



HAMPSTEAD  
NEIGHBOURHOOD FORUM

# HAMPSTEAD NEIGHBOURHOOD PLAN

2018-2033

**Hampstead Neighbourhood Forum**

under the Neighbourhood Planning (General) Regulations 2012

Adoption version – October 2018

# Foreword

This document represents the culmination of five years of work by many volunteers and is based on the input of hundreds of local people. Our aim with this Neighbourhood Plan is to promote Hampstead's future as a lively and contemporary neighbourhood with exceptional heritage and unique open spaces.

Over the course of 2014, the Forum consulted extensively with residents, businesses and other stakeholders in Hampstead. We appeared at festivals, met with groups and individuals, got out the word through our website and the local media and managed to increase our membership from about 150 to more than 1000. Several hundred people attended our three consultation events. We listened to your feedback and worked hard to incorporate your views into a "Vision" document. The excellent response helped us establish a clear set of aims and objectives for how the local community would like to shape future development.

During 2015 and 2016, we sought to put some policy flesh on these visionary bones, or rather, some teeth. We also spent many months gathering the evidence to back up these policies.

We presented our draft Neighbourhood Plan for consultation in the spring of 2017 and received overwhelming support for the policies it contained. The Plan passed a public referendum in June 2018 with 91.5% voting in support.

We are grateful for the support we have received from Locality and would like to thank everyone who has helped produce this document, to the Forum Committee, to all of our local Councillors, to our consultants at Fortismere Associates, to Deborah McCann for conducting our Health Check and to Andrew Triggs and Brian O'Donnell at Camden Council for their guidance and support.

Janine Griffis  
Chair, Hampstead Neighbourhood Forum  
**[www.hampsteadforum.org](http://www.hampsteadforum.org)**

## Hampstead Neighbourhood Forum

Committee: Janine Griffis (Chair) David Castle (Vice Chair), Stephen Taylor (Secretary), Alex Nicoll (Communications), Tom Brent, Linda Chung, Oliver Froment, Caroline Goldsack, Vicki Harding, Andrew Haslam-Jones, Sowmya Parthasarathy, Nicola Sinclair, Clyde Whittaker.

### *Ex-officio members*

Cllr Marcus Boyland (Gospel Oak), Cllr Oliver Cooper (Hampstead Town), Cllr Maria Higson (Hampstead Town), Cllr Jenny Mulholland (Gospel Oak), Cllr Henry Newman (Frognal and Fitzjohns), Cllr Andrew Parkinson (Frognal and Fitzjohns), Cllr Lorraine Revah (Gospel Oak), Cllr Gio Spinella (Frognal and Fitzjohns) and Cllr Stephen Stark (Hampstead Town)

### *Advisers to the Committee*

Carissa Bub, Dr Michael de Freitas *Chartered Geologist, Emeritus Reader of Engineering Geology, Imperial College*, Andrew Dismore *London Assembly Member for Barnet and Camden*, Martin Humphery, Peter Kohl, Richard Price, Redmond Szell

# Contents

<b>1. Executive Summary</b>	<b>4</b>
<b>2. Introduction</b>	<b>6</b>
<b>3. Design and Heritage</b>	<b>12</b>
<b>4. Natural Environment</b>	<b>25</b>
<b>5. Basements</b>	<b>36</b>
<b>6. Traffic and Transport</b>	<b>47</b>
<b>7. Economy</b>	<b>66</b>
<b>8. Housing and Community</b>	<b>76</b>
<b>9. Appendices</b>	<b>82</b>
1 Evidence base	
2 Character areas	
3 List of designated and non-designated heritage assets	
4 Open Spaces and Biodiversity Corridors	
5 Hampstead Local Green Spaces evidence	
6 List of veteran and important local trees	
7 List of important local views	

## List of maps

Map 1: Hampstead Neighbourhood Plan Area (grey area excluded)	10
Map 2: Character areas	15
Map 3: Conservation areas	16
Map 4: Views	18
Map 5: Open Spaces and Biodiversity Corridors Map	27
Map 6: Hampstead geology	40
Map 7: Hampstead topography	40
Map 8: PTAL scores	59
Map 9: Hampstead Town Centre	68
Map 10: South End Green Neighbourhood Centre	70



# 1. Executive Summary

1.1 Vision: Our proposed vision is to conserve and foster Hampstead's charm and liveability by protecting the distinctive character of buildings and open spaces, the Heath, healthy living, community spirit and the local economy.

1.2 The main aims of our Neighbourhood Plan, which we also refer to as the Plan, were included in our Vision statement and have received strong support in community consultations. They are to ensure that Hampstead is:

- Lively and contemporary, while safeguarding the fine heritage of streets and buildings
- Enduringly green, with the Heath, open spaces, trees and landscapes well protected
- Safe and walkable, with good public transport and alternatives to use of cars
- Business-friendly – to meet needs of residents, workers and visitors and back local enterprise
- A community with good amenities, a sense of belonging and mutual support

1.3 To meet these aims, the Plan sets out policies in the following areas:

**Design and heritage:** Development must respond to the history and distinctive character of Hampstead's different areas. It must contribute positively through good architecture and landscaping. Development must conform to conservation area appraisals and management strategies and must not harm an area's character or heritage assets. These norms apply to changes to the streetscape.

**Natural environment:** Development must protect local green spaces and trees important to the character and environment. The Plan supports development that fosters strong ecological networks and biodiversity.

**Basements:** The Plan requires basement proposals to demonstrate that neighbours and the local environment will be protected from harm.

**Traffic and transport:** The Plan supports development that reduces motor vehicle traffic, improves public transportation and promotes alternatives such as cycling and walking. The Plan seeks to limit the impact on the environment of heavy goods vehicles.

**Economy:** The Plan supports development that encourages a healthy retail mix. This means broadening the range of shops and eating and drinking places and supporting the retention of business premises and small and independent shops. Shopfronts and signage should reflect the heritage and their designs should be sensitive to the streetscape.

**Housing and Community:** The Plan supports the improvement of community facilities, particularly those that serve older people and those with disabilities. It backs development that promotes affordable housing.

#### **1.4 This plan contains 19 policies on the following topics:**

**Policy DH1: Design**

**Policy DH2: Conservation areas and listed buildings**

**Policy DH3: The urban realm**

**Policy NE1: Local Green Spaces**

**Policy NE2: Trees**

**Policy NE3: Biodiversity Corridors**

**Policy NE4: Supporting biodiversity**

**Policy BA1: Basement Impact Assessments**

**Policy BA2: Basement Construction Plans**

**Policy BA3: Construction Management Plans**

**Policy TT1: Traffic volumes and vehicle size**

**Policy TT2: Pedestrian environments**

**Policy TT3: Public transport**

**Policy TT4: Cycle and car ownership**

**Policy EC1: Healthy retail mix**

**Policy EC2: Contributing positively to the retail environment**

**Policy HC1: Housing mix**

**Policy HC2: Community facilities**

**Policy HC3: Enhancing street life through the public realm**

# 2. Introduction

- 2.1 This is a Neighbourhood Plan created by the people of Hampstead. Our area is unique in terms of its history, its astonishing variety of buildings, and its open spaces. By creating a Neighbourhood Plan, Hampstead's community gains greater influence over the way in which the area will develop in the future. This Plan can help to ensure that future changes will address the community's needs while also preserving Hampstead's special character as a place to live and work.



## What is a Neighbourhood Plan?

- 2.2 Hampstead has been changing constantly since its first farm was established more than a thousand years ago. And it will continue to do so. A Neighbourhood Plan is an opportunity for local people to have greater influence over the management of change. How do we want our buildings to develop in the future? How do we make sure that our amenities are protected and improved?
- 2.3 The Localism Act of 2011 established the authority for local communities to develop a shared vision “to deliver the sustainable development they need”. They can do this by setting up a Neighbourhood Forum, which then writes a Neighbourhood Plan. Each forum must consult widely to ensure that its policies reflect local wishes and aspirations – and must prove that it has done

so, and that its plan is based on robust evidence. Each plan must pass examination by an independent examiner, meet the basic conditions set forth in the legislation and be approved in a public referendum before it is “made”, or adopted, by Camden Council.

