

Camden Planning Guidance

# Town Centres, Retail & Employment

London Borough of Camden

CPG 5



September 2013



## CPG5 Town Centres, Retail and Employment

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# 1 Introduction

## What is Camden Planning Guidance?

- 1.1 We have prepared this guidance to support the policies in our Local Development Framework (LDF). This guidance is therefore consistent with the Camden Core Strategy and Camden Development Policies, and is a formal Supplementary Planning Document (SPD) which is an additional “material consideration” in planning decisions. The Council formally adopted CPG5 – Town centres, retail and employment on 7 September 2011 following statutory consultation. This document was updated on 4 September 2013 following statutory consultation to include Section 4 on the Central London Area food, drink and entertainment, specialist and retail uses. The Camden Planning Guidance documents (CPG1 to CPG8) replace Camden Planning Guidance 2006.
- 1.2 The Camden Planning Guidance covers a range of topics (such as housing, sustainability, amenity and planning obligations) and so all of the sections should be read in conjunction with, and within the context of, Camden’s other LDF documents.

## What does this guidance cover?

- Retail uses;
  - Town centres;
  - Central London local Areas;
  - Central London frontages;
  - Neighbourhood centres;
  - Small shops;
  - Controlling the impact of food, drink and entertainment uses; and
  - Employment sites and business premises.
- 1.3 This guidance supports the following Local Development Framework policies:

### Camden Core Strategy

- CS5 Managing the impact of growth and development;
- CS7 Promoting Camden’s centres and shops, and policies;
- CS8 Promoting a successful and inclusive economy and Development Policy
- CS9 Achieving a successful Central London

### Camden Development Policies

- DP10 Helping and promoting small and independent shops;
- DP11 Markets;
- DP12 Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses;

- DP13 Employment premises and sites; and
- DP26 Managing the impact of development on occupiers and neighbours.

## 2 Retail uses

### KEY MESSAGES

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

- 2.1 Camden has a range of small, medium and large shops which provide essential services for residents as well as more specialist shops which attract visitors from outside the borough. The range of shops in Camden adds to its character and ensures that our town centres and shopping areas are vibrant and varied.

### New retail uses

- 2.2 Core Strategy policy CS7 sets out our hierarchy of shopping frontages, town centres and other locations suitable for retail use. Camden's growth areas and town centres are the main focus for the provision of new shops (see map 2 in the Core Strategy).
- 2.3 New retail uses should be appropriate to the size, character and role of the centre in which it is to be located.
- 2.4 Where new retail uses are proposed outside the areas listed in CS7 we will take a sequential approach to considering the suitability of the site, having regard to the distribution of retail growth identified in Policy CS7 and the existing retail hierarchy.
- 2.5 Where large new retail uses are proposed outside the areas identified in CS7 the Council will also require an impact assessment.
- 2.6 Further guidance on the sequential approach and information on the issues to be addressed in an impact statement is set out in National Planning Policy Framework (NPPF) and the *Planning for Town Centres: Practice guidance on need impact and the sequential approach*.

### Protecting and promoting retail uses

- 2.7 In order to provide for and retain the range of shops in the borough the Council aims to keep a certain proportion of premises in its centres in retail use.
- 2.8 The proportion of shops that we aim to retain will vary from centre to centre and area to area. Detailed guidance on the proportion of retail uses that we will maintain within our town centres, Central London local areas, Central London Frontages, and neighbourhood centres is set out in Sections 3, and 4 of this guidance.

- 2.9 Where a planning application proposes the loss of a shop in retail use, we will consider whether there is a realistic prospect of such use continuing. We may require the submission of evidence to show that there is no realistic prospect of demand to use a site for continued retail use.
- 2.10 Depending on the application the Council may require some or all of the following information:
- where the premises were advertised (shopfront; media, web sources etc) and when (dates);
  - how long the premises were advertised for and whether this was over a consistent period;
  - rental prices quoted in the advertisement (we expect premises to be marketed at realistic prices);
  - copies of advertisements;
  - estate agents details;
  - any feedback from interested parties outlining why the premises were not suitable for their purposes; and
  - consideration of alternative retail uses and layouts.

### 3 Town centres

#### KEY MESSAGES

- Camden has six successful town centres, each with their own character.
- We will protect the shopping function of our town centres by ensuring there is a high proportion of premises in retail use.
- We will control food, drink and entertainment uses to ensure that our town centres are balanced and vibrant as well as ensuring that these uses do not harm the amenity of local residents and businesses.
- We will seek a mixture of suitable uses within our town centres as well as a variety of uses in each frontage.

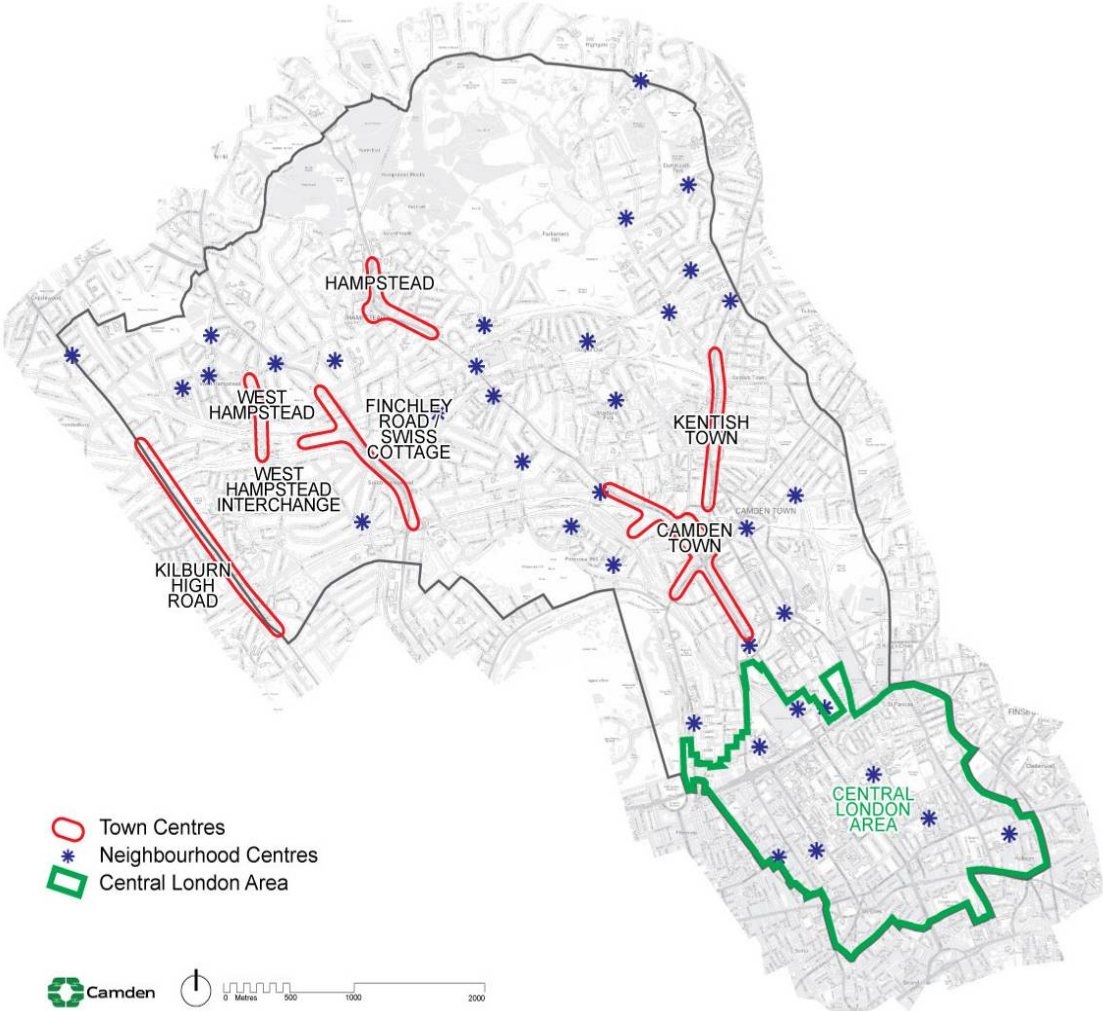
- 3.1 The Council recognises that Camden's centres have different characters and experience differing development pressures. The following section provides additional area-based guidance on how the policies in the Local Development Framework will be interpreted and implemented in relation to applications for retail, food, drink and entertainment uses in the following locations:



- Camden Town;
- West Hampstead;
- Finchley Road / Swiss Cottage;
- Kilburn;
- Kentish Town;
- Hampstead Town; and
- Neighbourhood Centres.

#### Central London

- 3.2 If your application is in Camden's Central London Area please refer to Section 4 of this guidance.

Camden’s main shopping locations



 Camden  0 500 1000 2000 Meters

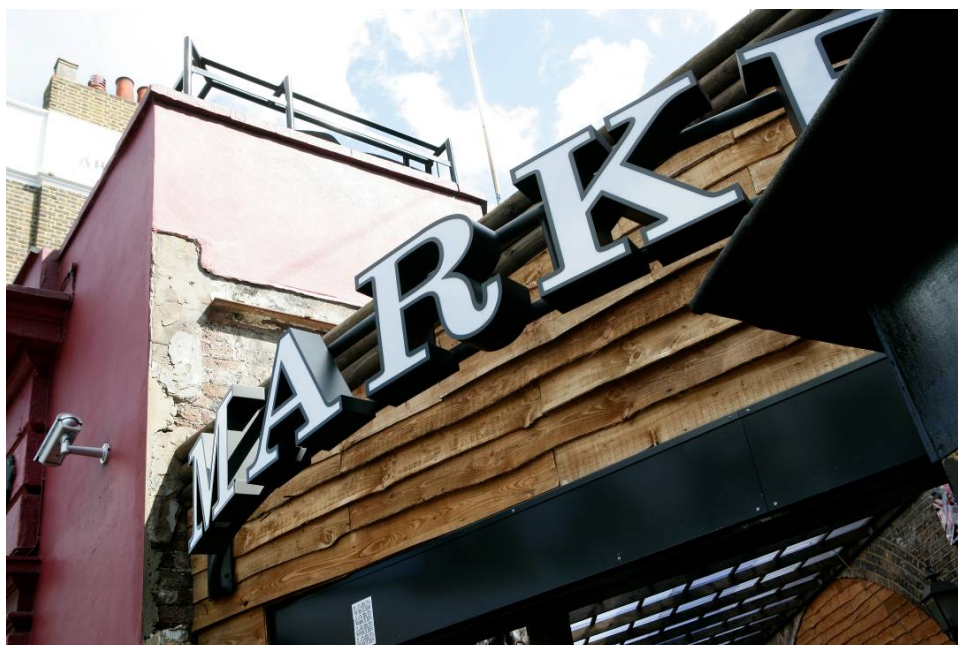
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## Camden Town

- 3.3 Camden Town is the largest of the Borough's town centres and is well known for its markets and music venues. Parts of Camden Town have historic importance and have been designated as the Camden Town Conservation Area. However, residential and business communities are concerned about increasing impacts associated with food, drink and entertainment activities such as pubs, clubs, bars and restaurants, such as noise, anti-social behaviour, crime, litter and traffic congestion.
- 3.4 The Council wants to build on Camden Town's success and strong identity in order to develop a unique, vibrant, safe and diverse centre, which offers something for everyone throughout the day and evening, whilst also creating an environment which provides a high standard of amenity for residents.

### What uses are acceptable in Camden Town?

- 3.5 To provide clarity on how the Council will manage the number, size and type of food, drink and entertainment uses within the Camden Town area, we have defined three types of street frontages where particular considerations apply (see the map on page 14). These are:
- Core shopping frontages;
  - Secondary frontages and areas; and
  - Sensitive frontages.





### Core Shopping Frontages

- 3.6 The Core Shopping Frontages effectively cover the main shopping streets within Camden Town, which includes Camden High Street and Chalk Farm Road. This area is the retail heart of Camden Town and the Council's primary objective here is to ensure that new developments do not cause harm to the character, function, vitality and viability of the centre, particularly its shopping function. The Council considers that any reduction in the stock of premises suitable for retail purposes in the defined Town Centre would harm the retail function and character of the centre.
- 3.7 In the Core Shopping Frontages South (south of the junction of Jamestown Road, Hawley Crescent and Camden High Street) we will not grant planning permission for development which results in the number of ground floor premises in retail use falling below 75%.
- 3.8 In the Core Shopping Frontages North (north of the junction of Jamestown Road, Hawley Crescent and Camden High Street) the Council will not grant planning permission for development which results in the number of ground floor premises in retail falling below 50% within Core Shopping Frontages
- 3.9 Where the number of retail premises in these frontages is already less than the minimum requirement of 75% or 50%, no further loss of retail will be permitted (please see Appendix 3 for a detailed explanation of how to calculate the percentage of uses in frontages).
- 3.10 Camden Town is a highly accessible location and is considered suitable for evening activities which will provide a diversity of jobs and keep the centre vibrant and attractive. A careful balance needs to be struck that allows for food, drink and entertainment uses in central locations but does not cause harm to the core shopping function. New food, drink and entertainment uses may be acceptable up to a maximum of 20% of each street frontage. This allows for some expansion of food, drink and entertainment uses. However, for frontages which already have more food, drink and entertainment than the threshold level, no further increase in these uses will be permitted.
- 3.11 Retail uses will be protected along Core Shopping Frontages, and generally within Camden Town Town Centre. The net loss of shopping floorspace (A1) will be resisted. The exception to this will be where the Council considers that such a loss will not cause harm to the character, function, vitality and viability of the centre and the new use meets other objectives of Camden's Core Strategy.
- 3.12 To avoid excessive fragmentation of the centre, no more than two consecutive non-retail uses (including restaurants) will be permitted.

### Secondary Frontages and Areas

- 3.13 The Secondary Frontages and Areas have a varied character and a range of uses. They include the side streets of the town centre, the

employment and market areas adjacent to the Regent's Canal and the Roundhouse. These areas have a relatively limited number of residential properties and are generally well-served by public transport facilities.

- 3.14 We will generally resist proposals that will result in less than 50% of the premises in Secondary Frontages being in retail use
- 3.15 It is important to note that there are some residential uses in or near these locations and that food, drink and entertainment uses could cause harm to the amenity of people living nearby. The Council will take particular care to ensure that proposals do not harm residential amenity and will not grant consent for proposals that it considers would do so.

### **Sensitive Frontages**

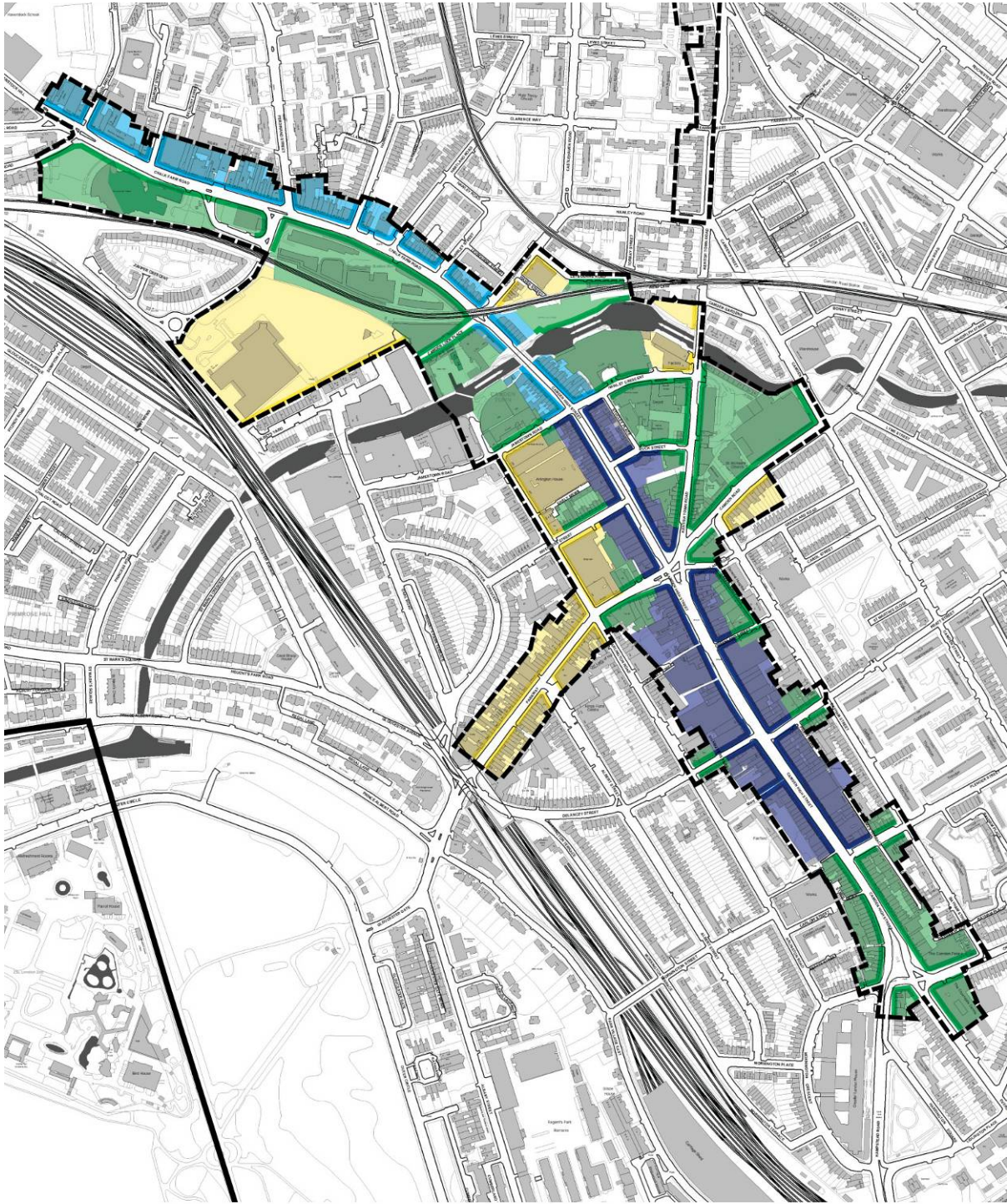
The Sensitive Frontages are:

- streets on the edge of the town centre with commercial activities on the ground floor and homes above; and
- town centre frontages that are opposite frontages that contain of significant amounts of housing.

