time Pupils from the borough of Camden and Islington who are excluded from school, need additional support or have learning difficulties
ESOL	19+ years old	400	English for speakers for foreign language
Access to Higher Education	19+ years old	220	16 hours a week per pupil Nursing, social work, humanities, law
Pre-university Foundation	19+ years old	30	Full time Engineering and science foundation year with City University
Technical Qualification	19+ years old	150	One day release per pupil (employed pupils) Technical qualification course for pharmacist technicians, with the School of Pharmacy

Source: Westminster Kingsway College, July 2009. WKC have stressed that the figures they have provided are approximations only.