## **What is the Hampstead Neighbourhood Forum?**

- 2.4 The Hampstead Neighbourhood Forum is made up of volunteers from the local community. The idea grew out of a series of meetings that culminated in our first annual general meeting in March 2014, when a constitution was adopted and a committee elected. Our application to Camden Council to be designated as a neighbourhood forum was approved in October 2014. Since then, the Forum’s committee and advisers have been developing the policies expressed in this Plan, with the help of many local people and businesses who have offered their thoughts and expertise. The Forum has also undertaken several projects that are in accordance with the policies.

## **Why do we need a Neighbourhood Plan for Hampstead?**

- 2.5 Hampstead is an attractive place to live in and to visit. Its centre retains the character of a historic village even though it is just a few miles from the centre of London. The area’s extensive development since the 17<sup>th</sup> Century has managed to retain harmony with the beautiful landscape of Hampstead Heath. In short, Hampstead is flourishing, and is loved by its residents.
- 2.6 However, like all successful areas, it faces a number of pressures. A strong property market brings constant demand for development, which requires careful management if the aspects that residents love about Hampstead are to be maintained. As in other parts of London, the desire of property owners to expand available space and enhance values, especially through the addition of basements, creates tensions. Excessive traffic is a concern for residents, especially because it worsens air quality in an area with many schools and green spaces. So too is the lack of facilities for cyclists. Residents are keen to protect the green spaces, and especially Hampstead Heath itself. They also want to be sure that their area has a strong sense of community, in particular ensuring that there are proper services for all, including more senior residents.

- 2.7 The area is fortunate to be supported by a network of regulations that help it to flourish while keeping its unique nature. It has strong conservation area appraisals and management strategies. Hampstead Heath itself is well cared for by the Corporation of London and is safeguarded by Metropolitan Open Land legislation. A vigilant community has done its best over many decades to ward off efforts by developers to encroach upon it. Camden itself has strong planning rules and the London Plan sets forth a vision for the whole of the metropolitan area.
- 2.8 However, the Forum's public consultation has shown that there are particular concerns that can be addressed in a Neighbourhood Plan. These concerns are reflected in the policies set out in the sections that follow.

### **How was the Neighbourhood Plan prepared?**

- 2.9 The Neighbourhood Forum's activities began with a series of public meetings, held in January, March and April 2014. Clear themes emerged in the opinions that residents expressed at the meetings. These views helped the Forum's committee to draft a Vision statement including broad aims and objectives that the Neighbourhood Plan might incorporate. The Vision statement was then distributed to all homes within the Forum's designated area. The results of hundreds of responses helped shape our first draft of the Neighbourhood Plan. Refining and re-drafting with the advice of Camden Council continued throughout 2015 and 2016 and a further consultations took place on the draft Plan in April and the autumn of 2017. This Plan passed examination and was approved by the London Borough of Camden in March 2018.



## **What force will the Plan have?**

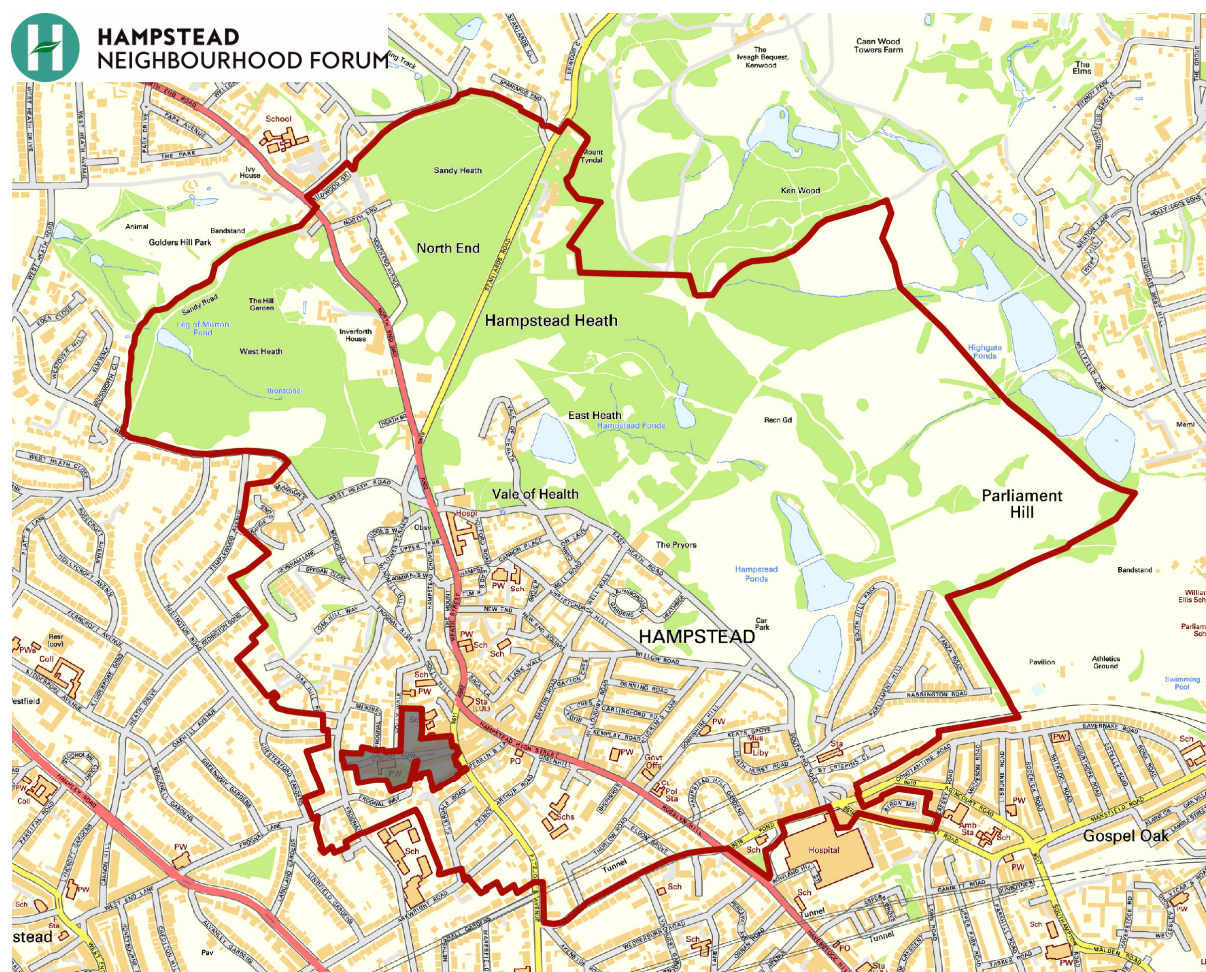
- 2.10 The Plan will cover the 15-year period 2018-2033 (“the Plan period”). Over this period it will be monitored to ensure the policies are effective in delivering the stated objectives. It can be updated before the end of the Plan period.
- 2.11 The Plan, once adopted by Camden, will have the same legal status as the Camden Local Plan. It will become part of the statutory development plan. Applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

## **What can the Plan do?**

- 2.12 A Neighbourhood Plan must address the development and use of land. Neighbourhood Plans can include other ideas to improve the neighbourhood other than development and land use issues, but these have to be clearly defined and delineated and separate from the land use issues in the plan.
- 2.13 In addition, Neighbourhood Plans must meet four basic conditions set by the Town and Country Planning Act 1990. A plan must:
- Have regard to national policy and guidance issued by the Secretary of State;
  - Contribute to the achievement of sustainable development;
  - Be in general conformity with the strategic policies contained within the development plan for the area; and
  - Be compatible with EU obligations.
- 2.14 In our Evidence Base, Appendix 1, we have outlined how each policy meets these basic conditions and conforms to the National Planning Policy Framework, the Camden Local Plan and other relevant strategic policies.
- 2.15 In our consultations, many people expressed strong views about the mix of retail shops, for example. Decisions by private sector businesses to locate in Hampstead (or to exit) will depend primarily on commercial considerations. However, planning rules can have an influence in securing the type of economy and retail centres that residents and visitors want.