- 3.16 It is in these streets that there is likely to be the greatest conflict between late-night activities and the amenity of local residents.
- 3.17 Some of the Sensitive Frontages already have significant numbers of food, drink and entertainment uses. We will aim to maintain a balance of uses in these frontages, allowing some flexibility for change in the future while protecting retail and other facilities.
- 3.18 A maximum of 30% of premises in each of these frontage may be food, drink and entertainment uses.
- 3.19 New and expanded food, drink and entertainment uses must be small in scale with a maximum gross floor area (GFA) of 100m<sup>2</sup> to ensure residential amenity is protected.
- 3.20 Exceptions will only be made where it can be demonstrated that larger uses will not create harmful impacts or undermine the character of the area.
- 3.21 Opening hours granted through planning consents for food, drink and entertainment uses in this area are likely to be more restricted than those for similar activities within the Main Shopping Frontages because of the proximity of residential properties (also see Paragraphs 6.17 to 6.19 for further information on hours of operation).
- 3.22 In addition to the minimum and maximum percentage figures for retail and food, drink and entertainment, we will seek a range of other suitable uses within the town centre as a whole, and in individual frontages.




Map 1. Camden Town Frontages





	A1 Retail	A3, A4 or A5 Food, drink or entertainment
Core (north)	Min 50%	Max 20%
Core (south)	Min 75%	Max 20%
Sensitive	-	Max 30%
Secondary	-	-


Note: Per frontage, see Appendix for list of frontages, applies to ground floor shops only

 LDF Town Centre

Camden Town

 0 Metres 50 100 200 300





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## West Hampstead

- 3.23 West Hampstead is located in the north west of the borough between Swiss Cottage to the east and Kilburn to the west. The centre is linear in nature, extending along West End Lane with a small extension into Broadhurst Gardens in the south.
- 3.24 West Hampstead contains a variety of uses. Shopping uses account for almost half of the ground floor uses in the centre, and independent retailers make up a large proportion of this, while a significant number of premises are occupied by food and drink uses.



### How should retail uses be protected in West Hampstead?

- 3.25 Retail uses are important for ensuring West Hampstead retains a viable shopping function to meet the needs of the local area and therefore we have designated the following shopping frontages:
- Core Frontages; and
  - Secondary Frontages.
- 3.26 See the map on page 17 for the location of the frontages in West Hampstead.

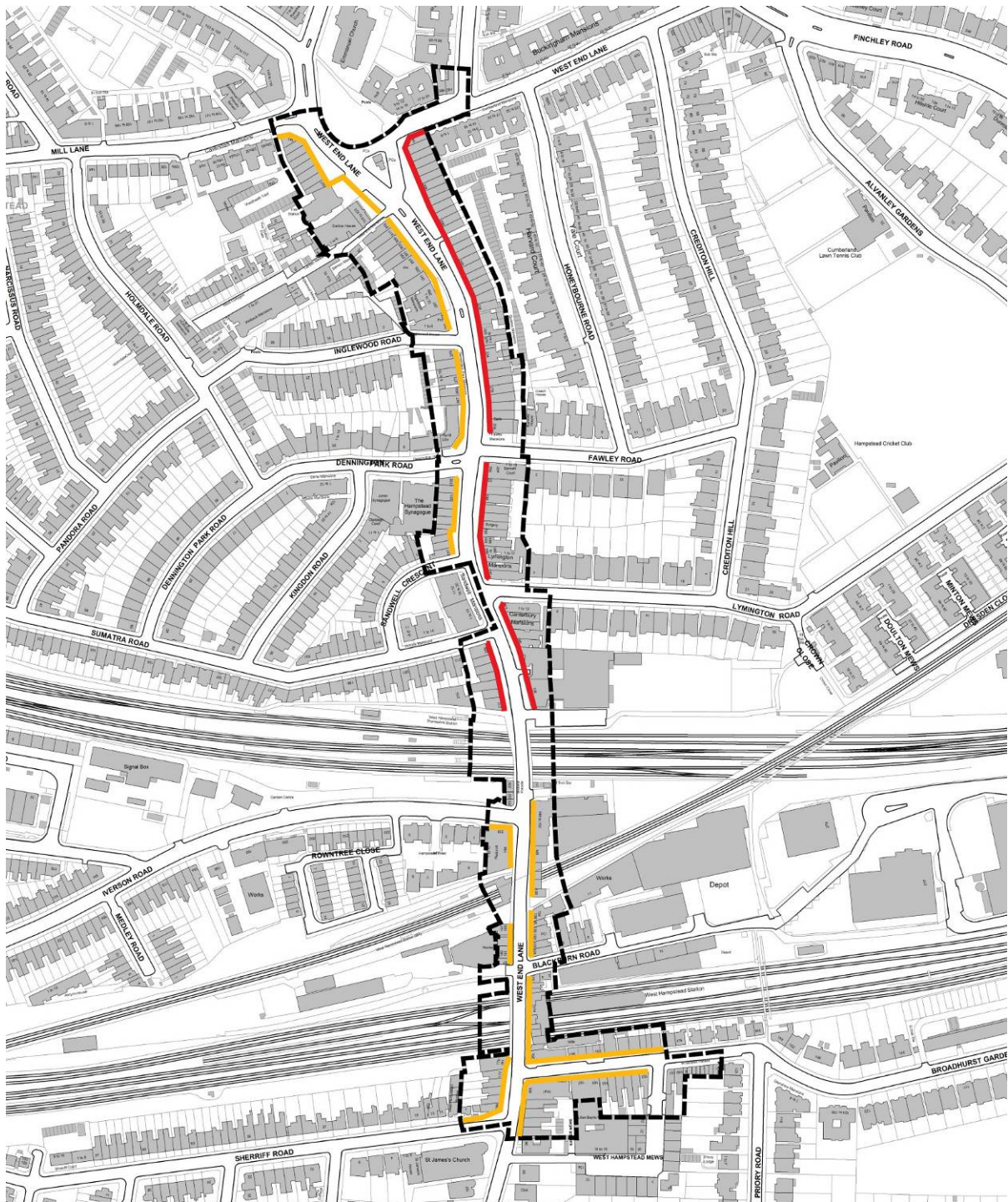
- 3.27 The Council considers that the retail function and character of West Hampstead will be harmed by a reduction in the stock of premises suitable for retail purposes. We will not grant planning permission for development which:
- in **Core Frontages** results in the number of ground floor premises in retail use falling below 75% of the total premises; and
  - in **Secondary Frontages** 50% of the total premises
- 3.28 Please see Appendix 3 for information on how to calculate the percentage of uses in frontages.
- 3.29 Where the number of retail premises in these frontages is already less than the minimum requirement of 75% or 50%, no further loss of retail will be permitted.

#### **How many food, drink and entertainment uses are acceptable in West Hampstead?**

- 3.30 The Council recognises that food and drink uses make a positive contribution to the overall mix of uses and the vitality of West Hampstead town centre. Many of the existing food and drink uses located in the north of the centre have taken advantage of the wide pavements that exist and have outside seating areas. This adds vitality to the street scene. For all proposals for new or expanded food, drink and entertainment uses in West Hampstead we will consider the impact of these uses, whether cumulatively or individually, on:
- the retail character and function of the centre;
  - the overall mix of uses in the centre; and
  - local amenity.
- 3.31 To protect the character of the town centre, permission for development of food, drink and entertainment uses may be granted to a maximum of 25% of total premises in each individual frontage. Where the number of these uses already exceeds 25% of premises within a frontage no further food, drink and entertainment uses will be permitted.
- 3.32 To avoid the creation of concentrations of food, drink and entertainment uses that could result a harmful impact to the amenity of local residents and businesses, we will not permit development which result in more than two of these uses being located consecutively in a frontage.
- 3.33 In addition to the minimum and maximum percentage figures for retail and food, drink and entertainment, we will seek a range of other suitable uses within the town centre as a whole, and in individual frontages.



Map 2. West Hampstead Frontages



LDF Town Centre

Retail Frontage Classification



Core Min 75% A1 in each frontage



Secondary Min 50% A1 in each frontage

Note: See Appendix for list of frontages  
applies to ground floor shops only

West Hampstead

0 Metres 50 100 200



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## Finchley Road/Swiss Cottage

- 3.34 Finchley Road/Swiss Cottage extends along Finchley Road from south of Swiss Cottage underground station to Finchley Road and Frognal overground station.



### How are retail uses be protected in Finchley Road/Swiss Cottage?

- 3.35 Shopping uses are important to ensure Finchley Road/Swiss Cottage retains a viable retail function to meet the needs of the local population. In order to protect retail uses in this town centre we have designated two types of frontages:
- Core Frontages; and
  - Secondary Frontages.
- 3.36 See the map on page 20 for the location of the frontages in Finchley Road/Swiss Cottage.

### Core frontages

- 3.37 Any reduction in the number of premises in retail use in the Core Frontages could harm the shopping function and character of the centre. Therefore we will not permit development which results in the number of ground floor premises in shop use falling below 75% of the total premises in each of the Core Frontages. Some core frontages in this town centre already have less than 75% of their Core Frontage in retail use and therefore we will not allow any further loss of retail uses in these frontages.

### Secondary frontages

- 3.38 The Council also wants to ensure that the shopping function and character of Finchley Road/Swiss Cottage is not harmed by

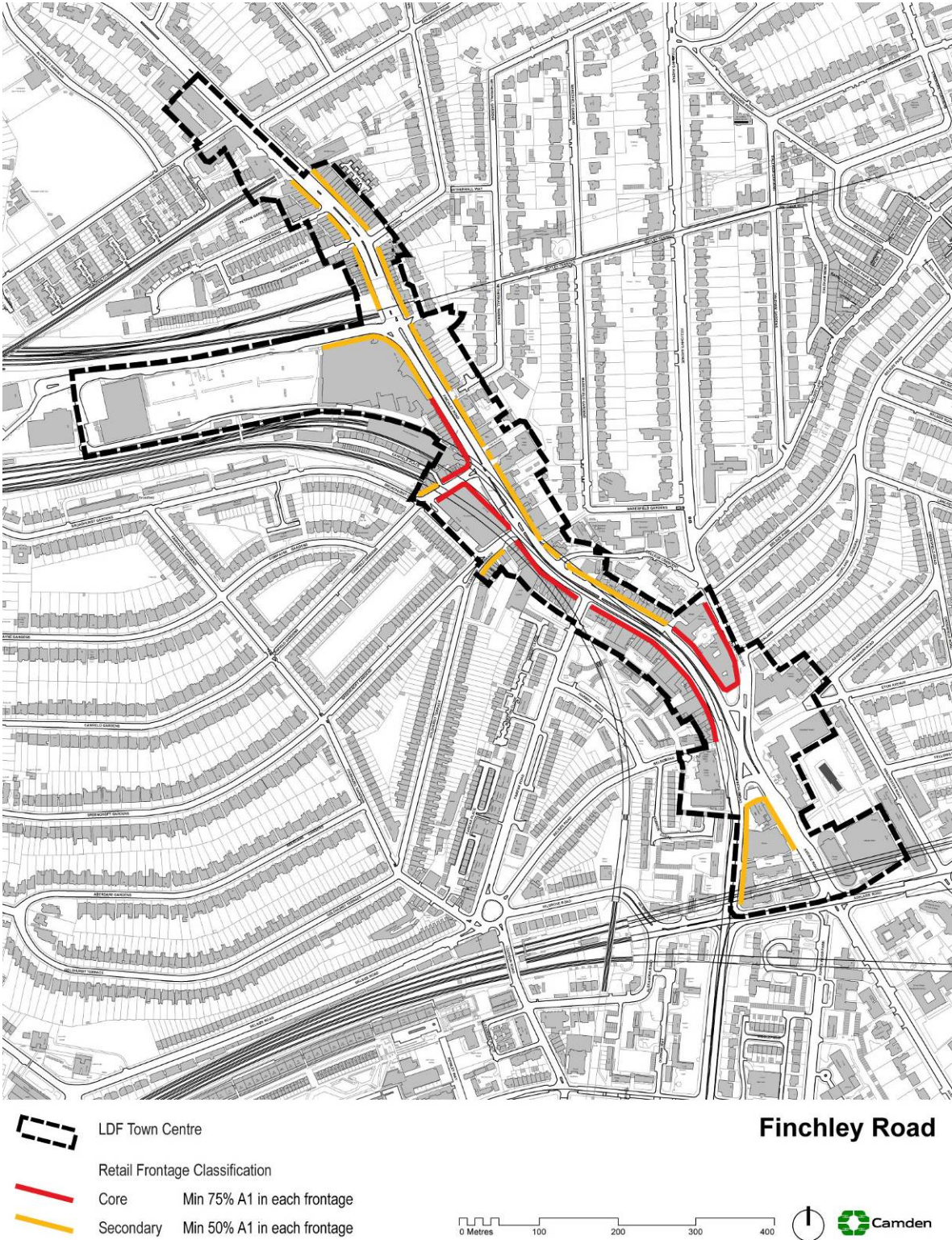


developments in other parts of centre. Therefore, outside of the core frontages we will permit a change from retail to a non-retail use where it would not cause the number of premises in retail use to fall below 50% in a particular frontage. Where the number of premises in retail use is already less than 50%, no further loss of shop uses will be permitted in these frontages.

**How many food, drink and entertainment uses are acceptable in Finchley Road/Swiss Cottage?**

- 3.39 In order to protect shopping facilities, maintain the character of Finchley Road/Swiss Cottage and avoid cumulative impacts on the amenity of residents, we will allow a maximum of 20% of the total premises within the designated Core Frontages to be in food, drink or entertainment use.
- 3.40 In frontages where over 20% of premises are already in food, drink and entertainment use, we will not permit further food, drink and entertainment uses.
- 3.41 To prevent harmful impacts on the large residential population within this centre, new or expanded food, drink and entertainment uses should be small in scale. Small in scale is generally considered to be 100sq m. Larger premises may be considered acceptable for restaurants, which generally have less impact than other food, drink and entertainment uses. The Council will consider the nature of the proposed use and its location, taking into account the level and proximity of housing, when assessing the acceptability of a proposal in terms of its size.
- 3.42 Due to the large amount of housing above shop premises on Finchley Road, the Council does not consider that it is appropriate to allow new or expanded nightclubs in the Finchley Road/Swiss Cottage centre.
- 3.43 To avoid concentrations of evening and night time uses that could create harmful impacts, we will not permit development that would result in more than two consecutive food, drink and entertainment uses in a row.
- 3.44 In addition to the minimum and maximum percentage figures for retail and food, drink and entertainment, we will seek a range of other suitable uses within the town centre as a whole, and in individual frontages.

Map 3. Finchley Road Frontages



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## Kentish Town

- 3.45 Kentish Town Town Centre provides shopping and service uses for the local area. It has a good range of shops and services for its size, with many independent traders and a significant amount of food and drink uses.



### How are retail uses protected in Kentish Town?

- 3.46 In order to protect the retail function of the centre, we have designated Core and Secondary Frontages. See the map on page 23 for the location of the frontages in Kentish Town. The Council will generally resist proposals that would result in:
- less than 75% of the premises in Core Frontages being in retail use; or
  - less than 50% of the premises in Secondary Frontages being in retail use.
- 3.47 This guidance will be applied having regard to the existing character of Kentish Town and individual frontages.

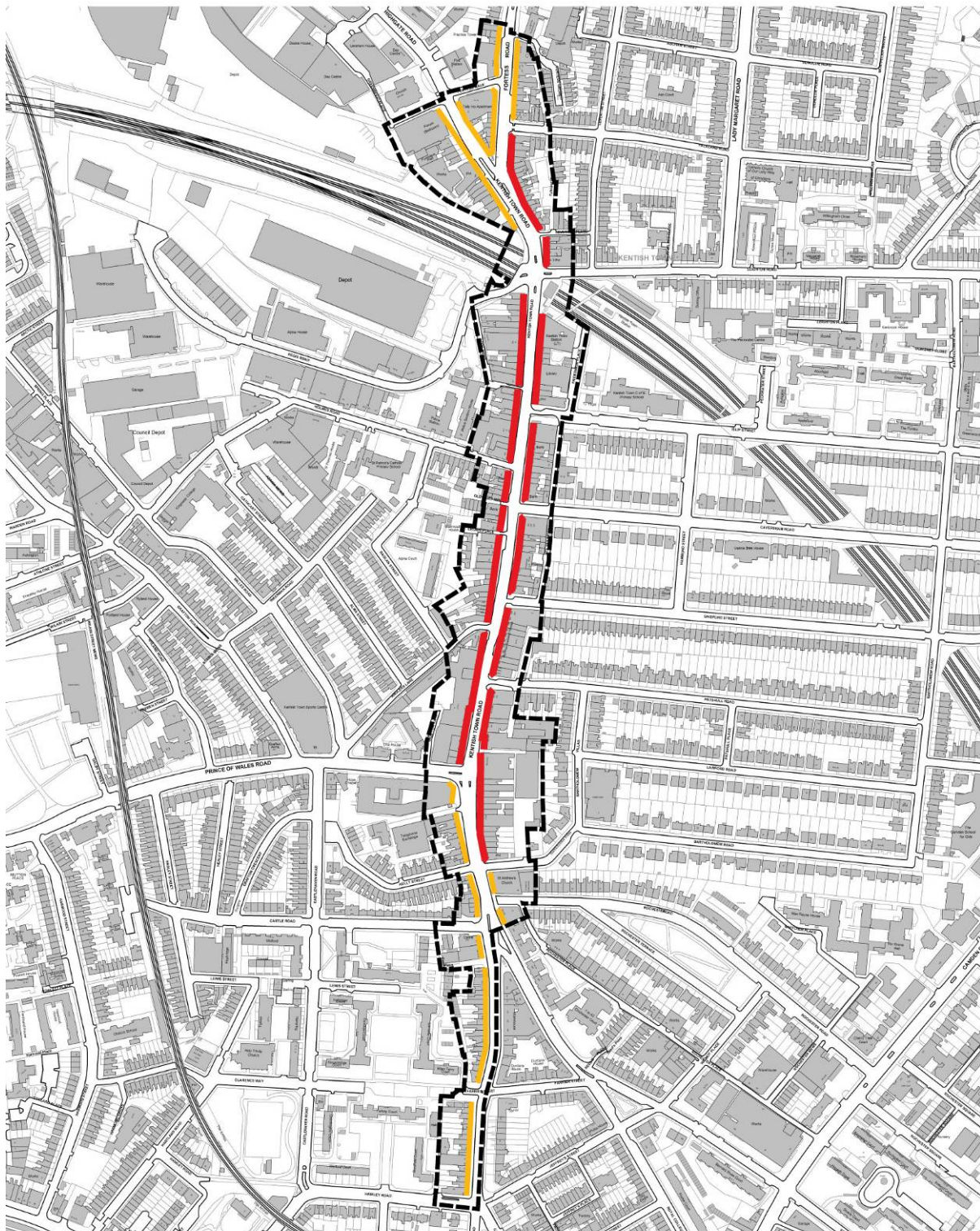
### How should non-retail uses be provided in Kentish Town?