## Our neighbourhood: what area does the Plan cover?



**Map 1: Hampstead Neighbourhood Plan Area (grey area excluded)**

- 2.16 The core of the area covered by this Plan (see Map 1) is that covered by the Hampstead Conservation Area Appraisal and Management Strategy – that is, the core village and most of the immediately surrounding areas (the 2001 version is currently under revision). In addition, the area includes South Hill Park, where residents expressed a strong interest in being part of the project from the start. It includes the 19th Century expansion of the village as far as Pond Street, the areas between the village and the Heath, parts of the Heath itself, and other areas including North End and the Vale of Health. It does not include Church Row and Perrin's Walk, where residents set up a separate Forum. Neighbouring areas such as the Redington Road area have set up their own Forums and are drafting their own plans.



## Facts about our area

**2.17 The Plan Area contains 12,372 residents in 5,513 households.**

**2.18 The number of children is rising, and so is the number of over 60s.**

According to the 2011 census, 2,150 residents are under 16, or 17% of the total, up from 14% in 2001; 2,756 are over 60, or 22%, compared with 19% previously. Among them, the number aged over 75 rose 23% to 1,010 in the ten years to 2011. Only 15% of area residents are aged from 16-29, down from 21% in 2001. Women in Hampstead can expect to live to 86, and men to 81.

**2.19 The number of houses is rising, and the number of flats is falling.** There are 1,902 houses, 11% more than in 2001. The number of flats fell by 5% to 3,992.

**2.20 More than half of households, 54%, own their premises, mostly without mortgages.** This is well above 33% in Camden, but below the national figure of 63%. 34% of households rent from private landlords, well above the national average of 17%. Renting from the council (or other 'social' body) accounts for 10% of area households, below the Camden figure of 33% and the national figure of 18%.

**2.21 41% of households have no car, compared with 61% in Camden as a whole.** 43% have one car, almost the same as the national average of 42%. 16% of area households have more than one car.

**2.22 The area's population is mostly British, but quite diverse.** British passports are held by 69% of area residents; 61% of residents were born in the UK, compared with 86% of the residents of England. 13% of residents were born in other EU countries, while 6% were born in the United States, 2.4% in Australia and 1.9% in South Africa.

**2.23 The area's people are highly educated, and employment is high.** 65% of people over 16 have a degree or similar professional qualification. In London, the figure is 38%, and in England 27%. More than 70% of people aged 16-74 are employed. Just 2.8% were categorised in 2011 as 'unemployed'. About 14% of residents who are in employment work mainly at home, well above the 5% average in both London and England.

### 3. Design and Heritage

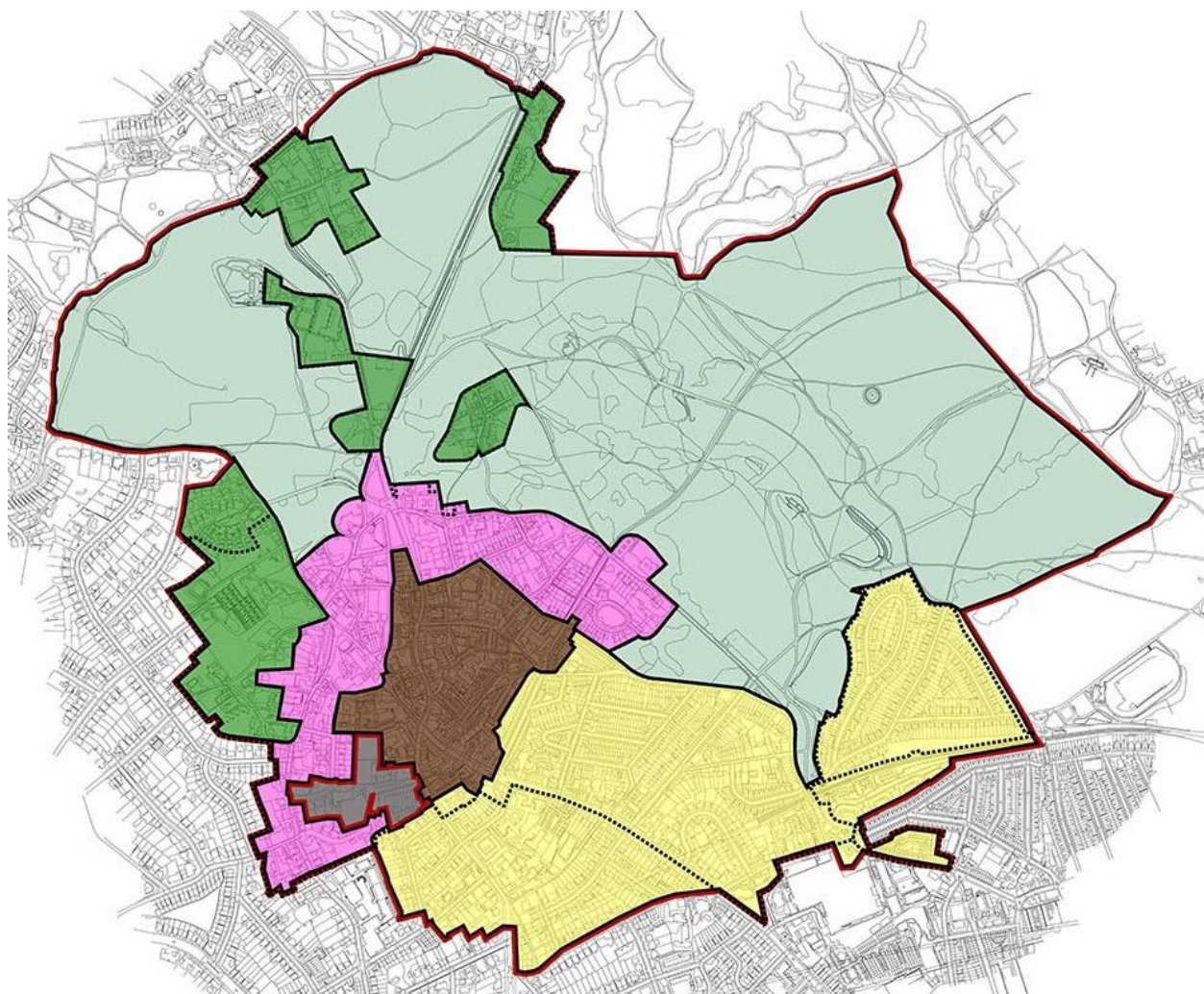


## Introduction

- 3.1 The Hampstead Neighbourhood Plan area includes all of the conservation areas of Hampstead and South Hill Park Estate as well as the northern part of the Fitzjohns and Netherhall Conservation Area and an edge of the Mansfield Conservation Area (see Map 3 below). It is an area of immense historic interest and visual appeal, with diverse architecture, public spaces and outstanding natural beauty. The Forum area contains seven Grade I-listed properties (Burgh House, Fenton House, St Stephen's Rosslyn Hill, St John's Church Downshire Hill, Romney House, 6 Ellerdale Road and Keats House), as well as more than 20 Grade II\* listed and hundreds of Grade II-listed properties and features (see Appendix 3).
- 3.2 The hills on which Hampstead is located have shaped the character of its streets and buildings over the centuries. The dense cluster of streets and alleys around the High Street and Heath Street developed in an informal pattern over time and feature an eclectic mix of fine houses, cottages and modern infill developments, while the grid-like later neighbourhoods, with more uniform terraces, were carved out of old estates by industrious Victorian developers.
- 3.3 The Plan area contains few opportunities for any large scale development as the last of Hampstead's manorial and private estates were developed in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries and considerable infill development has taken place ever since. Though the Camden Local Plan does not identify Hampstead as an area of significant growth, there will be opportunities for further development to satisfy local housing and other needs. This Plan outlines ways that this can occur while protecting the area's high level of amenity. See Section 8, Housing and Community.








## Character areas

- 3.4 The Plan Area contains sub areas of varying character distinguished not only by history and topography, but also by the “public aspect” of the buildings – the way that built form relates to landscape, open spaces, and streets. The Plan Area has five character areas, each with its own identity and individual character. It is important to refer to Appendix 2, which provides details of the character areas that form the basis for the design policies in this Plan. Map 2 below outlines the location of the different character areas.

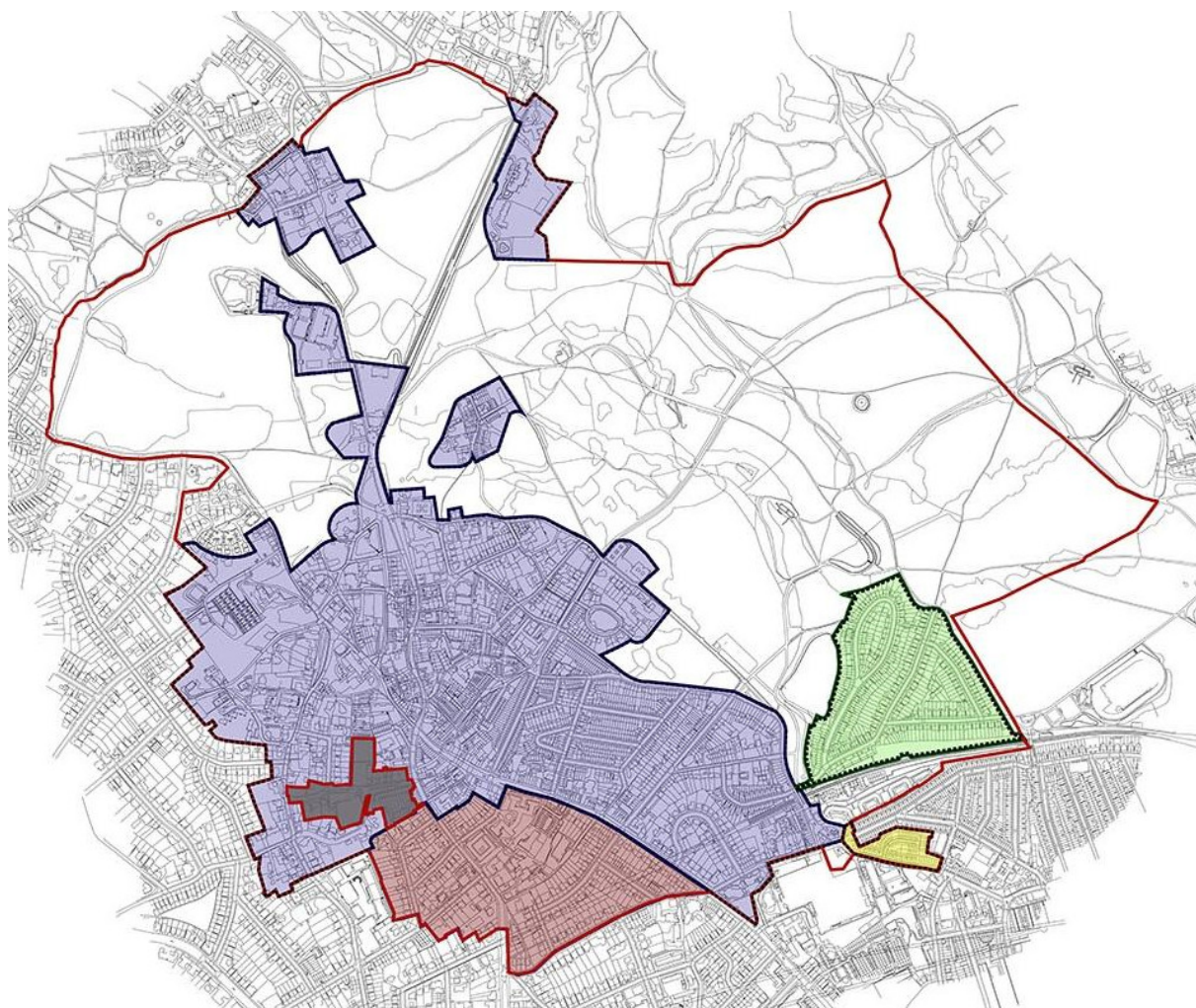


## Map 2: Character areas

Note: the Hampstead Neighbourhood Plan Area does not include Church Row or Perrin's Walk, as shown in the grey area above




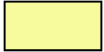


- |   |   |
|---|---|
|  | Character area 1 – Village Core                           |
|  | Character area 2 – Outer Village                          |
|  | Character area 3 – 19 <sup>th</sup> Century Expansion     |
|  | Character area 4 – Outlying areas                         |
|  | Character area 5 – Hampstead Heath                        |
|  | Hampstead Neighbourhood Forum Boundary                    |
|  | Church Row and Perrin's Walk Neighbourhood Forum Boundary |





### Map 3: Conservation areas

Note: the Hampstead Neighbourhood Forum does not include Church Row or Perrin's Walk, as shown in the grey area above

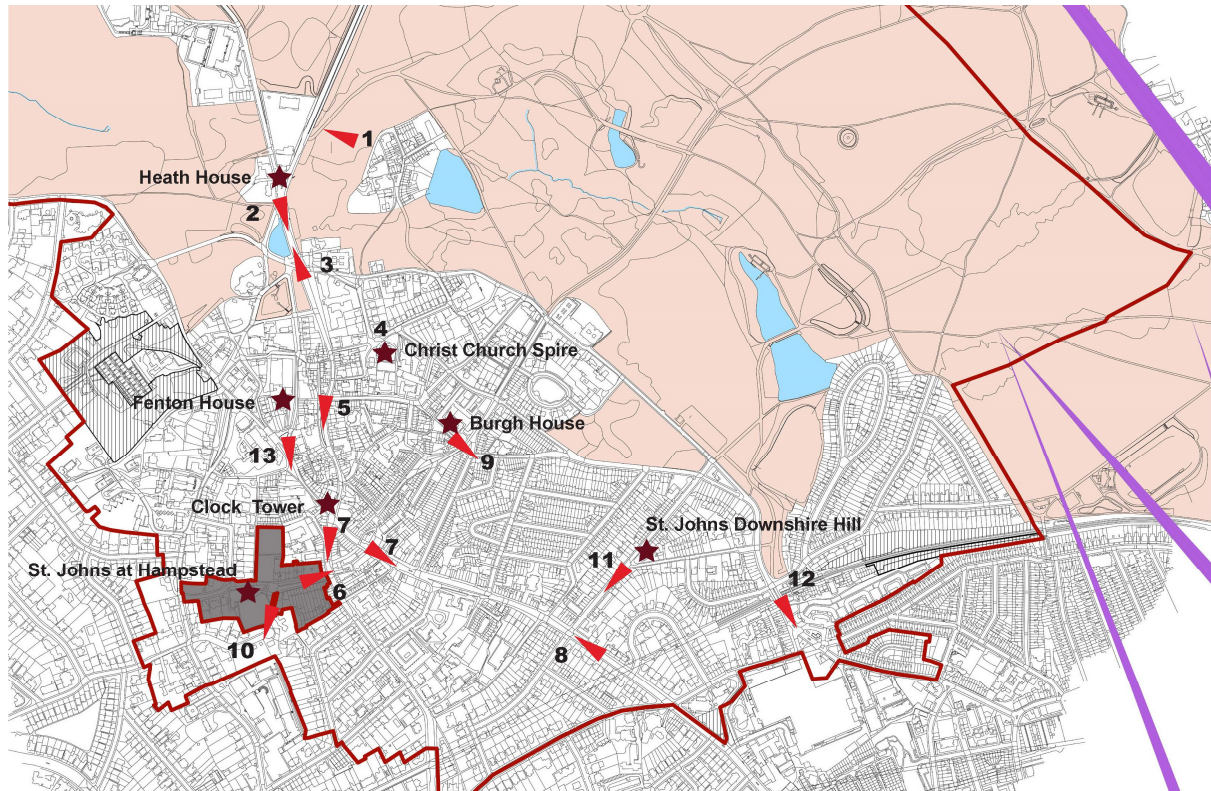
-  Hampstead Conservation Area
-  South Hill Park Conservation Area
-  Fitzjohns and Netherhall Conservation Area
-  Mansfield Conservation Area
-  Hampstead Neighbourhood Forum Boundary
-  Church Row and Perrin's Walk Neighbourhood Forum Boundary  
(not included in Hampstead Neighbourhood Plan Area)

## Views




3.5 There are numerous important historic and significant views in Hampstead, Hampstead Heath and in and out of the area, one of which, Parliament Hill to Central London, is designated in the London Plan. Map 4 identifies the key important views within the area as listed below (see Appendix 7 for photos and justifications).