- 3.48 In accordance with policy DP12 of Camden Development Policies, we will seek to prevent concentrations of uses that would harm a centre's attractiveness to shoppers or its residential amenity. The Council will therefore generally resist proposals that would result in:
- more than 2 consecutive premises within the Core Frontages being in non-retail use;
  - more than 3 consecutive premises in non-retail use within Secondary Frontages.

- 3.49 In addition to the minimum and maximum percentage figures for retail and food, drink and entertainment, we will seek a range of other suitable uses within the town centre as a whole, and in individual frontages.



Map 4. Kentish Town Frontages



LDF Town Centre

Retail Frontage Classification



Core Min 75% A1 in each frontage



Secondary Min 50% A1 in each frontage

Note: See Appendix for list of frontages  
applies to ground floor shops only

Kentish Town

0 Metres 50 100 200 300



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## Kilburn High Road

- 3.50 Kilburn High Road straddles the border of the boroughs of Camden and Brent, and is the second largest centre in the borough. It has a large number of small, independent shops and mostly serves the day-to-day needs of the local population.



### How are retail uses protected in Kilburn High Road?

- 3.51 In order to protect the retail function of Kilburn High Road, we have designated Core and Secondary Frontages (see map on page 26 for the frontage locations). The Council will generally resist proposals that would result in:
- less than 75% of the premises in Core Frontages being in retail use; or
  - less than 50% of the premises in Secondary Frontages being in retail use.
- 3.52 This guidance will be applied having regard to the existing character of Kilburn High Road and individual frontages.

### How should non-retail uses be provided in Kilburn High Road?

- 3.53 In accordance with policy DP12 of Camden Development Policies, we will seek to prevent concentrations of uses that would harm a centre's attractiveness to shoppers or its residential amenity. The Council will therefore generally resist proposals that would result in:
- more than 2 consecutive premises within the Core Frontages being in non-retail use;
  - more than 3 consecutive premises in non-retail use within Secondary Frontages.

- 3.54 In addition to the minimum and maximum percentage figures for retail and food, drink and entertainment, we will seek a range of other suitable uses within the town centre as a whole, and in individual frontages.



Map 5. Kilburn Frontages



-  LDF Town Centre
- Retail Frontage Classification
  -  Core      Min 75% A1 in each frontage
  -  Secondary      Min 50% A1 in each frontage

Note: See Appendix for list of frontages applies to ground floor shops only



## Hampstead

- 3.55 This is one of Camden's smallest centres, but draws many people from outside of the borough, attracted by the high quality environment and up-market shops, cafés and bars. The whole centre is within a Conservation Area and has many listed buildings, contributing to the special character of the area.



### How are retail uses protected in Hampstead?

- 3.56 In order to protect the retail function of the centre, we have designated Core and Secondary Frontages (see map on page 29 for the location of the frontages). The Council will generally resist proposals that would result in:
- less than 75% of the premises in Core Frontages being in retail use; or
  - less than 50% of the premises in Secondary Frontages being in retail use.
- 3.57 This guidance will be applied having regard to the existing character of the centre and the individual frontages.

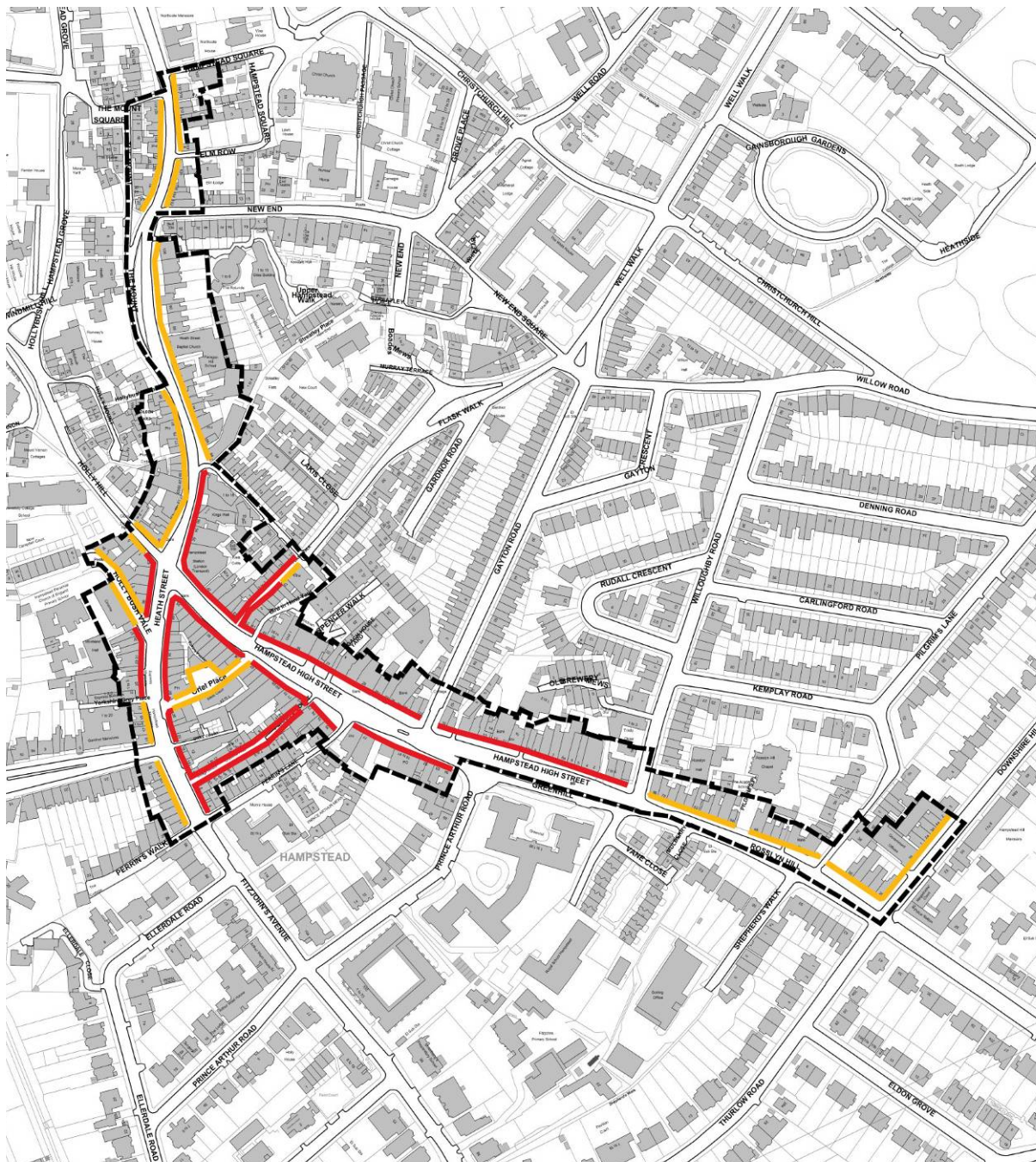
### How should non-retail uses be provided in Hampstead?

- 3.58 In accordance with policy DP12 of the Camden Development Policies, we will seek to prevent concentrations of uses that would harm a centre's attractiveness to shoppers or its residential amenity. The Council will therefore generally resist proposals that would result in:

- more than 2 consecutive premises within the Core Frontages being in non-retail use;
- more than 3 consecutive premises in non-retail use within Secondary Frontages.



Map 6. Hampstead Frontages



-  LDF Town Centre
- Retail Frontage Classification
-  Core Min 75% A1 in each frontage
-  Secondary Min 50% A1 in each frontage

Note: See Appendix for list of frontages applies to ground floor shops only

**Hampstead**

0 Metres 50 100 200



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### **Neighbourhood Centres outside of the Central London Area**

- 3.59 Camden's Neighbourhood Centres provide for the day-to-day needs of people living, working or staying nearby. They generally consist of groupings of between five and fifty premises which focus on convenience shopping. Other uses that can make a positive contribution to the character, function, vitality and viability of these centres include:
- financial and professional services;
  - food and drink uses;
  - launderettes;
  - doctors;
  - dentists; and
  - veterinary surgeries.
- 3.60 As a guide we will resist schemes that result in:
- less than 50% of ground floor premises being in retail use; or
  - more than 3 consecutive premises being in non-retail use.
- 3.61 We will take into account any history of vacancy in the centre and the viability of retail use at that location.
- 3.62 Large-scale retail development (over 1,000m<sup>2</sup>) and late night licensed entertainment will generally be inappropriate in Neighbourhood Centres due to the impact of deliveries, noise and customers on residential amenity. Neighbourhood Centres will be considered suitable locations for food and drink uses of a small scale (generally less than 100m<sup>2</sup>) that serve a local catchment, provided they do not harm the surrounding area.
- 3.63 For a list of the properties included in Camden's neighbourhood centres, please refer to Appendix 1 - Properties located within Camden's Centres. The neighbourhood centres are also shown on our proposals map. Guidance on the Neighbourhood Centres located within the Central London Area can be found in Section 4.

## 4 Central London Area food, drink and entertainment, specialist and retail uses

### KEY MESSAGES

- We seek to maintain the mixed use character of the Central London area, protect the retail function of shopping streets and maintain specialist uses.
- We seek to prevent concentrations of food drink and entertainment uses that cause harm to the character of the area and the amenity of local residents.
- Guidance is given for individual frontages, taking into account their specific circumstances.

4.1 Camden's Central London Area plays an important part in providing the vibrancy, diversity and identity that makes the borough such a popular place to visit and live in. It also forms a key part of London's Central Activities Zone whose unique role, character and mix of uses provides much of the capital's distinctiveness.

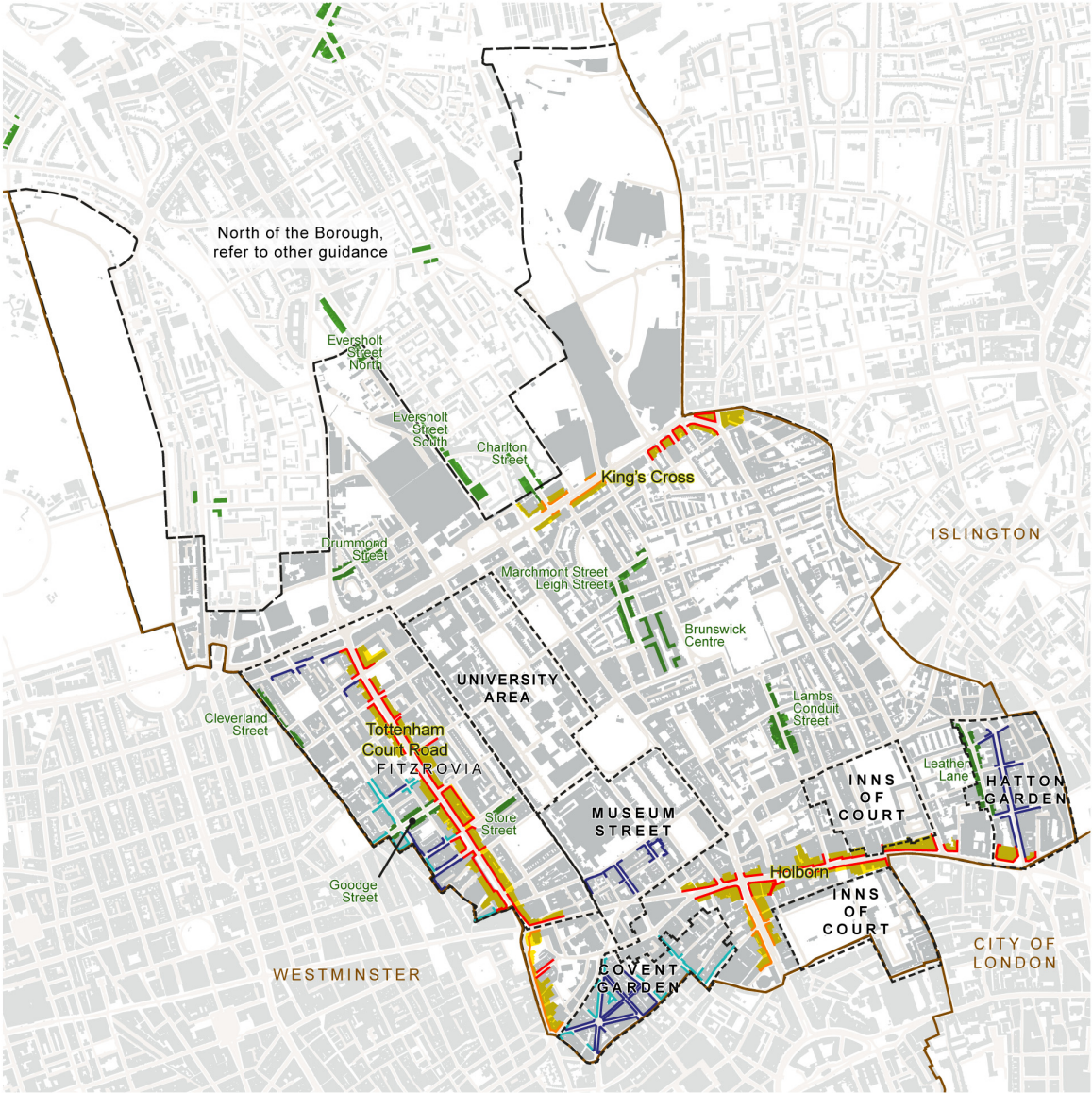
4.2 The Central London Area includes:




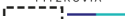

- a number of local areas with their own identifiable character;
- three Central London Frontages; and
- a number of neighbourhood centres.

This section provides guidance on the Council's approach to planning applications for food, drink and entertainment, specialist and retail uses in these areas.



Map 7. Central London Designations



-  Borough boundaries
-  Central Activity Zone
-  **Holborn**  
Central London Frontage:  
Area, primary frontage, secondary frontage
-  **FITZROVIA**  
Central London Local Area  
Area, Primary frontage, secondary frontage
-  **Goodge Street**  
Neighbourhood Centre



## Central London Frontages

- 4.3 Central London Frontages are major shopping areas within the Central London Area. They generally either have an international, national or London-wide role in the shopping services that they provide, including a range of comparison or convenience goods and services for the local resident, worker and visitor populations.
- 4.4 Camden has three Central London Frontages:
- Tottenham Court Road / Charing Cross Road
  - Holborn (High Holborn / Holborn and Kingsway)
  - King's Cross / Euston Road
- 4.5 These areas are shown on Map 7. General guidance for these Frontages is set out below, followed by specific guidance for each Frontage.

### General Guidance

#### Retail and specialist uses

- 4.6 Central London Frontages have an important retail function and planning permission will not be granted for the net loss of retail (Use Class A1) floorspace where it will damage the character and function of a Central London Frontage in line with Policy DP12 in Camden Development Policies.

#### Consolidating and strengthening the role of the Central London Frontages

- 4.7 LDF Policy DP12 and policy CS7 in Camden Development Policies guide uses that are major generators of travel demand to areas well served by public transport, including the Central London Area. In the Central London Frontages, where there are ground floor offices or other uses that do not contribute to their character and function, planning permission will be granted for the creation of new shop premises or other appropriate uses. New development will be expected to contain appropriate ground floor uses in line with the Council's mixed-use requirements in LDF Policies DP1 and DP12 of Camden Development Policies. This approach will also be applied to the small 'gaps' that exist between parts of the Central London Frontages to create more cohesive shopping areas.
- 4.8 In some locations there are scattered commercial premises that are considered potentially suitable for the expansion of a Central London Frontage on New Oxford Street, the south of Kingsway and west of Euston Road. Planning permission will be granted for some expansion of an appropriate mix of commercial facilities, although the Council will ensure that development does not cause harm to residential amenity. It

may be appropriate to provide breaks in commercial activities in specific locations adjacent to concentrations of residential development.

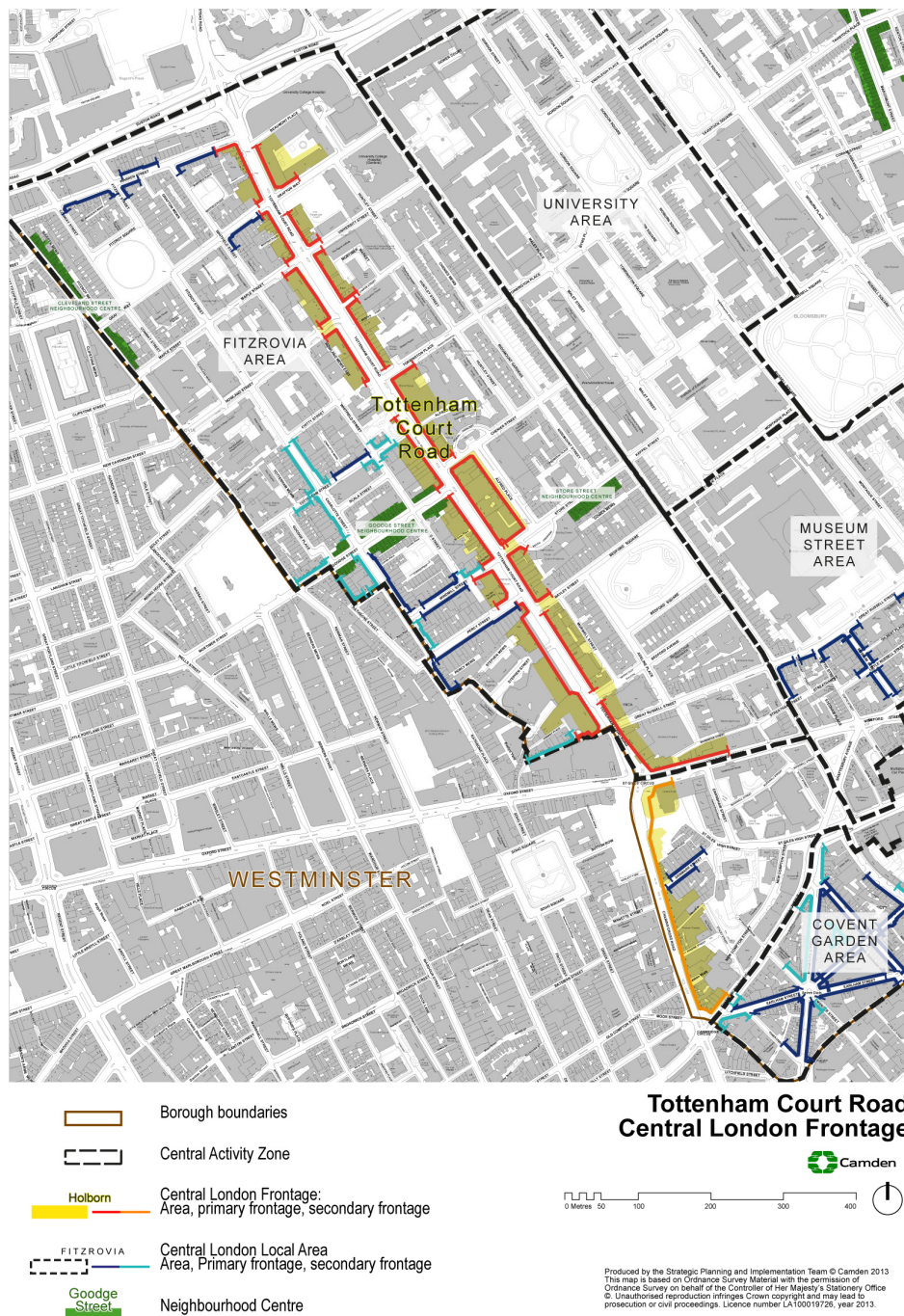
### **Food, drink and entertainment uses**

- 4.9 Central London Frontages are considered generally appropriate locations for new food, drink and entertainment uses, as they have good public transport provision (including late-night services) and are busy, commercial streets with limited residential development. This, however, needs to be balanced against the need to protect their retail functions and protect the amenity of those who live in the area, and this is reflected in the detailed guidance set out below. Central London Frontages are subject to the general guidance on food, drink, and entertainment uses outlined in Section 6. For all planning applications, the Council will not grant consent for proposals that it considers would cause harm to the vitality and viability of the area.