1. Below Spaniards Road near Northern Fairgrounds, across Vale of Health
2. From Whitestone Pond north toward War Memorial, Jack Straw's Castle, Heath House
3. From Whitestone Pond south down Heath Street
4. Christchurch spire from various points in area
5. Up Heath Street toward the Mount
6. From Heath Street to St John's, Church Row
7. Toward Clock Tower from High Street and Heath Street
8. Down High Street toward Rosslyn Hill
9. Burgh House from Well Walk
10. Back of Church Row from Frognal Way
11. Down Downshire Hill toward the Heath
12. South End Green toward South End Road and entrance to Heath
13. View from Holly Bush/Frognal Rise toward Fenton House





**Map 4: Views**

-  Important Views
-  Landmarks
-  London View Corridors

## Policy DH1: Design

- 3.6 National planning policies enable neighbourhood plans to develop robust and comprehensive policies that set out the quality of development that will be expected for the area.

### Policy DH1: Design

1. Development proposals should demonstrate how they respond and contribute positively to the distinctiveness and history of the character areas identified in Map 2 and Appendix 2 through their design and landscaping.
2. Development proposals should demonstrate how they respect and enhance the character and local context of the relevant character area(s) by:
  - a. Ensuring that design is sympathetic to established building lines and arrangements of front gardens, walls, railings or hedges.
  - b. Incorporating and enhancing permeability in and around new developments to secure safe and convenient access for pedestrians and cyclists, and avoiding lockable gates and fencing that restricts through access.
  - c. Responding positively and sympathetically to the existing rhythm, proportion, height, scale, massing, materials and storey heights of surrounding buildings.
  - d. Protecting the amenity and privacy of neighbouring properties.
  - e. Demonstrating how the proposal protects and enhances the views as shown on Map 4.
3. All development proposals which are required to produce a design and access statement will need to produce additional information on how the proposal conserves and / or enhances the relevant character area(s) relating to that proposal.
4. Development proposals that fail to respect and enhance the character of the area and the way it functions will not be supported.

- 3.7 Where applicable, the design and access statement and the plans and elevations submitted as part of any planning application must explain and illustrate:
- a. how the design considers the defined special character of the vicinity as described in the Conservation Area Appraisals and Management Strategies and Appendix 2 of the Neighbourhood Plan;
  - b. the reason why the proposal is higher or larger than adjacent buildings or uses building elements (e.g. mansard roofs) not present nearby;
  - c. what factors led to a decision either to contrast with or, alternatively, to relate carefully to the surrounding buildings and urban character;
  - d. the scale and massing of the proposed development including elevational elements (doors, windows, etc.) and the relationship to the neighbouring buildings;
  - e. how the proposal relates to the surrounding roads, alleys etc. and contributes to the local urban character (see the Conservation Area Appraisals and Management Strategies and the Neighbourhood Plan);
  - f. the choice of materials, textures and colour;
  - g. how the proposal is designed to avoid loss or damage to trees and vegetation or relevant features;
  - h. the reasons for the design of boundary walls and built forms and planting surrounding the proposed development – particularly the space (if it exists) between the proposed development and the street, alleys etc.; and
  - i. how the design has considered access for those who might experience difficulties in using the space.
- 3.8 Permeability (i.e. the ability for an area to be walked or cycled through) is a desirable feature of all the character areas, especially within larger developments. It is important that these character areas remain permeable to support safe and secure walking and, where feasible, cycling.
- 3.9 Boundary walls are an important feature of the character areas and treatment of boundary walls, identifying materials and design, should be included in any planning application where changes are planned.

## Policy DH2: Conservation areas and listed buildings

- 3.10 National planning policies require local plans to set forth a positive strategy for the “conservation and enjoyment of the historic environment.” The effect of a planning application on a listed asset (designated heritage asset) or an asset noted as making a positive contribution in the relevant Conservation Area Appraisals or are in Camden’s Local List (non-designated heritage asset) should be taken into account. See Appendix 3 for a complete list of designated and non-designated heritage assets.

### Policy DH2: Conservation areas and listed buildings

1. Planning applications within a Conservation Area must have regard to the guidelines in the relevant Conservation Area Appraisal(s) and Management Strategies.
2. In reference to NPPF paragraphs 131 to 136, the Plan provides further guidance on the application of these policies below.
3. New development should take advantage of opportunities to enhance the Conservation Areas by protecting and, where appropriate, restoring original architectural features, including walls, windows, doors, etc., that would make a positive contribution to the Conservation Areas.
4. Development proposals must seek to protect and/or enhance buildings (or other elements) which make a positive contribution to the Conservation area, as identified in the relevant Conservation Area Appraisals and Management Strategies (see Appendix 3).

- 3.11 Exceptional circumstances mentioned in paragraph 132 of the National Planning Policy Framework (NPPF) would not include, for example, deliberate neglect. Wholly exceptional circumstances would include if the heritage asset in its current state was a threat to public safety.
- 3.12 Harm to a designated or non-designated heritage asset would include development that through its height, mass, profile or quality, obstructs or degrades that asset or its setting.
- 3.13 Where there is evidence of deliberate neglect of or damage to any building making a positive contribution to a Conservation Area (as identified in the applicable Conservation Area Appraisals and Management Strategies), the deteriorated state of such a building should not be taken into account in any planning decision.

- 3.14 Historic features are easily lost or compromised through development but development can prove positive by restoring historic features, particularly windows, doors, railings and gardens and, where appropriate, restoring painted brickwork to its original state. Development should follow the guidance given in the relevant Conservation Area Appraisals and Management Strategies and manuals.
- 3.15 Where there is potential for archaeological interest, measures should be put in place to cease work if the developer finds any archaeological artefacts during construction.
- 3.16 Development should maintain and enhance the historic street character of the immediate context through choice of façade materials, provision of setbacks, boundary conditions, building entrances and plantings (e.g. building to the edge of the plot line on a street where buildings are set behind walls or railings will not comply with this policy).
- 3.17 Where an applicant claims that no viable use of a heritage asset can be found and therefore proposes demolition, the applicant first will be required to market the heritage asset at fair market value to potential buyers for a medium period of time of five years.
- 3.18 New buildings should relate to the scale, density, mass and detail of the local character and use the highest quality materials. All buildings should contribute positively to the public realm. This may be achieved through either traditional or contemporary architecture.

## Policy DH3: The urban realm

### Policy DH3: The urban realm

1. The Plan supports development that responds positively to the character areas and complies with the relevant streetscape design guidance produced by Camden Council, including in the choice of:
  - a. paving materials;
  - b. lighting;
  - c. location and design of telecommunication cabinets and mobile phone masts;
  - d. design of street furniture such as benches.
2. Advertisements on street furniture, including benches, lighting, bus shelters, guardrails, traffic lights or signals and other objects placed on the street (see Camden Planning Guidance 1, 8.10) will be resisted where they would contribute to visual clutter, harm the character areas or hinder accessibility.
3. The Plan resists any free-standing furniture such as telephone kiosks where the display of adverts over-dominates the primary purpose of the structure.

3.19 The Plan supports guidance provided in The Camden Streetscape Design Manual for maintaining and improving the local street environment. The manual outlines the following design principles for street works:

- Respecting and enhancing the local streetscape.
- Using a simplified palette of quality materials.
- Providing a clutter-free environment on our streets.
- Enabling equal and inclusive access for all road users.
- Considered, yet innovative complementary design.
- Making the street environment safer.