## Tottenham Court Road / Charing Cross Road Central London Frontage

- 4.10 This Central London Frontage takes in virtually the whole length of Tottenham Court Road from Euston Road to St Giles Circus (Map 8). It also takes in the immediately adjoining area of New Oxford Street, and the eastern side of Charing Cross Road as far as Cambridge Circus. (The western side of Charing Cross Road falls within the City of Westminster.) Guidance on these areas is set out below. More information on this area can be found within Section 6 of this document as well as the Fitzrovia Area Action Plan.

**Map 8. Tottenham Court Road and Charing Cross Road**



### Tottenham Court Road

- 4.11 The Tottenham Court Road and the immediately adjoining area of New Oxford Street shopping area comprises over 180 ground floor commercial premises. It is characterised by larger-scale developments and large retail premises and contains about 90% of the overall premises in this Central London Frontage. Concentrations of furniture/home furnishings and electrical goods shops of London-wide significance are located here. These uses are intermingled with High Street multiples providing a range of convenience goods and services.
- 4.12 Food, drink and entertainment uses tend to be interspersed among other uses. Within this part of the Central London Frontage is a theatre, casino, cinema, a nightclub as well as several restaurants, cafés, takeaways and public houses/bars.
- 4.13 There has been a rise in the number of sandwich bars and cafes in Tottenham Court Road operating out of shop premises (Use Class A1), many occupied by High Street chains. A large majority of cafes along Tottenham Court Road operate within the A1 shop use class. The law does not say at what point a change of use happens between Class A1 and Class A3; therefore, the Council has to consider each application on a case by case basis.
- 4.14 The creation of large numbers of cafe uses is a concern as it could disrupt the shopping character of the street. Due to the importance of its retail role, which the Council does not wish to see diminished, planning permission will generally not be granted for changes of use from Use Class A1 to other uses at ground floor level in the designated frontages on Tottenham Court Road if the proposal takes the proportion of A1 use in the frontage below 80%.

### Summary of Planning Guidance

Area	Policy Direction	Policy approach
Tottenham Court Road	Protect retail uses	The Council will generally resist proposals that would result in: <ul style="list-style-type: none"> <li>Less than 80% A1 retail use in each individual frontage</li> </ul>

### Charing Cross Road

- 4.15 Two thirds of the premises in Charing Cross Road, part of the Central London Frontage are in retail use, with book shops and music shops accounting for about half the total number of premises in shop use.
- 4.16 The retail function of this part of the Central London Frontage is not as significant in terms of size or number of uses as the Tottenham Court Road / New Oxford Street area, but the uses do support other

concentrations of specialist book and music shop uses in Charing Cross Road and Denmark Street. It is considered that this part of the Central London Frontage has the potential to accommodate some additional non-retail uses provided that the overall level of shop use (Use Class A1) does not fall below two thirds (66%) of uses on the frontage shown on Map 8 (see Appendix 3 for calculation of the percentages for frontages).

- 4.17 This area is dominated by offices, with little residential development and therefore a higher level of food, drink and entertainment uses is considered acceptable. Planning permission for food, drink and entertainment uses may be granted in this area, provided development does not result in a harmful concentration or cause harm to amenity, and does not result in a reduction of A1 retail uses to less than two thirds (66%) of uses on the frontage shown on Map 8. This allows some flexibility for limited growth of these uses.

### Summary of Planning Guidance

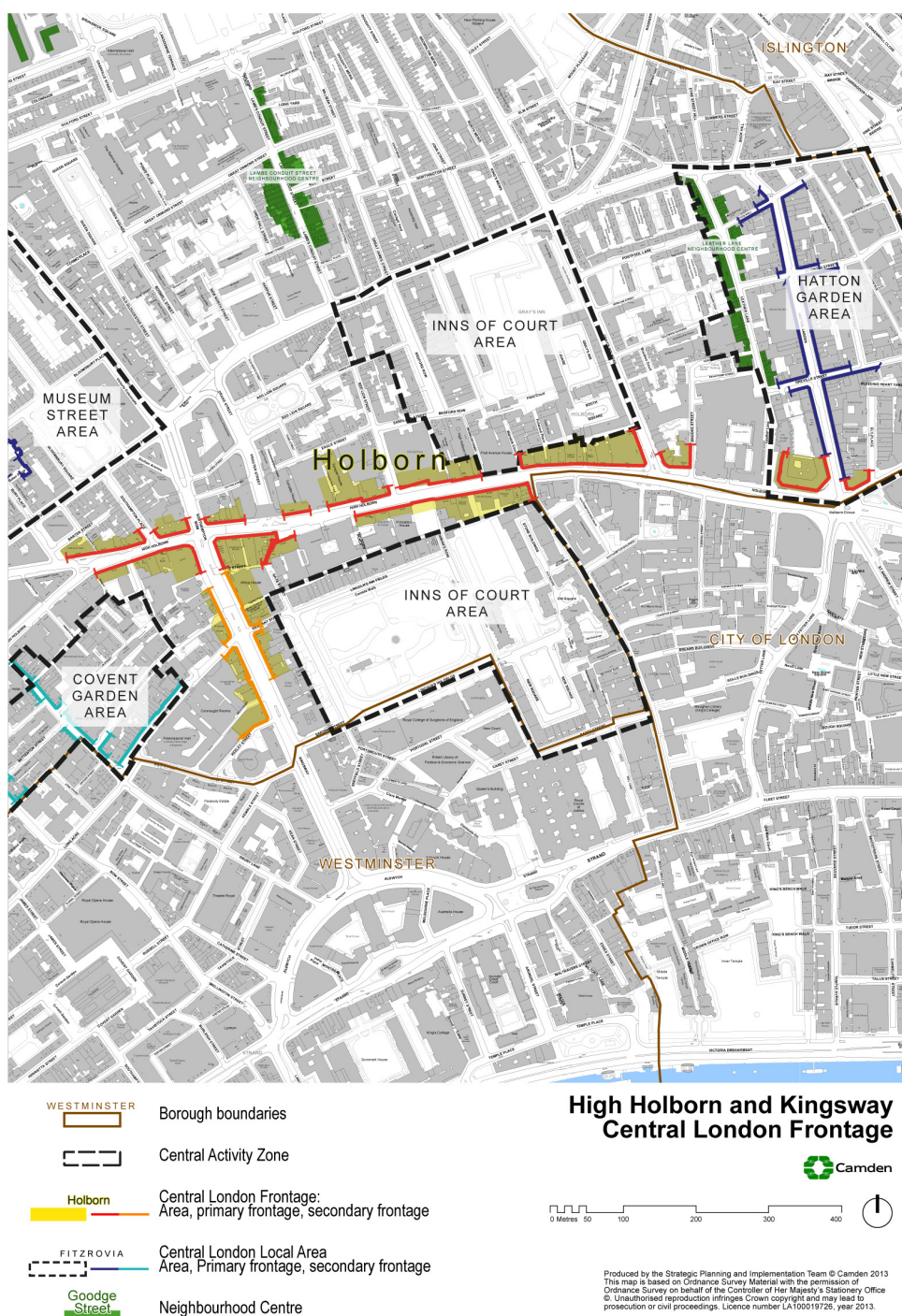
Area	Policy Direction	Policy approach
Charing Cross Road	Protect the retail function of the area	<ul style="list-style-type: none"> <li>Planning permission for food, drink and entertainment uses may be granted in this area, as long as it does not result in a reduction in A1 retail uses to less than two thirds (66%) of uses on the frontage shown on Map 8</li> </ul>



## Holborn Central London Frontage

- 4.18 Holborn Central London Frontage covers High Holborn / Holborn, from the junction of New Oxford Street to Holborn Circus, and most of Kingsway south of High Holborn. (The southern side of High Holborn / Holborn east of Chancery Lane is within the City of London.) The Frontage is located in an area dominated by office development, and large office entrances often break up the continuity of shop premises. Therefore this Central London Frontage is not continuous as there are small gaps where offices and hotels without a shopping component have been excluded.

Map 9. Holborn Central London Frontage



- 4.19 Holborn Central London Frontage contains approximately 150 ground floor commercial premises and largely operates as a town centre for workers and the Holborn area's residential community.
- 4.20 Retail uses are characterised by High Street multiple outlets and convenience stores. Slightly less than half of all premises are in retail use and financial and professional services are well represented. Food, drink and entertainment uses are interspersed amongst these other uses, and are also characterised by High Street chains. Slightly less than a quarter of all premises are occupied by food, drink and entertainment uses.
- 4.21 A grouping of food, drink, and entertainment uses has developed on Kingsway south of Gate Street on the fringe of the Central London Area and includes a mixture of High Street multiples and independent outlets.
- 4.22 General guidance for food, drink and entertainment uses is set out in Section 6. For all applications, the Council will not grant consent for proposals that it considers would cause harm to the character of the area or amenity.
- 4.23 The Council seeks to protect the retail function of this Central London Frontage in line with LDF policy DP12 in Camden Development Policies. Planning permission will not be granted for development involving the loss of A1 retail uses which results in A1 retail uses falling below 50% of the total premises in each individual frontage as shown on Map 9 (see Appendix C for calculation of the percentage of uses in frontages).
- 4.24 Holborn Central London Frontage is considered an appropriate location for food, drink and entertainment uses. However, to protect the main area of retail use and allow for other service uses (particularly within Use Class A2 such as banks), planning permission will not be granted for development that results in more than 25% of premises in each individual frontage shown on Map 9 being in food, drink or entertainment use. This allows some flexibility for limited growth of food, drink and entertainment uses.
- 4.25 An exception will apply to a small section on the fringe of this Central London Frontage in Kingsway south of Gate Street, which is considered particularly suitable for providing a greater amount of food, drink and entertainment uses. This area is dominated by offices, with little residential development and therefore a higher level of food, drink and entertainment uses is considered acceptable. There is already a high percentage of food, drink, and entertainment uses and up to 40% food, drink and entertainment uses may be permitted in each individual frontage indicated on Map 9. This allows some flexibility for limited growth of food, drink and entertainment uses.



Planning Guidance

Area	Policy Direction	Policy approach
High Holborn	Protect retail uses and the retail function of the area	<ul style="list-style-type: none"><li>• The Council will generally resist proposals that would result in less than 50% of the total premises in each individual frontage being in A1 retail use.</li><li>• Planning permission for food, drink and entertainment uses will be granted in this area, as long as it does not exceed the maximum of 25% of premises being in that use within each frontage.</li></ul>
Kingsway south of Gate Street	Protect and encourage the mix of uses in the area.	<ul style="list-style-type: none"><li>• Planning permission for food, drink and entertainment uses will be granted in this area, as long as it does not exceed the maximum of 40% of premises being in that use within each frontage.</li></ul>

## King's Cross / Euston Road Central London Frontage

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

**Map 10. Map: Kings Cross Central London Frontage**



### **Eastern Part of the Central London Frontage**

- 4.27 The eastern part of the Central London Frontage, which runs from Gray's Inn Road – to Argyle Street is characterised by small or medium scale buildings accommodating a mix of commercial uses on the ground floor with residential, hotel and office accommodation above. These commercial uses serve local residents, workers, visitors and travellers using the mainline stations.
- 4.28 Food and drink uses account for many ground floor premises. Shops and financial and professional services account for about one third of the total ground floor premises and include local facilities such as newsagents, post office, and banks. The large triangular block known as the "Lighthouse block" between Pentonville Road and Gray's Inn Road is mostly vacant but does have planning permission for ground floor retail uses and offices above.
- 4.29 The eastern part of the Frontage has an important local retail role that the Council seeks to protect. As there has already been fragmentation of shopping uses in this location, planning permission will not be granted for further loss of retail (Use Class A1).
- 4.30 This area has a high proportion of food, drink and entertainment uses and includes residential accommodation located above commercial facilities. It has seen intense pressure for development of food and drink uses over the last ten years, particularly on Gray's Inn Road. Many applications for change of use have been refused on the grounds that they would cause harm to the character and function of this area, and create unacceptable cumulative impacts. It is considered that further development of food, drink and entertainment uses would undermine the area's mix of uses and create unacceptable cumulative impacts. Planning permission will therefore not be granted for further food, drink and entertainment uses in this area.
- 4.31 The exception to this approach will be taken in the block bounded by Pentonville Road, King's Cross Bridge and St Chad's Place, where there is currently no residential development. Future refurbishment or redevelopment may provide opportunities for incorporating new food, drink and entertainment activities as part of a mixed use scheme.
- 4.32 In those parts of the Central London Frontage that currently have no ground floor activities, the introduction of a mix of appropriate uses including shopping, food, drink and entertainment premises is encouraged.



**Summary of Planning Guidelines**

Area	Policy Direction	Policy approach
Kings Cross – Eastern Part (Grays Inn Road to Argyle Street)	Protect retail uses	<ul style="list-style-type: none"> <li>Planning permission will not be granted for any additional food, drink and entertainment uses.</li> </ul>
Block Bounded by Pentonville Road, Kings Cross Bridge and St Chads Place	Provide a mix of uses	<ul style="list-style-type: none"> <li>Planning permission may be granted for development for food drink and entertainment uses to a maximum of 50% of each individual frontage</li> </ul>

**Western Part of the Central London Frontage**

- 4.33 The area of Euston Road from Judd Street to Dukes Road consists of large-scale buildings, providing predominantly hotel and office accommodation. The ground floors of many of these buildings have commercial activities of which around one third are food and drink uses and around 40% are shops. Many are multiples generally serving the local worker and hotel populations. Food and drink uses comprise of public houses, restaurants and coffee shops.
- 4.34 At the western edge of this area are non-active frontages created by the recently redeveloped Elizabeth Garrett Anderson hospital site and the Travel Inn hotel opposite.
- 4.35 The area is considered acceptable in principle for further food, drink and entertainment uses as there is limited housing along the Frontage, it already experiences significant background noise from traffic and is well served by public transport. Such uses are considered appropriate provided that they do not undermine the area's retail function or the mix of uses in the area or harm amenity.
- 4.36 Planning permission may be granted for development for food, drink and entertainment uses to a maximum of 50% of each individual frontage shown on Map 10. This is subject to assessment of the impacts of proposals as set out in Appendix 3.

Summary of Planning Guidelines

Area	Policy Direction	Policy approach
Western Part of Kings Cross (Judd Street to Dukes Road)	Provide a mix of uses	<ul style="list-style-type: none"><li>Planning permission may be granted for development for food drink and entertainment uses to a maximum of 50% of each individual frontage</li></ul>

4.37 In those parts of the Central London Frontage that currently have no ground floor activities, introduction of a mix of appropriate uses including shopping, food, drink and entertainment premises is encouraged.