3.20 Designs for elements belonging to the urban realm should enhance the character areas described in Appendix 2 and conform to guidance contained in the relevant Conservation Area Appraisals and Management Strategies.

3.21 The Plan supports efforts to reduce visual street clutter by removing any unnecessary street furniture.

- 3.22 Poorly designed and obtrusively sited telecommunication cabinets and mobile phone masts are detrimental to the Forum area. The manual “Streets for All”, issued by Heritage England and TfL’s Streetscape Guidance 2017 or any future updates provide guidelines for the colour, design and siting of utility boxes to minimise the visual clutter they create.
- 3.23 Where there is an exceptional need for new street furniture or where furniture needs to be replaced, it should be of high quality design and construction, and placed carefully to relate well to the character and function of the street.

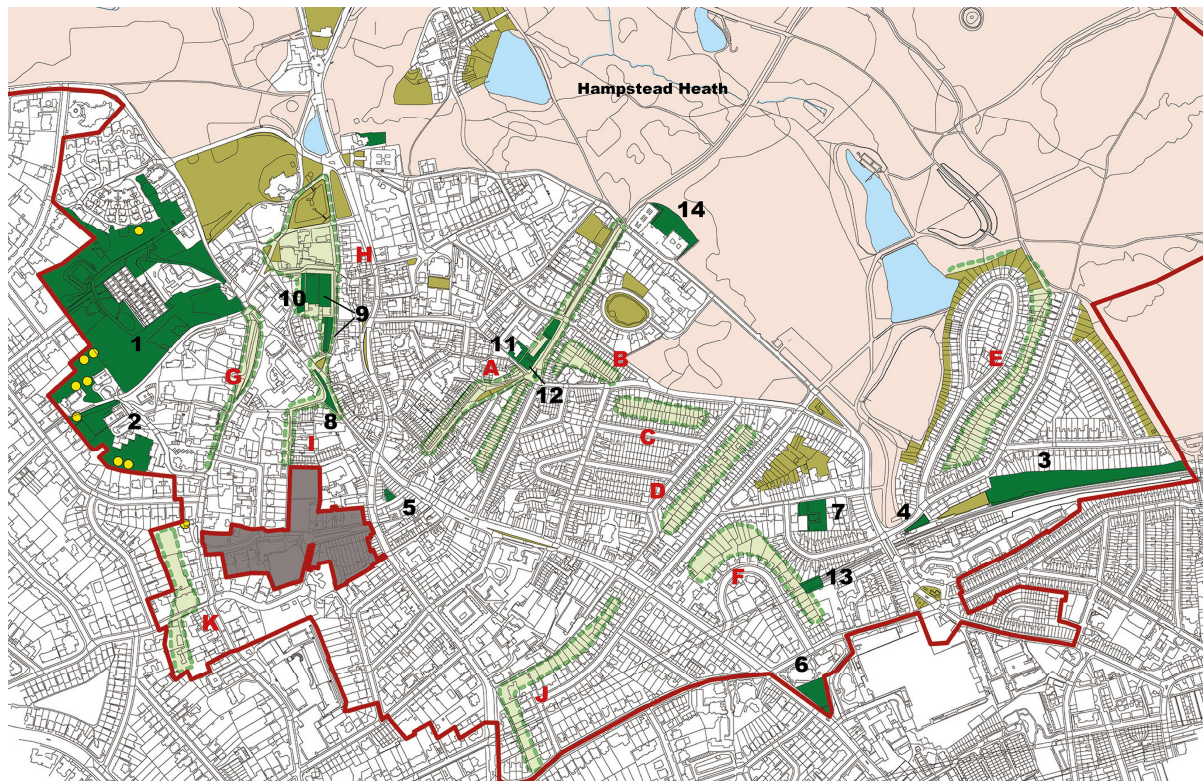


## 4. Natural Environment

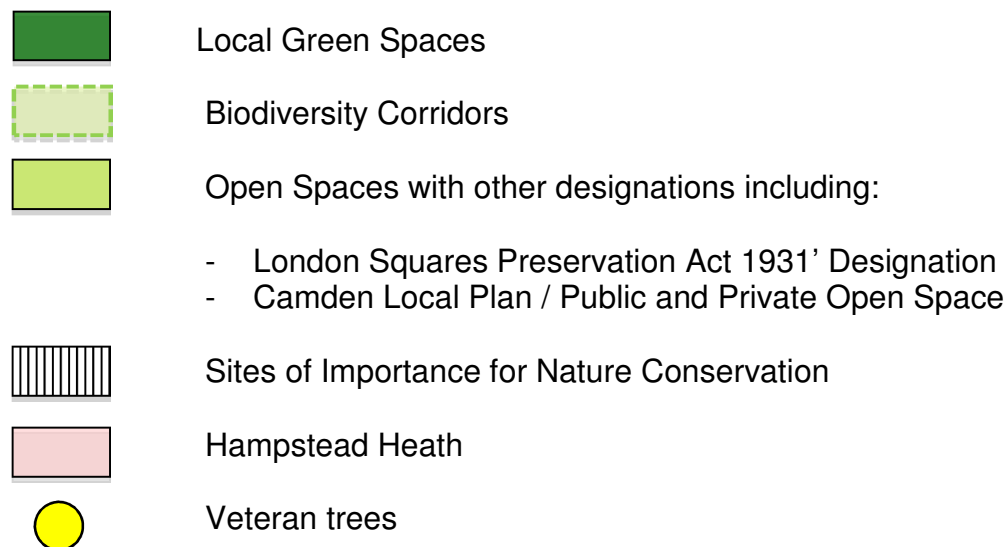


## Introduction

- 4.1 Trees and open spaces, both privately and publicly owned, are immensely important to the character of urban areas. Hampstead, atop its sand, silt and clay-layered hill is particularly known for its leafiness and rural village feel that attracted and was the inspiration of many poets, writers and painters. The Forum area also includes the major part of Hampstead Heath, often referred to as the “green lungs” of London, as well as sections of several strategic green corridors, which form part of the Mayor's London Strategic Open Space Network. The Heath fringes are an important aspect of Hampstead's character: open, green and lush from the abundant springs and underground streams, and bringing the sight, feel and presence of nature into the village.
- 4.2 While Hampstead is both surrounded and dotted with woods and open spaces, its green areas are nevertheless still under an increasing threat from a variety of factors, both environmental and man-made; its leafy inheritance is no longer something that can be taken for granted. Protection of the green and leafy character of our area from inappropriate development is a high priority for the local community. In the Forum's original Vision consultation, 93% of respondents were in favour of the priority concerning Open Space and Landscape, the highest rating of all the major factors that emerged.



**Map 5: Open Spaces and Biodiversity Corridors Map**



See Appendix 4, Open Spaces, for detailed maps and list of open spaces and biodiversity corridors.

## Policy NE1: Local Green Spaces

- 4.3 The National Planning Policy Framework (NPPF 76-78) states that local communities, through local and neighbourhood plans, should be able to identify green areas for special protection, introducing a new Local Green Space (LGS) designation. These will be of particular importance to the community for their beauty, historical importance, and richness of wildlife or recreational value. Local policy for managing development within an LGS should be consistent with policy for Green Belts.

### Policy NE1: Local Green Spaces

1. Local Green Spaces will be fully protected in accordance with the National Planning Policy Framework.
2. Development that causes harm to Local Green Spaces will not be permitted, except in very special circumstances.
3. The following sites are designated Local Green Spaces (see Map 5):
  - 1) Branch Hill House Site of Importance for Nature Conservation and two additional areas
  - 2) Oak Hill Park
  - 3) South End Green and Mansfield Allotments
  - 4) World Peace Garden, South Hill Park
  - 5) Oriel Place Garden
  - 6) Hampstead Green
  - 7) Keats House and Garden
  - 8) Holly Hill Bank
  - 9) Fenton House Gardens
  - 10) Pedestrian walk from Admirals Walk to Windmill Hill
  - 11) Burgh House Gardens
  - 12) Gertrude Jekyll's Garden and Communal Gardens of Wells House
  - 13) Heath Hurst Gardens
  - 14) Garden of The Priors
4. Spaces with existing protected designations not in the list above, such as Hampstead Heath, Camden-designated Public and Private Open Spaces and Sites of Importance for Nature Conservation, are also considered important local spaces and are shown in Appendix 4: Open Spaces and Biodiversity Corridors.