## Central London Local Areas

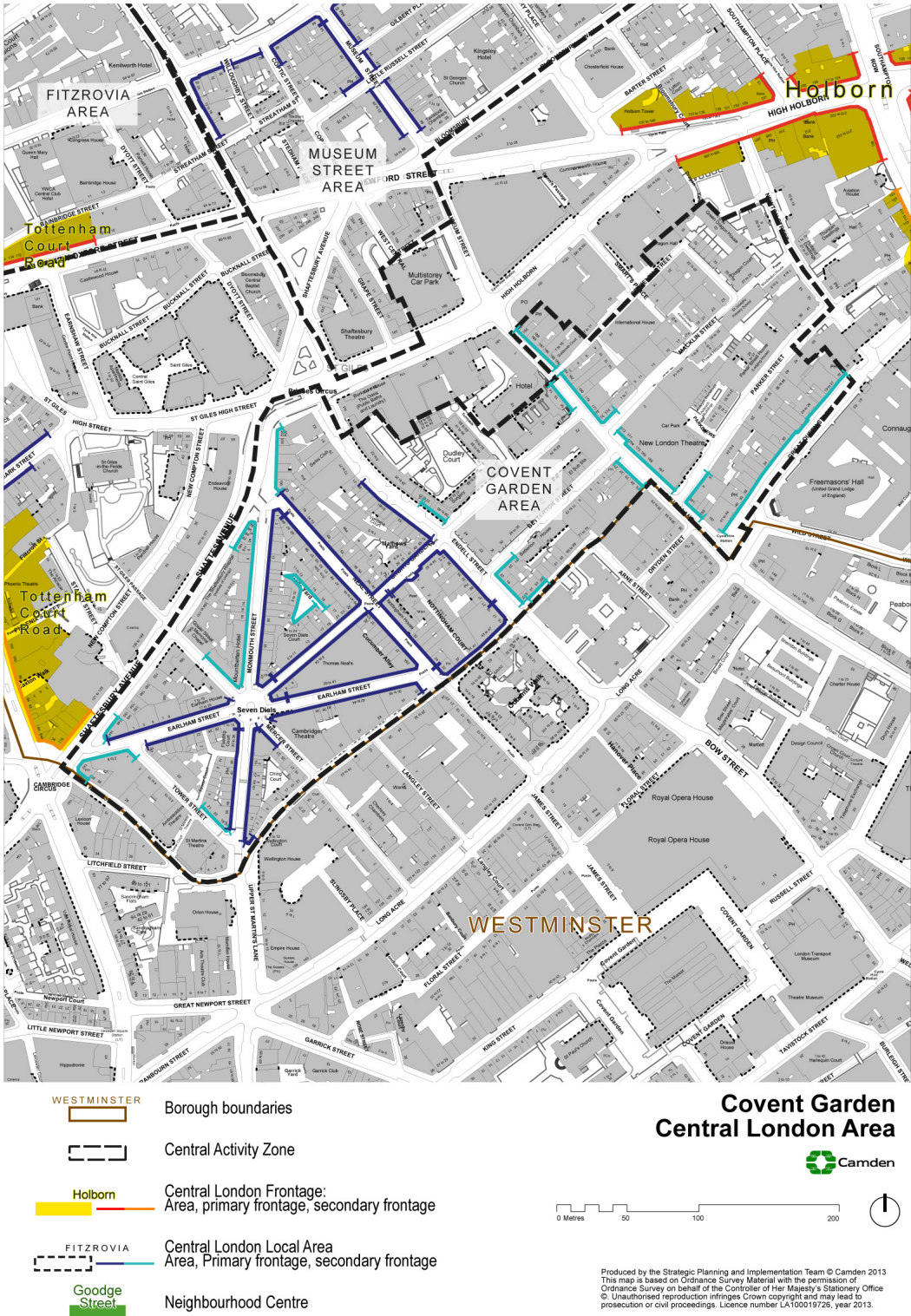
- 4.38 There are many distinct localities within Camden's Central London Area which have specific characters. These contain clusters of specialist activities and in some instances also have concentrations of food, drink and entertainment uses. These are:
- Covent Garden
  - Fitzrovia and south-west Bloomsbury
  - Hatton Garden
  - Museum Street
  - University Area
  - Inns of Court
  - Denmark Street
- 4.39 This section provides area specific guidance for each of these areas.



Covent Garden

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

Map 11. Map: Covent Garden Central London Area



- 4.41 Covent Garden is a well known shopping and entertainment destination and a major attractor of tourists. The area has a large number of shops, restaurants, cafes, as well as pubs, bars and theatres. It is identified by the London Plan 2011 as a strategic cluster of night time activity of international importance, and together with Soho makes a particular contribution to London's world city offer. The area has a high proportion of visitors from beyond London (approximately 40%) and has a high average spend on comparison shopping.
- 4.42 This area of Covent Garden within LB Camden performs a specialist fashion retailing role with a high proportion of independent retailers. The area has a fine grain of development with mostly smaller sized shop premises between 60-100sq m floorspace. The shopping environment is of a high quality and the retailers tend to occupy the upper end of the market. There is a relatively small proportion of supporting uses, in particular cafes. To the west the mix of uses has a greater emphasis on food, drink and entertainment, with a focus of these uses on Great Queen Street.
- 4.43 Covent Garden continues to be a highly successful and sought after location for retailing. The area has around 60% of shopfronts in A1 retail use, among the highest proportions in Camden's shopping streets. This proportion has remained steady in the last few years. The vacancy rate is low at 7%.
- 4.44 Covent Garden is considered to be a retail destination of national and international significance. The Council consider that the specialist retail activity in this area makes an important contribution to the economy and character of Covent Garden and should be protected. The Council will protect the number of premises suitable for retail purposes. To protect the retail function of Covent Garden the Council will seek to protect retail units in the area, as set out in the table below.
- 4.45 Food, drink and entertainment uses are an important part of the mixed use character and function of Covent Garden however additional food, drink and entertainment uses may cause harm to residential amenity and to the mix and balance of uses in the area. The dense built form, fine grained mix of uses in the area means the area is particularly sensitive to the impacts of food, drink and entertainment uses including noise and cooking smells. The Council will limit the expansion of food, drink and entertainment uses on the designated frontages as set out in the table below.

### Covent Garden Planning Guidance

Policy Direction	Policy approach
<p>Protect the retail role of Covent Garden and the specialist retail uses,</p> <p>Maintain the mixed use character of the area, and</p> <p>Avoid clusters of food drink and entertainment uses that cause harm to the amenity of the area and to the residential population.</p>	<p><b>Primary Frontages</b></p> <p>For each Primary Frontage, planning permission will generally not be granted for development that results in:</p> <ul style="list-style-type: none"> <li>• Less than 80% of the total number of units in that frontage being A1 retail use,</li> <li>• More than 25% of the total number of units in that frontage being in food, drink and entertainment uses,</li> <li>• More than two food, drink and entertainment uses consecutively, or</li> <li>• Food, drink and entertainment uses greater than 100sq m.</li> </ul> <p>The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.</p> <p><b>Secondary frontages</b></p> <p>For each Secondary Frontage, planning permission will generally not be granted for development that results in</p> <ul style="list-style-type: none"> <li>• More than 25% of the total number of units in that frontage being in food, drink and entertainment uses,</li> <li>• More than two food, drink and entertainment uses consecutively, or</li> <li>• Food, drink and entertainment uses greater than 100sq m.</li> </ul> <p>The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.</p>



## Fitzrovia and south-west Bloomsbury

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

**Map 12. Fitzrovia Area Central London Area**



- 4.47 The area has a mix of uses including residential, commercial and institutional uses and contains a wide range of shops, cafes, restaurants, and pubs. Fitzrovia also has a large number of specialist shops, such as art dealers and bookshops.
- 4.48 This area contains the Tottenham Court Road Central London Frontage and the Neighbourhood Centres of Goodge Street, Store Street and Cleveland Street. Please note that guidance on these areas is set out under the Central London Frontages (see page 33) and Neighbourhood Centres (see page 65)
- 4.49 The Fitzrovia Area Action Plan contains policy covering retail, food, drink and entertainment uses related to this guidance and the two documents should be read in conjunction.
- 4.50 Retail (Use Class A1) is not the dominant activity within Fitzrovia but rather an important component of the mix of uses. Within the designated retail frontages slightly less than a third (28%) in retail use and around a third (33%) are food, drink and entertainment uses, with the remainder a wide range of other uses including offices and homes. The overall balance of uses on designated frontages has not changed significantly in the last 6 years.
- 4.51 Food, drink and entertainment uses are an important part of the mixed use character of the area. These uses add to its viability and vitality and extend activity into the evenings and weekends. However the fine grain of development with housing throughout the area mean that it is sensitive to negative impacts of food, drink and entertainment uses, such as noise in the evenings. To minimise impacts on local residents and to maintain a mix of uses across the area food, drink and entertainment uses should not dominate the protected retail frontages, and clusters should be avoided.
- 4.52 There is a need to manage retail frontages to maintain sufficient shops in the area to retain Fitzrovia as a shopping destination. This will also allow the retention of the specialist retail uses that positively add to the area's character and vitality.
- 4.53 Development Policy DP10 sets out LB Camden's approach to protecting small and independent shops. DP10 states that "the Council will seek to protect shops outside centres by only granting planning permission for development that involves a net loss of shop floorspace outside designated centres provided that ... within the Central London Area, the development positively contributes to the local character, function, viability and amenity".
- 4.54 Fitzrovia is also home to a number of specialist and independent retailers. These independent and niche retailers form a valued part of the character of the area, complement Fitzrovia's function as a part of the London's West End and attract visitors, trade and activity into the area. This importance of these retailers is recognised in the Fitzrovia Area Action Plan and the Charlotte Street Conservation Area Statement. Specialist and independent traders commonly rely on the availability of

premises away from the main shopping streets (particularly shops that are on their own or in small groups) where rents are lower. These premises are in danger of being displaced by higher value retail and non-retail uses. The high value of housing in Fitzrovia has prompted the conversion of many commercial premises for housing, and the more isolated shops are particularly vulnerable. The Council will therefore seek to retain existing retail units and maintain the overall stock of retail premises whether or not they are occupied by a specialist shop.

### Fitzrovia Area Planning Guidance

Policy Direction	Policy approach
<p>Protect the retail role of Fitzrovia and the specialist retail uses, Maintain the mixed use character of the area and balance the needs of people who live in the area with those who visit the area, and Avoid clusters of food drink and entertainment uses that cause harm to the amenity of the area and to the residential population.</p>	<p><b>Primary Frontages</b></p> <p>For each Primary Frontage, planning permission will generally not be granted for development that results in:</p> <ul style="list-style-type: none"> <li>• Less than 80% of the total number of units in that frontage being A1 retail use, (The proportion of A1 retail use in all primary frontages in the area is currently below 80% and therefore further loss of A1 use will be resisted unless circumstances change.)</li> <li>• More than 25% of the total number of units in that frontage being in food, drink and entertainment uses,</li> <li>• More than two food, drink and entertainment uses consecutively, or</li> <li>• Food, drink and entertainment uses greater than 100sq m.</li> </ul> <p>The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.</p> <p><b>Secondary frontages</b></p> <p>For each Secondary Frontage, planning permission will generally not be granted for development that results in:</p> <ul style="list-style-type: none"> <li>• Loss of retail units (Use Class A1) which contribute positively to the character, function, vitality, viability and amenity of the area.</li> <li>• More than 25% of the total number of units in that frontage being in food, drink and entertainment uses,</li> <li>• More than two food, drink and entertainment uses consecutively, or</li> <li>• Food, drink and entertainment uses greater than 100sq m.</li> </ul> <p>The Council will also take into account the number and mix of uses in adjacent and opposite premises in assessing applications.</p> <p><b>All other properties in the area</b></p> <p>For all other properties in Fitzrovia, planning permission will generally not be granted for development that results in loss of retail units which contribute positively to the character, function, vitality, viability and amenity of the area.</p> <p>New food, drink or entertainment uses outside of the primary and secondary frontages are likely to cause harm to the residential amenity and generally will not be granted.</p>



## Hatton Garden

- 4.55 Hatton Garden is located in the Holborn area, on the south-eastern edge of the Borough. It is bounded by Leather Lane, Holborn, Farringdon Road and Clerkenwell Road.

Map 13. Hatton Garden Central London Area



- 4.56 The area is London and the UK's largest jewellery district and has been established as a centre for the jewellery and diamond trade since the 19th century. Today the area is home to nearly 500 businesses and over 50 shops related to the industry. Other jewellery-related uses include wholesalers, precious metal traders, precision instruments manufacturers, and the offices of jewellery firms. There is a high degree of interdependency between the different jewellery-related uses that is of benefit to the operation of their activities.
- 4.57 The area also contains other light industrial uses particularly associated with the media, graphics and printing along with a significant amount of the Borough's manufacturing employment.
- 4.58 Hatton Garden is not homogenous in character and can be divided into three parts:
- The main jewellery retail area, which is focused around Hatton Garden (the street) and its immediate cross streets;
  - An area to the east which is characterised by larger-scale office building; and
  - Leather Lane, a designated Neighbourhood Centre on the western fringe of Hatton Garden, which is characterised by general shopping uses and upper floor jewellery workshops, but virtually no specialist jewellery retailing.

### ***Offices and Light Industrial Uses***

- 4.59 The jewellery-related and other light industrial uses in the Hatton Garden jewellery area are important to the overall amount and diversity of employment in the Borough. The potential threat to these uses from higher value uses means that the Council seeks to protect both offices and light industrial development in Hatton Garden.
- 4.60 Through policy DP13 – *Employment premises and sites* in Camden Development Policies we will retain land and buildings that are suitable for continued business use. In line with DP13, exceptions to this will only be made where it can be demonstrated that a site or building is no longer suitable for its existing business and where supporting evidence is provided.
- 4.61 Through policy DP13 the conversion of office premises in Hatton Garden to residential or community (D1) use will only be permitted where 50% of the floorspace is provided as affordable B1c light industrial space for use as jewellery sector workshops. In accordance with policy DP1 – *Mixed use development* in Camden Development Policies, where proposals involve an increase in office (B1a) or residential floorspace then 50% of the increase must be provided as jewellery sector B1c space. Where jewellery sector workshop space is provided, we will require the space to be marketed at rents comparable to average rents paid by existing jewellery manufacturers for comparable premises in Hatton Garden.

- 4.62 Where it has been agreed by the Council that the provision of jewellery workshop space is not possible in a redevelopment scheme, we will still require the provision of residential floorspace in line with Policy DP1. In addition we will require a financial contribution towards the support of the jewellery industry. The level of contribution will be related to the area of workspace that would otherwise have been expected.
- 4.63 Please also see section 7 of this guidance and CPG 8 – *Planning Obligations* for further information.

#### ***Specialist retail uses in Hatton Garden***

- 4.64 In contrast to office and light industrial uses, there appear to be no significant development pressures threatening specialist retail activity in Hatton Garden. These specialist uses appear to benefit from nearby shopping areas at Leather Lane and Holborn / High Holborn which provide a good stock of shop premises in the general area, relieving potential pressure on the Hatton Garden shops.
- 4.65 The specialist retail jewellery uses are an important aspect of the character and function of Hatton Garden. The number and concentration of these uses creates a critical mass that attracts customers to this area. We will therefore not grant planning permission for development involving the loss of retail uses (Use Class A1) in designated frontages. While there appear to be no current development pressures threatening the jewellery retailers, this guidance provides a safeguard should there be a change in the situation.
- 4.66 The creation of further small-scale retail shop premises in the Hatton Garden area will generally be encouraged. This should preferably occur within designated frontages containing jewellery uses, but expansion outside of this area may also be appropriate.

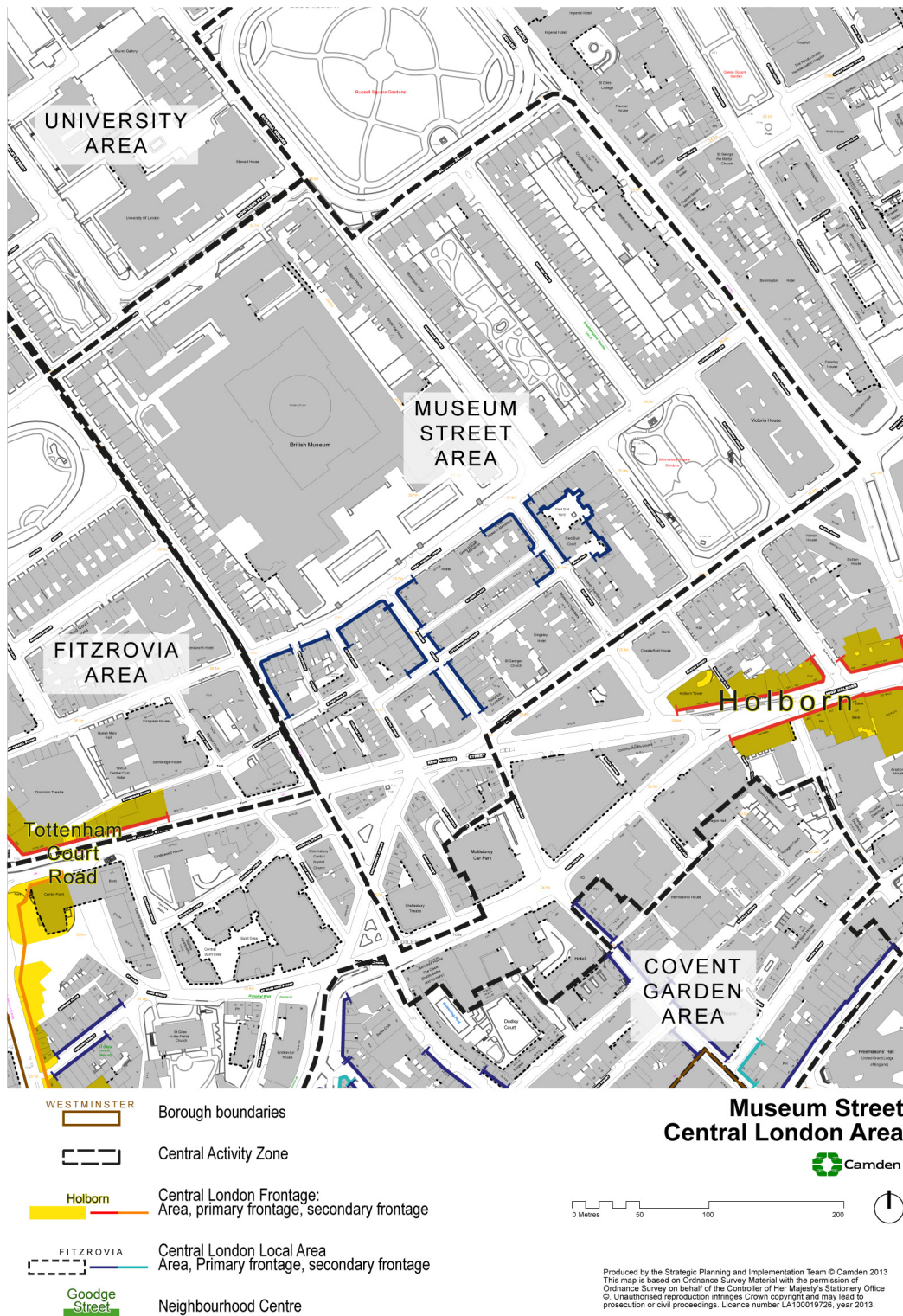
Summary of policy approach for Hatton Garden	
Offices and light industrial uses	<ul style="list-style-type: none"><li>• We will retain land and buildings that are suitable for continued business use and will resist a change to non-business use.</li><li>• We will require any conversion of office space to be replaced by a mixed use development that includes light industrial premises suitable for the jewellery industry.</li><li>• Where proposals provide more than 200sqm increased floorspace, we will seek up to 50% of the additional space as affordable premises for the jewellery sector and housing.</li></ul>
Retail uses	<ul style="list-style-type: none"><li>• We will not permit the loss of retail (Use Class A1) uses in designated Frontages.</li><li>• We will encourage the creation of additional small-scale shops within designated Frontages.</li></ul>



## Museum Street

- 4.67 The Museum Street area is within Bloomsbury, and comprises of the British Museum and the areas immediately south and east. It is characterised by well-preserved Georgian squares and residences, many of which are now in commercial use. The British Museum dominates the area and is one of London's main tourist attractions.