- 4.4 The sites in the Hampstead Neighbourhood Area listed above, (see Map 5 and Appendix 4) are to be designated as LGSs as defined in NPPF 77. Each of these sites complies with the criteria that it is in close proximity to the community it serves, is local in character and not extensive, and is capable of enduring beyond the end of the Plan period. A list of designated LGSs is given in Appendix 5 with evidence to support the designations. Additional information on each site is in our Evidence Base, Natural Environment, Local Green Spaces file.
- 4.5 There are a number of organisations who manage these Local Green Spaces such as the London Borough of Camden, the Wells and Campden Trust, Thames Water, Network Rail and other organisations.
- 4.6 The Plan recognises the value of the existing green and open spaces on social housing and private estates and for residential blocks in the Hampstead Neighbourhood Forum Area, and wishes to ensure adequate provision of open space for residents. The Plan acknowledges the potential benefits that can be gained through estate regeneration schemes, but suggests these benefits be weighed against any loss of open space when planning applications are assessed.
- 4.7 As part of any planning application for development within or immediately adjacent to an LGS, developers should demonstrate how the LGS will be protected from the impact of the proposed development and its construction, and how the landscaping, amenity and biodiversity of the area will be preserved or enhanced (see also Policy NE2).
- 4.8 The Hampstead Conservation Area Appraisal and Management Strategy (Hampstead Conservation Area Statement 2002) sets forth a list of policies concerning areas that fringe the Heath. The Plan supports Heath Fringe policy HF3 which “seeks to control development along roads leading to the Heath and in the gardens and trees adjacent to the Heath so as to safeguard their present contribution to the setting of the Heath.” Such areas would include the gardens of Upper Terrace House, The Heights, Foley House and Squire Mount House.

## Policy NE2: Trees

- 4.9 Trees have an important role to play in climate change mitigation. Tree canopies slow the movement of rain to the ground thus reducing surface run-off and sharp increases in groundwater flow during and following heavy storms. This is especially important in Hampstead because of its hydro-geology and the risk of flooding from surface run-off, particularly for houses located towards the bottom of slopes.
- 4.10 The main tree species that define our area include the taller limes, London planes, oaks, willows, black and Lombardy poplars, beech, horse chestnut and Scots pine, most of which take several decades to reach maturity.
- 4.11 Importantly, the Plan Area is home to numerous veteran trees, already shown as significant trees on the Ordnance Survey Map of 1866: the Heath has many hundreds; some oaks more than 500 years old. Others can be found in the front and rear gardens around the Heath despite 19th-21st century development (see Appendix 6 Veteran Trees). The origin of many of these can be traced back to historic hedges and boundaries. It is vital for biodiversity that they continue to retain physical links to the veteran hedgerow trees on the Heath.
- 4.12 Other important trees in the areas were planted for aesthetic reasons, to line streets for example, or for practical purposes, to soak up water in boggy gardens.
- 4.13 The Important Tree List, Appendix 6, is a list of trees chosen for their aesthetic and/or environmental or historic value by local people.

## Policy NE2: Trees

1. Development will protect trees that are important to local character, streetscape, biodiversity and the environment.
2. Any development that proposes removal of a tree on the Important Tree List should provide justification for the proposed tree removal(s) and details of replacement tree planting to mitigate against the loss of canopy cover, included within the application. Any trees removed to facilitate development shall be replaced by trees of a large [15m+] ultimate size where the site allows.
3. If a tree replacement enforcement notice is in place, the proposed development must allow for the trees' replacement.
4. Where there are no existing trees on a site, unless it can be demonstrated as unfeasible or non-viable, development should allow space for the future planting of trees well suited to local conditions, as noted above.

## Veteran trees

5. Planning proposals are required to ensure that veteran trees are fully protected in accordance with Natural England's "Standing Advice for Ancient Woodland and Veteran Trees". Root protection zones of veteran trees will be at least 15 metres radius for each tree, deadwood should be retained where possible. Canopy reduction to facilitate construction will only be acceptable in exceptional circumstances such as where canopy reduction is required to give access for construction machinery and it is demonstrated that there are no alternatives.
6. Tree root protection for veteran trees should provide for *any* likely activities that may occur during construction.

- 4.14 Robust justification would be required to show that the loss of the tree would be justified by public interest. The main tree species that define our area (as identified by paragraph 4.10 above) would be appropriate choices for replacement trees.
- 4.15 New residential and commercial development proposals where trees > 7.5cm in trunk diameter at 1.5m from ground and >1.5m in height are present (on-site or off-site) which have root protection areas or canopies that encroach onto the application site or could be affected by development, its plant or vehicles in any other way, are to be accompanied by a tree survey, arboricultural impact assessment, tree protection plan and an arboricultural method statement.



- 4.16 Tree root protection guidance is provided in BS5837: 2012, the British Standard for trees in relation to design, demolition and construction.

## Veteran trees

- 4.17 The root protection zones of veteran trees or existing trees specifically marked on the [1866 OS map](#) will be protected as determined for veteran trees by Natural England: 'Standing Advice for Ancient Woodland and Veteran Trees' and BS5837: 2012. A growing body of expert opinion even suggests that the root protection zone for such trees should be increased beyond the 15m radius recommended in the British Standard (See Shropshire Council [guidance](#) and David Lonsdale 'Ancient and other veteran trees: further guidance on management').
- 4.18 Where veteran trees or trees specifically marked on the 1866 OS map are present on site or within 15 metres of the site boundary, development or demolition proposals will be required to be implemented in accordance with specialist guidance provided by an arboriculturalist with veteran tree expertise in order to ensure the protection and survival of the trees. Guidance should also be sought from veteran tree experts of the Corporation of London, Hampstead Heath, who have offered to provide such guidance.
- 4.19 Protection for veteran trees, particularly where compaction is a risk, must include a ground protection system that is fit for purpose. The roots of veteran trees are particularly vulnerable.
- 4.20 Landscaping proposals should have regard to the prevailing and historic pattern and extent of tree cover and landscaping and avoid hard standing within 15m of a veteran tree.
- 4.21 The Plan recommends that planning officers complete '[Natural England's Ancient Woodland and Veteran Trees: Assessment Guide](#)' when considering applications that may impact a veteran tree.
- 4.22 Where an over-mature tree is present on site or within 15m of the development, developers should check to establish whether this tree is represented as a significant tree on the 1866 OS map and therefore is a veteran.

## Site protection of trees during construction

- 4.23 All street trees near to the application site should be protected from damage in line with BS5837:2012, including all potential heavy vehicle movements.
- 4.24 In order to preserve tree canopy, the piling rig offering the lowest clearance possible should be utilised when working under the canopies of trees to minimise both potential damage and the need for access facilitation pruning.

## Policy NE3: Biodiversity Corridors

- 4.25 Each garden can contribute to biodiversity. Some features such as tree lines or boundary hedges however are shared by several gardens. Many wildlife species need to be able to travel to reach other areas of habitat for food or refuge or to balance their population. Ecological corridors and stepping stones are defined in The Natural Environment White Paper: 'Making Space for Nature' (2011) Section 2.12 as areas "enabling species to move between core areas, these can be made up of a number of small sites acting as 'stepping stones' or a mosaic of habitats that allows species to move and supports ecosystem functions.....more, bigger, better and joined." Those submitting development proposals may be required to carry out ecological appraisals and species surveys. Camden Planning Guidance - Biodiversity provides guidance as to when these should be undertaken and what they should comprise.
- 4.26 Hampstead's connections with three of London's strategic green corridors, Hampstead Ridge, Nash Ramblers Link, and North London Line Link, means that connectivity both between these strategic green corridors and within itself is essential. Network connections are strengthened by an increase in green ground cover and biodiversity in general, and canopy continuity along tree lines and boundaries.
- 4.27 Tree canopy lines, veteran trees, ancient hedgerows and our network of green spaces form an important habitat for birds, bats and other species. As recognised in the London Plan they are also important for humans.
- 4.28 Some of the biodiversity corridors are also historic tree lines. The Plan identifies six historic tree lines that appear on the 1866 Ordnance Survey Map (see Map 5 above and Appendix 4 for further information). These tree lines support tall trees of the type mentioned in 4.11, which will become the veteran trees of the future. Veteran trees are of particular ecological value, supporting a wide range fauna and fungi, many of which depend on long time periods of continuity in their habitat.