**Map 14. Museum Street Central London Area**



- 4.68 There are a mix of uses in the area:
- The area west of the Museum is characterised by a high concentration of small hotels and several offices, as well as housing; and
  - South of the Museum, particularly along Museum Street, Bloomsbury Street and Great Russell Street, is a concentration of specialist retail uses dealing in collectible items such as antiquarian books, prints, coins and vintage cameras, which contribute significantly to the character of the Museum Street Area. There are also a number of cafés and restaurants located throughout this part of the area.
- 4.69 There is also a significant residential population in the area, with housing being a key component of the mix of land uses, particularly on upper floors and within the mansion blocks along Bury Place.

Summary of policy approach for Museum Street	
Retail uses	<ul style="list-style-type: none"><li>• We will not permit the loss of A1 retail uses in designated Frontages.</li></ul>

**Specialist Retail Uses**

- 4.70 The Museum Street area receives a substantial number of visitors due to the presence of the British Museum. As a result of this a number of uses in the area have developed as supporting facilities and services, for example, specialist bookshops. Given the contribution these specialist uses make to the character of the area we will encourage their retention through Core Strategy policy CS7.
- 4.71 The concentration of specialist retail activity south of the Museum is considered to be under particular threat from other uses. In recent years, several planning applications have been made for changes of use of retail to non-retail uses, mainly for food and drink uses. These applications have generally been refused in line with longstanding policies to protect such uses.
- 4.72 We will continue to protect the specialist uses that make an important contribution to the character of this area. We will therefore not grant planning permission for development involving the loss of retail uses (Use Class A1) or number of retail premises in the designated frontages.



## University Area

- 4.73 This area contains the main concentration of the University of London and associated institutions within the Central London Area.

Map 15. University Area Central London Area



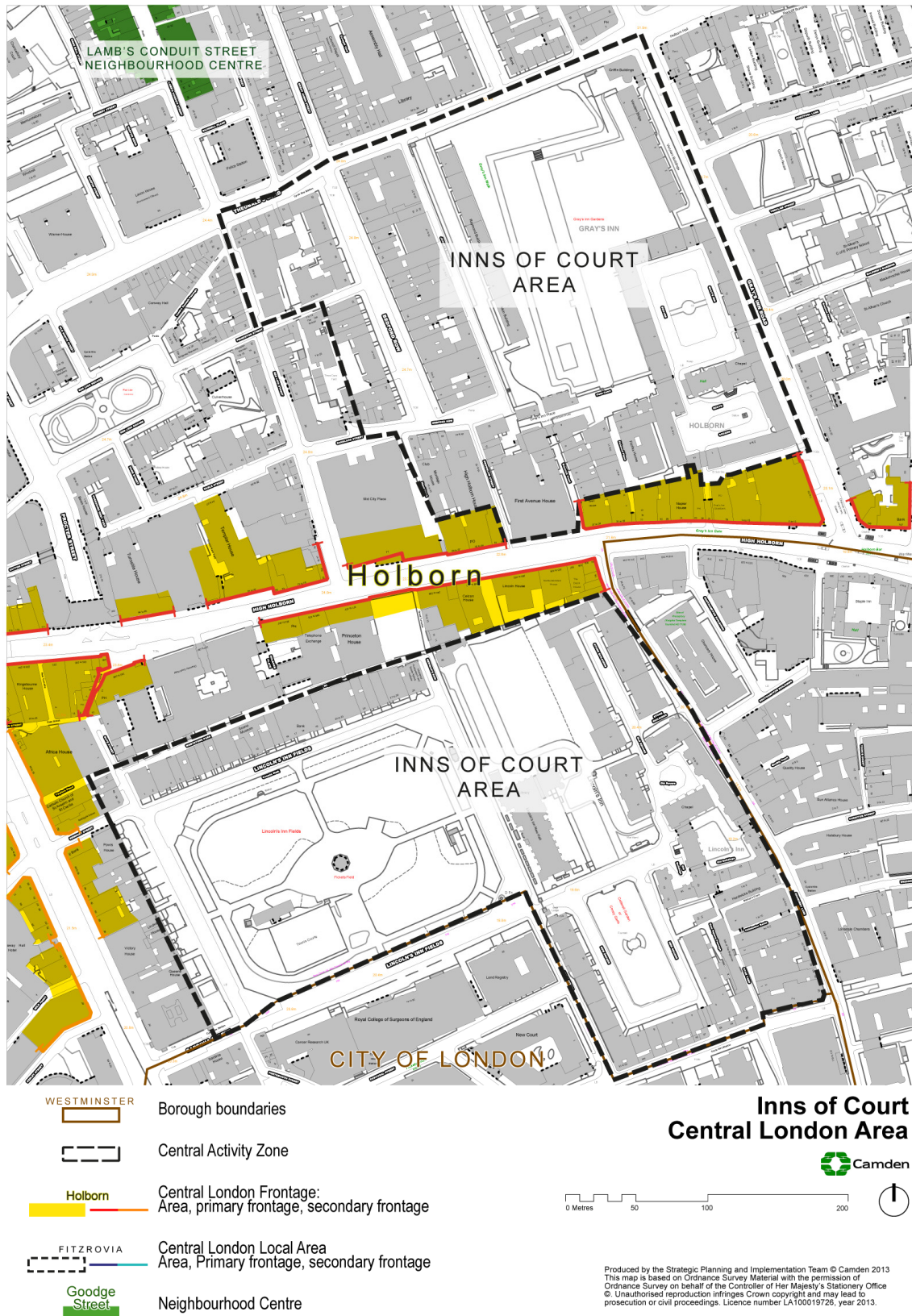
- 4.74 The university is of London-wide, national and international importance. Activities associated with University College London (UCL) and other educational institutions under the umbrella of the University of London add to London's reputation as a centre for learning. They also contribute significantly to employment in the borough, providing a diversity of job opportunities.
- 4.75 Although the area is dominated by university related uses it also has a significant resident population and also includes open space and limited commercial development. The Council will ensure that housing, residential amenity and open space are protected when considering planning applications for academic uses.
- 4.76 In line with policy CS10 we support the higher education sector in Camden and seek to balance its requirements with those of other sectors and the local community. We recognise the importance of the higher education sector within the borough and Central London and will therefore apply our mixed use policy DP1 flexibly, having regard to the compatibility of housing or other secondary uses with the educational establishment.



## Inns of Court

- 4.77 The Inns of Court Areas are located in Holborn on the southern edge of the borough and consists of two separate but nearby areas centred on the historic legal Inns of Court, Gray's Inn and Lincoln's Inn.

Map 16. Inns of Court Central London Area

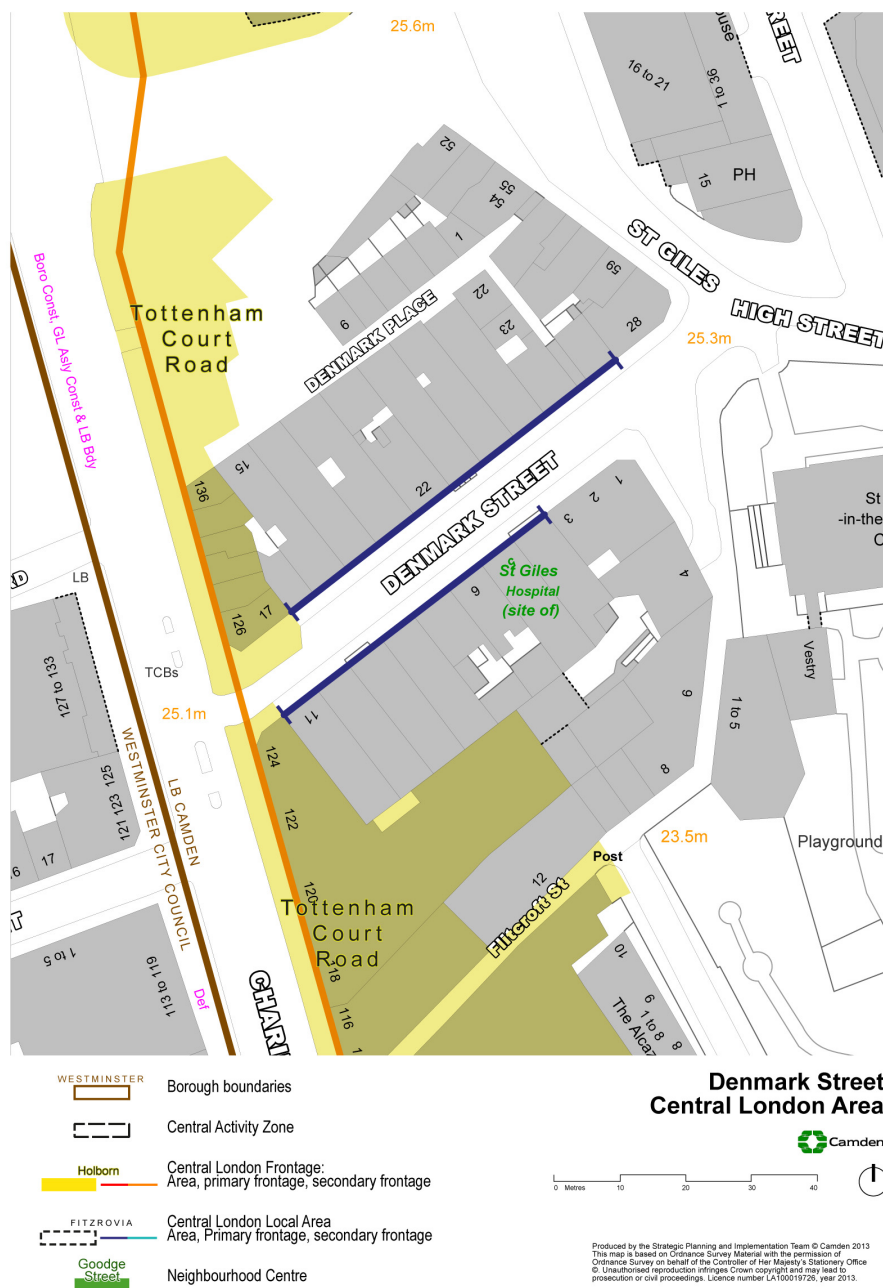


- 4.78 The area has a very long established legal character and contains barristers' chambers, solicitors' offices, courts, government legal offices and law schools. Legal uses also occupy office buildings and former residential properties in some of the adjoining streets and the Council also seeks to retain legal uses in these locations.
- 4.79 The Inns of Court require flexibility in order to provide the size and type of floorspace required in order to remain competitive and attractive to tenants in the legal profession. It is therefore sometimes necessary to swap uses around within the buildings, particularly business and residential uses. In order to provide this flexibility, the Council will grant planning permission for a change of use, provided there is no net loss of residential floorspace or significant reduction in office floorspace in line with policies DP2 and DP13 in Camden Development Policies. Given that most of these historic buildings are either Grade I, II\* or II listed buildings and lie within the Bloomsbury Conservation Area, any changes of use and their associated alterations to fabric and character will have to be very carefully considered.

## Denmark Street

- 4.80 Denmark Street's famous "Tin Pan Alley" is an important centre for the UK's music industry. The specialist retailers located on the ground floor (and sometimes other floors) tend to focus on sale and repair of musical instruments. Other music industry activities, including recording studios, artist management offices, music publishing houses and agents, are located on upper floors.

**Map 17. Denmark Street Central London Area**



- 4.81 Music industry activities make a fundamental contribution to the special character of Denmark Street and support associated retail provision. Since the character of Denmark Street would be harmed by any reduction in the stock of premises suitable for music industry purposes the Council will not grant planning permission for development involving the loss of A1 retail uses, either at ground floor or other levels, or of B1 office and light industrial uses in upper floors in the designated Frontages.



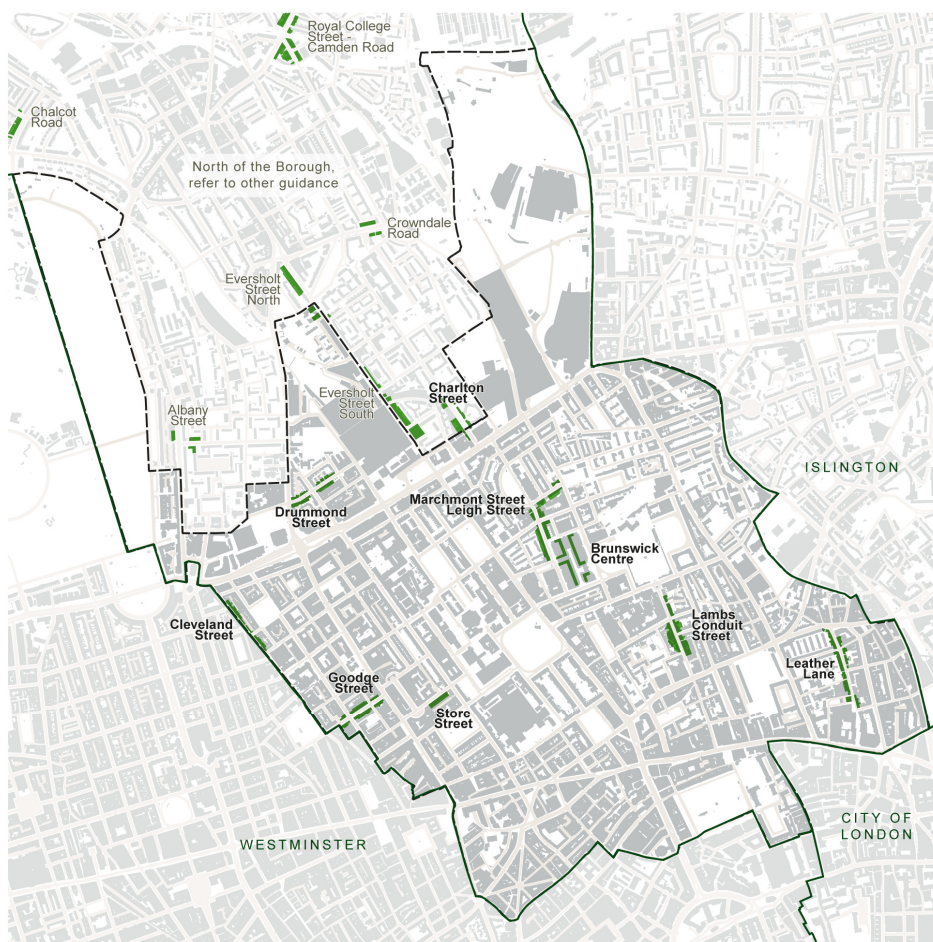
## Neighbourhood centres in Central London

4.82 Camden's Neighbourhood Centres provide for the day-to-day needs of people living, working or staying nearby. They generally consist of groupings of between five and fifty premises which focus on convenience shopping. Other uses that can make a positive contribution to the character, function, vitality and viability of these centres include:

- financial and professional services;
- food and drink uses;
- launderettes;
- doctors;
- dentists; and
- veterinary surgeries.

4.83 The Neighbourhood Centres in the Central London Area, as shown on Map 18 below, are:

- Brunswick Centre
- Chalton Street
- Cleveland Street
- Drummond Street
- Eversholt Street (North and South)
- Goodge Street
- Lamb's Conduit Street
- Leather Lane
- Marchmont Street / Leigh Street / Tavistock Place
- Store Street.

**Map 18. Neighbourhood Centres in Central London**

- 4.84 To maintain an acceptable level of convenience shopping, and to ensure that centres have an overall mix of uses, we will resist schemes that result in:
- less than 50% of ground floor premises being in A1 retail use; or
  - more than 25% of premises being in food, drink and entertainment uses; and
  - more than 2 consecutive food, drink and entertainment uses.
- 4.85 When we apply the guidelines above, we will take into account any history of vacancy in the centre and the viability of retail use at that location.
- 4.86 Large-scale retail development (over 1,000m<sup>2</sup>) and late night licensed entertainment will generally be inappropriate in Neighbourhood Centres due to the impact of deliveries, noise and customers on residential amenity. Neighbourhood Centres will be considered suitable locations for food and drink uses of a small scale (generally less than 100m<sup>2</sup>) that serve a local catchment, provided they do not harm the surrounding area.

- 4.87 For a list of the properties included in Camden's neighbourhood centres, please refer to Appendix 1 - Properties located within Camden's Centres. For guidance on neighbourhood Centres mainly located outside of the Central London Area please see paragraphs 3.59 to 3.63 of this guidance.

## Guidance for Neighbourhood Centres in Central London

<b>N'bourhood Centre</b>	<b>Character</b>	<b>Approach to retail uses</b>	<b>Approach to food, drink and entertainment (fde) uses</b>
Brunswick Centre	Purpose built centre, strong retail.	Maintain 50% of ground floor premises as A1 retail uses	No more than 25% fde uses. No premises larger than 100sqm. No more than two consecutive fde uses in centres.
Chalton Street	High number of non town centre uses. Little less than one third of premises in retail and higher than average vacancy rates. Breaks in continuity due to change of use to office or residential.	Maintain 50% of ground floor premises as A1 retail uses	No more than 25% fde uses. No premises larger than 100sqm. No more than two consecutive fde uses in centres.
Cleveland Street	Located in Fitzrovia, less than quarter of premises in retail.	No loss of A1 retail uses allowed (as already below 50%).	No additional fde uses (as already above 25%).
Drummond Street	Specialist concentration of ethnic Asian (particularly South Indian) shops and restaurants. Less than a third of the premises in retail.	No loss of A1 retail uses allowed (as already below 50%).	Development of additional fde uses to a higher amount may be acceptable subject to assessment of impacts. Main scope is for conversion of ground floor office premises.
Eversholt Street (North and South)	This centre has close links to the Government's High Speed 2 proposals and the	No loss of A1 retail uses allowed (as already below 50%).	Development of additional fde uses to a higher amount may be acceptable subject to



	Camden Town. Less than half of the premises are in retail use. Overall there is low level of vacant uses.		assessment of impacts.
Goodge Street	Located in Fitzrovia, close to West End and Tottenham Court Road.	Maintain 50% of ground floor premises as A1 retail uses.	No additional fde uses (as already above 25%).
Lamb's Conduit Street	Retail premises over 50% (but also include sandwich shops) with good representation of social and community uses.	Maintain 50% of ground floor premises as A1 retail uses.	No more than 25% fde uses, no larger than 100sqm premises, no more than two consecutive fde uses in a centre.
Leather Lane	This is a large centre with 66 premises and a regular street market.	Maintain 50% of ground floor premises as A1 retail uses.	No additional fde uses (as already above 25%).
Marchmont Street / Leigh Street / Tavistock Place	This is a large centre with 64 premises with some specialist bookshops.	Maintain 50% of ground floor premises as A1 retail uses.	No more than 25% fde uses. No larger than 100sqm premises. No more than two consecutive fde uses in a centre.
Store Street	Very small centre with 14 premises. High proportion of retail premises (two thirds) including specialist bookshops.	Maintain 50% of ground floor premises as A1 retail uses.	No more than 25% fde uses. No larger than 100sqm premises, No more than two consecutive fde uses in a centre



## 5 Small shops

### KEY MESSAGES

- We will consider the provision of small premises in large retail developments, typically those over 1000 sq m.
- Small shops should typically be no more than 100sq m in size, and should provide affordable space for independent retailers.

### Small independent shops

- 5.1 Policy DP10 *Helping and promoting small and independent shops* in Camden Development Policies encourages the provision of small shop premises suitable for occupation by small and independent businesses, and seeks to protect shops outside of designated centres.
- 5.2 This section provides detailed guidance on our approach to securing small, affordable and independent shops in appropriate locations. We will consider the merits of each case on a site-by-site basis in determining the suitability of provision of small and independent shops.



### **How will they be secured and managed?**

- 5.3 The following key factors will be considered in relation to the provision of small, independent and affordable shops:

- size and location;
- users; and
- affordability.

### **Size and location**

- 5.4 The Council will consider the provision of small premises in large retail developments, typically those over 1,000 sq m. A small shop is considered to be 100sqm or smaller and should be designated as A1 use. Where the applicant can demonstrate to the satisfaction of the Council that there is no realistic prospect of demand for the small shop to be used for retail an appropriate non-A1 use may be considered.

### **Users**

- 5.5 We will encourage developers to seek independent occupiers for small premises. We consider 'independent' to broadly mean businesses with no more than 5 stores. We would also encourage the occupation of premises by businesses that provide a direct service to local residents.

### **Assessment of affordability**

- 5.6 There is no accepted definition of what constitutes an "affordable" rent for small businesses/retailers. As a result, appropriate rental levels need to be derived for individual centres or specific streets on a case by case basis. Policy DP10 in Camden Development Policies states that the Council will encourage the provision of affordable premises and these are considered to be retail rents significantly below market rates.
- 5.7 When assessing the affordability of retail rents in Camden, the Council will consider:
- average unit size;
  - occupancy rates; and
  - rental levels.
- 5.8 The Council may require the submission of an assessment of affordability which should provide information on the above as well as demonstrating how the 'affordable' rent value has been calculated. The calculations should consider market research on rateable values (i.e. either within the immediate street and the overall centre or, where development falls outside a centre, the neighbouring / nearby properties of a similar use class on the same street).
- 5.9 Where feasible, the assessment should include other details, such as recent rent reviews and lease renewal costs within the given centre or street. A proposal could show average rents in premises immediately adjacent or neighbouring the development site or the nearest town or



neighbourhood centre and provide rents at least 10-20% below market level.

- 5.10 There are three main ways providing affordable premises (listed in order of priority):
- provision on-site (the Council's preferred option);
  - provision off-site (i.e. on another appropriate site under the applicant's control, with the agreement of the Council); or
  - through a financial contribution (in exceptional circumstances).
- 5.11 The form of provision will be negotiated on a case by case basis.
- 5.12 A number of alternative concessionary affordability options could also be considered where developments do not fall within or near a designated town centre, such as:
- the creation of flexible lease structures, including turnover rents that encourage variety and provide short lease premises to enable independent retailers to break into the market; or
  - property companies could sign an agreement to allow small or independent retailers to pay monthly rents. This could be applied to independent retailers with five stores or less (and paying an annual rent to a maximum of £50,000 or less on each property).
- 5.13 The onus will be on the developer to justify the chosen method of affordability.

#### **Key requirements for planning applications**

- 5.14 In order to secure the provision of small shop premises, planning applications will need to:
- include a detailed internal floor-plan/layout identifying the designated floorspace for the small premises;
  - identify the maximum size of each unit within the proposed development;
  - demonstrate how affordability is being achieved, and
  - indicate (where possible) how independent occupiers will be secured.
- 5.15 Plans should identify the small premises / affordable components and applications should include a schedule and drawings setting out how the three criteria identified above (small, independent and affordable components) will be met.



- 5.16 Planning conditions will be used to deliver and secure the small shop premises, for example by:
- determining the number and size of premises;
  - ensuring that individual premises do not exceed 100sq m; and
  - preventing developments from being amalgamated into a larger shop premises.
- 5.17 Camden will use planning conditions and / or s106 planning obligations / legal agreements to support the provision of affordable shop premises suitable for small or independent retailers. The priority will be for shops in the A1 use class. Proposals for other use classes will be considered taking into account the overall character of the centre.
- 5.18 To secure affordability in the longer term, a legal agreement will need to include the following:
- identification of the designated small premises and affordable floorspace (let below market rates); and
  - a guarantee that the small premises and the discounted rents or alternative method of achieving affordability remain in perpetuity or over an agreed period of time.

### Other considerations

- 5.19 We acknowledge that the provision of small and independent shop premises may not be viable in all schemes. We will be flexible in our approach to securing such space, and will take into account overall scheme viability, and in particular the viability of A1 shops when considering the suitability of providing small premises within developments.

- 5.20 We will also consider the number of small shop premises already present in a particular area, site characteristics and design and layout. Application of the approach outlined above will be considered along with other strategic priorities.





## 6 Food, drink and entertainment uses

- Food, drink and entertainment uses should be located in areas where their impact can be minimised.
- Planning conditions and legal agreements will be used to control the impact of food, drink and entertainment uses. This guidance provides details of the controls that may be used.
- How we treat planning applications for food, drink and entertainment uses in particular town centres are set out in Chapter 1 of this guidance.

- 6.1 The Council recognises that while food, drink and entertainment uses can contribute to the vibrancy and vitality of town centres, they can also have harmful effects, such as noise and disturbance to residents, litter, anti-social behaviour, parking and traffic impacts. The level of impact depends on the type of the use, its location, its size and the character and nature of its surroundings. As a result, the Council seeks to guide such uses to locations where their impact can be minimised, and to use planning conditions or obligations to ensure that any remaining impact is controlled. Planning permission will not be granted if proposals are likely to generate harmful impacts.
- 6.2 This section of the guidance should be read in conjunction with policies DP12 *Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses*, DP26 *Managing the impact of development on occupiers and neighbours* and DP28 *Noise & Vibration* (where appropriate) of the Camden Development Policies.
- 6.3 You should also refer to CPG1: Design which includes chapters on shopfronts; advertisement, signs and hoardings; designing safer environments; waste and recycling storage and building services equipment.
- 6.4 A suitable location is not in itself enough to secure planning permission for a new or expanded food, drink or entertainment use. For all applications for such uses the Council will assess the potential impacts of the proposal on local amenity, the character and function of the area and its overall mix of uses.
- 6.5 How we treat planning applications for food, drink and entertainment uses in particular town centres are set out in Chapter 1 of this guidance, (except centres in Central London which have their own guidance). These also set out the proportion of non-retail ground floor uses that will be permitted on particular frontages across the borough.
- 6.6 Planning conditions and legal agreements will be used wherever the Council considers they are needed to ensure that food and drink uses and licensed entertainment do not, individually or cumulatively, harm the character of an area. Controls that may be used by the Council include those set out below.

### **Air conditioning units**

- 6.7 The installation of air conditioning units can harm the visual appearance of an area as well as having the potential to disturb the amenity of residents and workers alike through noise. The Council recognises the likely disturbance that air conditioning units can cause.
- 6.8 Very small external equipment (for example, a small extractor fan that is not visible from the surrounding streets) may not require planning permission if it does not materially change the external appearance of the property. To make a judgment we will need to see photographs, plans, drawings etc. In all other instances, full planning permission is required if (all or part of) the equipment will be fixed to the outside of a building.
- 6.9 When new air conditioning units are installed they should be positioned sensitively so that they do not have an unacceptable visual impact, particularly within conservation areas and on listed buildings. New units should not cause undue noise especially where there are noise sensitive environments in close proximity, such as residential properties. Where planning permission is sought for new air conditioning units the existing background noise will also be taken into consideration and where such units are granted planning permission, conditions may be attached restricting the amount of noise (measured in decibels) being emitted from such units, especially in noise sensitive areas and areas where there are noise sensitive uses (For details on noise levels and thresholds please refer summary tables A – E, in policy DP28 *Noise & Vibration* in the Camden Development Policies).

### **Tables and chairs**

- 6.10 Tables and chairs placed outside buildings can provide alternative facilities for dining and drinking and contribute to the vibrancy and character of an area. However outdoor seating areas may also generate negative impacts in terms of expanding or intensifying food and drink uses, users generating noise leading to a loss of residential amenity, tables and chairs obstructing the footway, particularly for people with disabilities, creating an impediment to street cleaning and rubbish collection, and providing areas of opportunities for crime and anti-social behaviour like begging and theft. In addition outdoor seating areas of an inappropriate form may detract from the character of the area.
- 6.11 The Council will sometimes licence the placing of tables and chairs on the footway in association with adjacent cafes and similar uses. The area where tables and chairs may be placed must be designated and must not interrupt the area of footway for pedestrian movement. The licence will specify permitted hours, after which the removal of tables and chairs will generally be required.
- 6.12 For tables and chairs on the public highway annual permits are issued by the Council under Section 115 A-K of the Highways Act 1980. The Council's adopted Licensing Policy sets out guidance for tables and chairs placed on the public highway.

- 6.13 When the Council considers planning applications for new food and drink uses, it considers the potential impacts of tables and chairs placed outside a building. A condition may be attached to planning permissions for development for new food and drink uses which prevents the placing of tables and chairs outside buildings, or which puts restrictions on their use, if appropriate. For planning applications in designated town centres the Council may attach a condition which limits the hours of operation for tables and chairs. This may be up until 11.00pm depending on the individual circumstances of the planning application. In other areas, outside of a town centre, conditions applying hours of operation to planning consents may be stricter (such as allowing tables and chairs to 6.00pm) although later hours may be acceptable provided that it can be demonstrated no harm will be caused.
- 6.14 Planning permission is not generally required for expansion of activity through extending customer space into storage and preparation areas, or by making tables and chairs available in the garden and on forecourts. However, such extensions can cause problems such as adding to the cumulative impact of night-time uses in an area, or by placing noise-generating customer areas directly adjacent to residential accommodation. They may involve changing the character of the establishment, for example providing a bar area within a restaurant. External seating can cause particular problems from noise and obstruction to pedestrians. Where the Council considers that there may be potential for harmful expansion without permission, it will use planning conditions to limit the floorspace accessible to customers, or the number of table spaces available. The Council also controls the licensing of tables and chairs on the highway to prevent obstruction and generation of external noise at night.

### **Smoking ban in indoor public areas**

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

### **Amplified music**

- 6.16 Amplified music can result in a considerable disturbance to the amenity of residents where it spills beyond the premises. The Council will impose

conditions, where necessary, to control noise levels in new developments for food, drink and entertainment uses (refer to policy DP12 *Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses* in the Camden Development Policies). It is recognised that amplified music does not always originate from drinking and entertainment establishments and that food uses, such as restaurants and cafes, can also contribute to the problem, particularly when speakers are placed onto or directed towards the street. The Council will impose conditions restricting the noise levels of amplified music from food, drink and entertainment uses in accordance with the noise and vibration thresholds detailed in policy DP28 *Noise & Vibration* in the Camden Development Policies. Where it is found that existing uses are playing amplified music that results in a disturbance to the amenity of residents then the Council's Pollution Control Team can be notified and enforcement action taken where required. The Pollution Control Team can be contacted on 020 7974 2090 or by visiting their website at [www.camden.gov.uk/pollution](http://www.camden.gov.uk/pollution).

### Hours of operation

- 6.17 Ambient noise levels reduce around midnight, and consequently residential amenity can be badly harmed by amplified music, plant and machinery and on-street activity that continues late at night. Where appropriate, the Council will attach conditions to planning permission for food and drink and entertainment uses to control hours of operation. In some instances, depending on the location, character of the area, the nature of the proposed use and its likely impact on amenity, earlier closing times may be more appropriate. Generally, earlier closing times will be more appropriate in neighbourhood centres and residential areas than in town centres and other commercial areas. Closing time will be considered to be the time by which all customers should be off the premises and all noise-generating clearing up activities audible from outside of the premises should cease. Where appropriate, hours of operation may be set to prevent premises in close proximity to each other closing at the same time to avoid the cumulative potential for anti-social behaviour.
- 6.18 In more commercial areas within the Town Centre, that have significant amounts of food, drink and entertainment uses, limited residential development and are well served by public transport during the late evening/night, later closing times (beyond midnight) may be applied. All such applications will be assessed on a case-by-case basis and will be subject to impact assessment as set out in Appendix 4.
- 6.19 As a result of licensing legislation for the UK, which came into effect in 2003, Local Authorities now have responsibility for liquor licensing. The new legislation relaxes some of the controls over licensed premises, particularly in terms of operational hours. The planning authority is aware that there is the potential for the hours of operation for food drink and entertainment uses to conflict between what is granted through planning consents and those granted in licensing applications. While the two regimes are entirely separate, where the planning authority has



placed a condition controlling the hours of operation on a development, these hours will override any licensing hours granted should they be outside those allowed through a planning permission. If a use does not have its opening hours controlled through a planning consent then the operational hours will be dependent on those granted by the licensing department.

### **Refuse and litter**

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

### **Fumes and noise / vibration**

- 6.21 Food preparation and the congregation of large numbers of customers generally create a need for extraction equipment to deal with fumes. Extraction, food storage and other machinery can be unsightly and cause noise / vibration. Noise / vibration can also be generated directly by the activity in establishments, such as amplification of music. Pollution of this kind will be controlled through the design of the premises, conditions and legal agreements imposing management arrangements. Where appropriate, controls will seek sound-proofing (on the premises or to nearby premises), siting of machinery to minimise fumes, noise / vibration and visual intrusion, closure of doors and windows, limits on amplification and upper limits on the noise level generated. For further information please see planning guidance on policy DP26 in the Camden Development Policies.

### **Off-site management and access**

- 6.22 Many of the problems associated with food and drink uses and licensed entertainment are associated with customers who have left the premises. These include making noise and dropping litter. The Council will seek to control these through legal agreements that secure management arrangements (such as the provision of trained door staff, dedicated taxi-lines and litter pickers) and/ or require a supplementary financial contribution to the Town Centre Management service. We will also consider the likely impact on the use of public transport and other vehicles, transport congestion, stopping and parking by cars and taxis, and the blocking of pavements.



## 7 Employment sites and business premises

### KEY MESSAGES

- Camden has a very restricted supply of sites and premises suitable for light industrial, storage and distribution uses.
- We will categorise sites according to their characteristics to determine which sites and premises should be retained.
- In instances where we accept the principle of redevelopment of an employment site, our priority will be to secure permanent housing and/or community uses.

7.1 This guidance supports Camden Core Strategy policy CS8 *Promoting a successful and inclusive economy* and policy DP13 *Employment premises and sites* in the Camden Development Policies. These policies work together to provide our approach to the provision and protection of employment sites and business premises.

7.2 We will protect existing employment sites and premises that meet the needs of businesses and employers. This guidance explains the circumstances when we will consider alternative uses for an employment site. It also provides more information on marketing requirements and our approach to Hatton Garden, the Industry Area and mixed use developments.

### Offices

7.3 Camden's Core Strategy sets out the projected demand and planned supply of office floorspace in the borough. We expect the supply of offices to meet the projected demand over the plan period and as a result we may allow a change from B1(a) offices to another use in some circumstances, such as older office premises or buildings that were originally built as residential dwellings. Our priority is for the replacement use to be permanent housing or community use. This approach is in line with policy DP13 *Employment premises and sites* in the Camden Development Policies.

7.4 There are a number of considerations that we will take into account when assessing applications for a change of use from office to a non-business use, specifically:

- the criteria listed in paragraph 13.3 of policy DP13 of the Camden Development Policies;
- the age of the premises. Some older premises may be more suitable to conversion;
- whether the premises include features required by tenants seeking modern office accommodation;

- the quality of the premises and whether it is purpose built accommodation. Poor quality premises that require significant investment to bring up to modern standards may be suitable for conversion;
- whether there are existing tenants in the building, and whether these tenants intend to relocate;
- the location of the premises and evidence of demand for office space in this location; and
- whether the premises currently provide accommodation for small and medium businesses.

7.5 When it would be difficult to make an assessment using the above, we may also ask for additional evidence in the form of a marketing assessment. Paragraph 6.18 below provides more information on marketing.

### **Hatton Garden**

7.6 As set out in the Core Strategy policy CS8 and policies DP1 and DP13 of the Camden Development Policies, the Council takes a different approach to development in Hatton Garden. Here the conversion of office premises to residential or D1 use will only be permitted where 50% of the floorspace is provided as affordable B1c space for use as jewellery sector workshops. Where proposals involve an increase in B1a or residential floorspace then 50% of the uplift must be provided as jewellery sector B1c space. In addition, the conversion of office premises will only be permitted where it can be demonstrated that they have been vacant and marketed for at least two years. Paragraph 6.18 below provides more information on what we expect to be included in any marketing exercise.

7.7 Where it has been agreed by the Council that the provision of jewellery workshop space is not possible, we will still require the provision of residential floorspace in line with Policy DP1 of the Camden Development Policies. In addition we will require a financial contribution towards the support of the jewellery industry. The level of contribution will be related to the area of workspace that would otherwise have been expected. Where jewellery sector workshop space is provided, we will require the space to be marketed at rents comparable to average rents paid by existing jewellery manufacturers for comparable premises in Hatton Garden. Please see CPG 8 – Planning Obligations for our detailed approach.

### **Light industrial, industrial, storage and distribution**

7.8 Camden has a very restricted supply of sites and premises suitable for light industrial, storage and distribution uses. This means that there is a high level of demand for the remaining sites and that the majority of sites are well occupied and able to secure relatively high rents as long as they have good access and separation from conflicting premises.



- 7.9 We have identified three main categories of sites and premises in the borough:

### Category 1

- 7.10 Sites in this category provide the highest quality accommodation. Typically, they provide:

- purpose built accommodation;
- predominantly single storey premises;
- clear, high ceiling heights;
- high loading bays and doors (min 5.5m or 18ft high);
- access for large delivery and servicing vehicles both into and around the site;
- 24 hour operation with unrestricted loading access; and
- minimal risk that the 24-hour operation will adversely harm the amenity of neighbouring properties.



### Category 2

- 7.11 The majority of Camden's industrial stock falls into Category 2. They usually have a selection of the following characteristics:

- good access for servicing and delivery;
- slightly more restricted hours of operation than Category 1 sites;
- roller shutter doors;
- clear, high floor to ceiling heights (3-5m);
- lots of natural light;
- level access – normally ground floor;
- flexible neighbouring uses;
- limited number of upper floors with goods lift access; and
- some off street parking.

### Category 3

- small, isolated premises;
- poor access - narrow streets, small doors, steps;
- no goods lifts;

- little or no space for servicing;
- incompatible neighbouring uses (most often residential); and
- lower ground or basement level.

- 7.12 Category 1 sites are rare in Camden and will always be protected. Category 2 sites are more common in Camden and will usually be protected unless there is very strong marketing evidence (see below for details of our marketing expectations) to show that they are no longer suitable. The Business Premises Study 2011 advises that most sites within categories 1 and 2 can be marketed and let successfully. Category 3 sites are heavily compromised and may not be suitable for continued industrial use when they become empty or need significant investment, although they could be suitable for office B1(a) space.
- 7.13 We will use these categories to determine which sites and premises should be retained and which can be released for redevelopment. The characteristics of categories 1 and 2 will also be used to guide the design of new business premises.

#### **Refurbishment and improvements**

- 7.14 Many industrial buildings only require a small amount of investment to maintain them or to bring them back into a reasonable condition. As long as the site has good access other factors, such as the age of a building, are irrelevant for most occupiers as the specification for an industrial unit has not changed in many years.

#### **New industrial premises**

- 7.15 The characteristics that make new industrial premises successful are similar to categories 1 and 2 above. Ideally, new space should resemble category 1 as closely as possible. The most important features are good delivery/servicing access, separation from other uses, freedom to operate at all times and a 50-70% site coverage. Where mixed use development is planned employment and residential uses should normally be provided in separate blocks. Whilst it may be difficult to achieve all of these features in Camden, we will expect new developments to include as many as practically possible.

#### **Industry area**

- 7.16 Camden's Industry Area is one of the few areas where there is a concentration of industrial, storage and distribution uses (within classes B1, B2, B8 or related Sui Generis) where no other uses prejudice the operation of business in the area.
- 7.17 As stated in Core Strategy Policy CS8 and in paragraph 8.15, the Industry Area will be safeguarded by resisting any proposals which jeopardise the continued use of sites for industrial, storage and distribution purposes. This includes proposals which would introduce any of the following uses: residential, student accommodation, community facilities, retail, food, drink or entertainment premises.

## Marketing

- 7.18 We will require evidence of a marketing exercise for the loss of employment uses, in line with Core Strategy Policy CS8 and policy DP13 of the Camden Development Policies. As a minimum, we will expect marketing exercises to include the following:
- Use of a reputable local or national agent with a track record of letting employment space in the borough;
  - A visible letting board on the property (constant throughout the marketing period);
  - Marketing material should be published on the internet, including popular online property databases such as Focus;
  - Continuous over at least 2 years from when the letting board is erected and the property is advertised online (i.e. not simply from when agents were appointed). We will consider shorter marketing periods for B1(a) office premises;
  - Advertised rents should be reasonable, reflecting market rents in the local area and the condition of the property;
  - Lease terms should be attractive to the market:
    - at least three years, with longer terms, up to five years or longer, if the occupier needs to undertake some works
    - and/or short term flexible leases for smaller premises which are appropriate for SMEs;
  - A commentary on the interest shown in the building, including any details of why the interest was not pursued; and
  - Where there is an existing employment use then we will require evidence that the tenant intends to move out.

### Further information

- Camden Business Premises Study, 2011, Roger Tym and Partners
- The Demand for premises of London's SMEs, 2006, London Development Agency
- Industrial Capacity Supplementary Planning Guidance, 2008. Greater London Authority





## 8 Appendices

### Appendix 1 - Properties located within Camden's Centres

- 8.1 The following tables contain all the addresses which are within Camden's centres.

#### Properties located within the town centre core retail frontages

Camden Town	Core frontages south: 38-224 Camden High Street (E side) 57-265 Camden High Street (W side) Core frontages north: 267- 289 Camden High Street (W side) East yard, Chalk Farm Road (W side) 226-250 Camden High Street (E side) 1-89 Chalk Farm Road (E side) 2-18a Haverstock Hill (E side)
Hampstead	Core frontages: 1-47 (N side) and 55-84 (S side) Hampstead High Street, 4-62 (E side) and 23-47 (W side) Heath Street, 1-10 and 12-16 Perrins Court, 1-17 (NW side) and 2-10 (SE side) Flask Walk
Kentish Town	Core frontages: 124-282 (E side) and 189-345 (W side) Kentish Town Road
Kilburn High Road	Core frontages: 42-218 Kilburn High Road (E side)
Swiss Cottage	Core frontages: 135-265 Finchley Road O2 Centre
West Hampstead	Core frontages: 176-280 West End Lane (E side)

**Properties located within Camden's Neighbourhood Centres**

<b>Neighbourhood Centres located outside of the Central London Area</b>	
Adelaide Road	1-6 Chalk Farm Parade 3-13 Adelaide Road 157 Regent's Park Road
Albany Street/Robert Street	1-6 Chester Court 96-108 and 143-151 Robert Street
Belsize Park/Haverstock Hill	192-210 and 240-250 (east side) Haverstock Hill 147-211 Haverstock Hill (west side)
Belsize Village	7-12a Belsize Terrace 29-39 (south side) and 44-74 (north side)
Belsize Lane	1-3 Belsize Place
Brecknock Road/York Way	1-49 Brecknock Road (west side) 155-181 York Way (west side)
Chalcot Road	31 Edis Street 9-31 Princess Road 38-51 Chalcot Road (south west side)
Chester Road	60-86 Chester Road
Cricklewood Broadway	2-112 Cricklewood Broadway (east side)
Crowndale Road	1-11 Crowndale Court 2-22 Crowndale Road (north side)
Englands Lane	2-50 Englands Lane (north side) 41-55 Englands Lane (south side)
Fairfax Road	35-95 Fairfax Road (west side) 8-12 Fairhazel Gardens (north side) 1-13 Fairhazel Gardens (south side)
Finchley Road/West End Lane	322-340 West End Lane (east side) 363-369 West End Lane (west side) 455-489 Finchley Road (west side)
Fortess Road	127-173 Fortess Road (west side) 114-158 Fortess Road (east side) 225-235 Brecknock Road (west side)
Fortune Green Road	56-118 Fortune Green Road (east side)
Highgate High Street	49-50 Highgate West Hill 3-17, 25-27 and 31-71 Highgate High Street

	(south side)
Highgate Road	90-94, 95-117 and 139-157 Highgate Road
Lismore Circus	1-14 Lismore Circus
Mansfield Road	62-82 Mansfield Road (north side)
Mill Lane	4-9 The Mansions 31 Mill Lane (north side) 33-83 Mill Lane (north side) 32-114 Mill Lane (south side)
Murray Street	25 Agar Grove 1a-11 Murray Street
Queen's Crescent	131-203 Queen's Crescent (north side) 58-104 Queen's Crescent (south side) Cheriton Shops (21-30 Malden Road) 110-118 Malden Road (east side)
Regent's Park Road	51-119 Regent's Park Road (north side) 126-172 Regent's Park Road (south side) 1-4 Erskine Road 140-150 Gloucester Avenue (east side)
Royal College Street/Camden Rd	195, 201-211 Royal College Street (west side) 152-184 Royal College Street (east side) 84-128b Camden Road (east side) 57-75b Camden Road (west side) 159 St. Pancras Way
South End Green	1-65 South End Green (west side) 37 Pond Street
Swains Lane	1-4 Highgate West Hill (west side) 109-110 Highgate West Hill (east side) 1-25 Swains Lane (north side) 2-6 Swains lane (south side)
York Rise/Chetwynd Road	56-64 Chetwynd Road (south side) 61-69 Chetwynd Road (north side) 33-37 York Rise (west side) 12-24 York Rise (east side)
<b>Neighbourhood Centres located within the Central London Area</b>	
Brunswick Centre	1-39, 40-42, 44, 46, 48-50, 52, K1, K2, K4
Chalton Street (partly in Central London Area)	1-19 Chalton Street ) (west side) (not located in the Central London Area)

	25-37, 53-69 Chalton Street (west side) 16-18 Chalton Street (east side) (not located in the Central London Area) 20- 46 Chalton Street (east side)
Cleveland Street	86-126 Cleveland Street (east side)
Drummond Street	62-64 Hampstead Road 124-142, 92-122 Drummond Street (north side) 115-137 Drummond Street (south side)
Eversholt Street (North and South)	16-76 Eversholt Street (Euston House) (east side) 42-44 Doric Way 80-118 Eversholt Street (east side) 188-192 Eversholt Street (east side) 235-277 Eversholt Street (west side) 207-217 Eversholt Street (west side) 221-227 Eversholt Street (west side)
Goodge Street	2, 10-18 Goodge Street (north side) 22-50 Goodge Street (north side) 1-41, 42 Goodge Street (south side) 43-53 Goodge Street (south side)
Lamb's Conduit Street	20-94 Lamb's Conduit Street (east side) 29-63 Lamb's Conduit Street (west side)
Leather Lane	87-91 Clerkenwell Road 81-101 Leather Lane (west side) 11-12 Portpool Lane 9-75 Leather Lane (west side) 14-26 Leather Lane (east side) 50-96 Leather Lane (east side)
Marchmount Street/ Leigh Street/ Tavistock Place	31-77 Marchmount Street (west side) 81-93 Marchmount Street (west side) 56-84, 96 Marchmount Street (east side) 46, 50-56 Tavistock Place (south side) 23 Tavistock Place (north side) 1-7 Leigh Street (south side) 12-20 Leigh Street (south side) 65 Judd Street Medway Court Judd Street
Store Street	28-42 Store Street (south side)

## Appendix 2: Use Classes

### Use Classes Order and this Guidance

- 8.2 The Use Classes Order 1987 (as amended) groups together uses with similar characteristics and planning impacts. You do not need planning permission to change between two uses in the same use class. For example, a shop selling food can change to a travel agent without planning permission as they are both in use class A1 - shops.
- 8.3 The table below gives information on the use classes that are most relevant to this guidance. It gives examples of the type of premises which fall within each class and sets out what uses they can change to without the need for planning permission.

Use Class	Use	Examples of type of premises	Permitted change to other uses (i.e. planning permission not required)
A1	Shops	shops, post offices, sandwich bars, internet cafés, hairdressers, travel agents, dry cleaners	none
A2	Financial and professional services	banks, building societies, estate agents, betting shops	To a shop (A1)
A3	Restaurants and cafés	Restaurants and cafés (selling food to be consumed on the premises)	To a shop (A1) or to financial and professional services (A2)
A4	Drinking establishments	pubs, bars etc	To a shop (A1), financial and professional services (A2) or a restaurant/café (A3)
A5	Hot food takeaways	Takeaways (selling food to be consumed off the premises)	To a shop (A1), financial and professional services (A2) or a restaurant/café (A3)
B1a	Business	offices	To storage and distribution use (B8), where no



			more than 235m2
C1	Hotels	hotels, B&Bs, guest houses	none
C3	Dwelling houses	houses, flats etc	none
D1	Non-residential institutions	medical and health services (e.g. clinics, health centres, crèches, day nurseries), places of worship and associated halls, museums, libraries	none
D2	Assembly and Leisure	cinemas, concert halls, bingo halls, gyms, sports uses	none
-	sui generis*	nightclubs, laundrettes, car showrooms	none

\* Sui generis is a Latin term which broadly means that something is “a class of its own”. In planning, it means that a use is not in any use class and planning permission is normally needed for them to change to any other use.

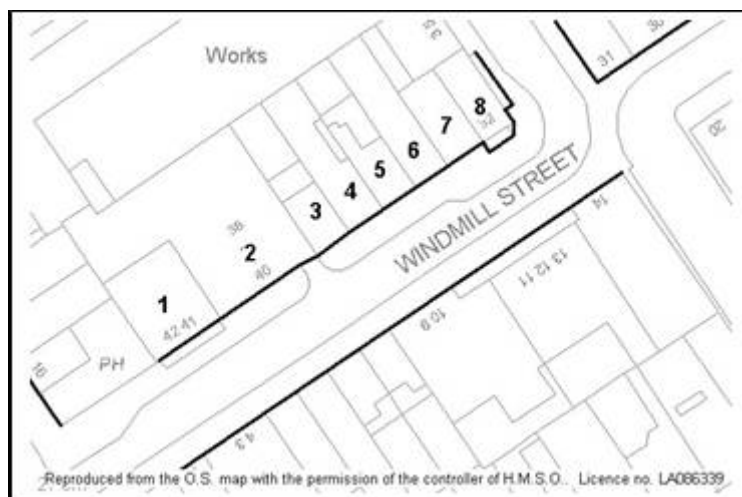
## Appendix 3: How to calculate the percentages of uses for frontages

### Introduction

- 8.4 This guidance aims to retain a certain proportion of premises in a particular use within designated centres. To do this we have defined rows of shops, called 'frontages', for each centre. See the maps in Section 3 and the list in Appendix 1 for details of each frontage. Within each frontage we aim to keep a particular percentage of premises in a specific use e.g. 75 % retail. This Appendix explains how to calculate the number of premises in a frontage and the how to work out the percentage of uses.

### Calculation of frontage percentages

- 8.5 A frontage will start at a road junction or where there are ground floor residential uses in the run, at the beginning of the first two consecutive non-residential uses at ground floor level. Frontages may continue around corners, or across entrances to premises above or rear, and may include isolated ground floor residential uses, but are ended at roadways that interrupt the run of premises.
- 8.6 The percentage is calculated as the number of premises in the specified use (e.g. food, drink and entertainment use) as a percentage of the total number of premises within the frontage. All calculations should be based upon the existing lawful use of the properties and valid planning permissions with potential to be implemented, and refer only to ground floor uses.
- 8.7 In some instances a shop unit may include a number of addresses, such as where two shops have been combined into one. For the purposes of this guidance they will be counted as one unit.
- 8.8 In the example below there are 11 different addresses within the commercial frontage, but only 8 individual shop premises. The percentage should be calculated on the basis of the 8 individual uses. For example, if there are two individual A3 uses within the frontage, this would account for 25 per cent of the frontage. Each individual frontage is shown by continuous coloured blocks on the relevant map.



## Appendix 4: Impacts and controls on Food, Drink and Entertainment Uses

- 8.9 The following table details the impacts and controls on food, drink and entertainment uses that the Council may use. It provides an overview of relevant Core Strategy and Development Policies and supplementary information that may be required with the submission of a planning application. Please note that not all controls are relevant to all applications.

Issue	LDF Policies	Type of control that may be used
1. Likely impact on use of public transport and other vehicles, transport congestion, stopping and parking by cars and taxis, and blocking of pavements	CS1, CS2, CS3, CS7, CS11, DP16, DP17, DP18, DP19, DP20, DP21, DP32	<p>Refusal of permission</p> <p>Submission of a Transport Impact Statement (for major proposals)</p> <p>For major proposals, a legal agreement could be used to provide:</p> <ul style="list-style-type: none"> <li>• a Green Travel Plan (to be reviewed periodically) including delivery arrangements</li> <li>• a contribution to funding of enhanced public transport</li> </ul> <p>Require details of servicing (including delivery) arrangements</p> <p>Annual permits are required for tables and chairs on the public highway. These are issued by the Council under Section 115 A-K of the Highways Acts 1980.</p>
2. Likely impacts of the activity on crime and anti-social behaviour in the vicinity	CS17	<p>Require designs that minimise opportunity for crime</p> <p>Condition requiring installation and monitoring of CCTV</p> <p>Legal agreement could be used to provide a contribution to Town Centre Management and community safety</p>
3. Proximity to local residents	CS5, DP26	<p>Refusal of permission</p> <p>Condition controlling opening hours</p> <p>Condition controlling noise / fumes</p> <p>Condition to prevent change within A3, A4, A5 Use Class</p>
4. Proposed opening hours	CS5, DP26	Condition controlling opening hours
5. Likely impacts caused by	CS5, DP26	<p>Refusal of permission</p> <p>Submission of an acoustic report</p>

Issue	LDF Policies	Type of control that may be used
fumes, noise and vibration created <b>on</b> the premises (e.g. by ventilation, food storage and other machinery and amplified music)		<p>Condition requiring installation of air handling equipment that limits fumes, noise and vibration</p> <p>Require designs that position machinery and outlets away from residences</p> <p>Condition requiring sound insulation or sound insulation required in design</p> <p>Require designs that minimise escape of noise and fumes from doors / windows, including controls on the provision of opening frontages (such as sliding and folding doors)</p> <p>Condition limiting hours of use of equipment</p> <p>Condition restricting the use of private outdoor forecourts / gardens for outdoor seating.</p> <p>Condition food outlets to install an effective fat trap and an effective disposal method to prevent drain and sewer blockages caused by fat, oil &amp; grease.</p>
6. Noise created elsewhere by operation of the premises (e.g. by customers and staff leaving)	CS5, DP26	<p>Condition controlling opening hours</p> <p>Require designs which seek to minimise noise disturbance outside premises</p>
7. Refuse and litter dropped outside a premises	CS5, CS18,	<p>Require designs to include refuse storage and recycling facilities within the curtilage of a premises where possible</p> <p>Legal agreement could be used to provide:</p> <ul style="list-style-type: none"> <li>• litter bins</li> <li>• a contribution to Town Centre Management and street cleaning</li> </ul>
8. The number and distribution of similar activities and their cumulative	CS5, CS7, DP10, DP11, DP12, DP14	<p>Refusal of permission</p> <p>Condition controlling opening hours</p> <p>Condition to prevent change within A3, A4, A5 Use Class</p>

Issue	LDF Policies	Type of control that may be used
impact (including valid planning permissions which have not yet been implemented)		
9. The effect of the development on the character, function, vitality and viability of the retail centre	CS7, DP10, DP11, DP12, DP14, DP15	Refusal of permission Condition requiring installation or retention of a shopfront Legal agreement be used to provide a contribution to Town Centre Management
10. Likely impact of any increase in the size of premises or change in the nature of activities	CS5, CS7, DP10, DP11, DP12, DP13, DP14, DP15	Condition to limit expansion of use (e.g. to private outdoor forecourts, gardens and/or basements) Condition to limit capacity/number of covers Condition to prevent change within A3, A4, A5 or D2 Use Class Basement conversions will require non return valves to prevent flooding



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