### Policy NE3: Biodiversity Corridors

1. Development proposals, where appropriate, should include measures to protect and assist in the restoration of Hampstead's tree lines and biodiversity corridors, reducing the incidence of breaks and the length of gaps.
2. The following sites are designated Biodiversity Corridors. Corridors indicated with an asterisk contain historic tree lines. Please refer to Map 5 above and Appendix 4.
  - A. Well and Flask Walks + NW Gayton Road\*
  - B. Rear gardens 5-41 Christchurch Hill
  - C. Rear gardens between Denning and Willow Roads\*
  - D. Rear gardens between Downshire Hill and Pilgrims Lane\*
  - E. Heath Edge Gardens, Parliament Hill & South Hill Park\*
  - F. Rear gardens Hampstead Hill Gardens\*
  - G. North-western Frognal
  - H. Hampstead Grove, Admirals Walk, Upper & Lower Terrace\*
  - I. Holly Hill to CR&PW boundary
  - J. Shepherds Walk, Spring Walk and Spring Path
  - K. Western Frognal rear gardens: Redington Road to HNF/RFNF boundary
3. Proposals for property that include part of the above should not diminish the ability of biodiversity corridors to provide habitat and the free movement of wildlife.
4. Subject to their scale and location, proposals should establish the quality of the existing biodiversity through relevant ecological appraisal and species surveys. Applicants should show in their proposals how they plan to enhance both biodiversity and habitats.

## Policy NE4: Supporting biodiversity

- 4.29 Development will not be supported that diminishes the effectiveness of biodiversity corridors: the wildlife corridors that connect Hampstead's Local Green Spaces, Open Spaces and garden habitat.
- 4.30 Basement construction, because it involves the severing of roots, can be particularly damaging to veteran trees (see Helen Read (2000) 'Veteran Trees - A Guide to Good Management'). Basements can also reduce the capacity of historic tree lines to support the growth of future veteran trees by altering the ground water flow and diverting water towards or away from the root systems.
- 4.31 The rich biodiversity and special habitats of Hampstead Heath are supported by the biodiversity throughout Plan Area, including in ordinary gardens.

### Policy NE4: Supporting biodiversity

1. In order to enhance biodiversity, development proposals will be encouraged to:
  - a. Use restrained exterior lighting in low blue content white or yellow light only.
  - b. Increase canopy cover as part of any landscaping scheme.
  - c. Increase where feasible the area of permeable surfaces, particularly those that incorporate biodiversity-enhancing features such as gravel turf (eg. Schotterrasen), having regard for ground conditions, effectiveness and viability.
2. Development proposals should seek to protect or enhance the status or population of priority habitats, species and wildlife movement.

- 4.32 The Plan will support proposals for restoring front and back gardens, introducing biodiversity measures, replacing gaps in tree lines and increasing soft landscaping. The Royal Horticultural Society suggests numerous ways to increase biodiversity in private gardens.
- 4.33 A wide body of evidence suggests that blue-rich white outdoor lighting is detrimental to the ecosystem, to the enjoyment of the night sky, to astronomical research and possibly to human health. See Appendix 1, Evidence Base, for more information.

## 5. Basements



## Introduction

- 5.1 These policies apply to all new basement development. Basement development is defined as the construction or extension of one or more storeys of accommodation below the prevailing ground level of a site or property.
- 5.2 Surveys among residents have resolutely identified this as being of considerable concern within the community and the evidence we gathered justifies these concerns. This policy seeks to ensure that full consideration is given to the potential impacts of basement developments at application stage.
- 5.3 Basement extensions can provide an opportunity to add space to homes in parts of the Borough. However, Hampstead has a unique set of conditions that mean basement construction can inflict structural damage and/or trigger flood risks on susceptible neighbouring properties. These unique circumstances are summarised below.

## Geography, topography, geology and hydrology

- 5.4 Hampstead is set on one of the largest and highest hills in London, with the highest rainfall of the Greater London area, and much of it located on the flank of that large hill. As a consequence, a significant number of Hampstead streets are downward sloping, where hard standing or building footprint enlargement produces additional surface run-off and drainage requirements, increasing flood risk in storm periods to vulnerable lower areas such as South End Green/Fleet Road and West Hampstead.



**Flooding in South End Road, 2002.**



- 5.5 Hampstead is a complex layering of Bagshot Sand, Claygate Member and band D of the London Clay Formation. The top two layers have a high silt and sand component rendering them susceptible to high water conductivity and silt erosion, as well as being potentially less stable.



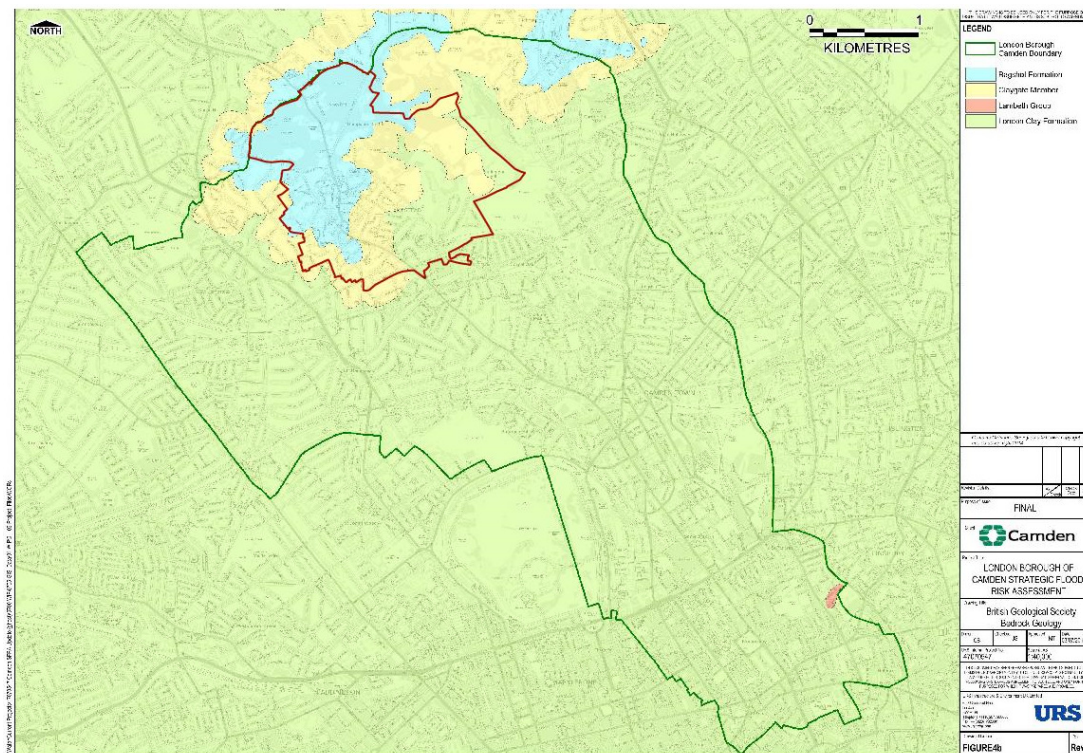
**On the left is a photo of a large cavity uncovered under Heath Street, outside the Baptist Church. To the right is a sink hole that appeared in New End. These illustrate the erosion of a significant volume of silt from the Claygate Beds by the action of groundwater, causing subsidence, cavities and sink holes. This action is magnified when basement developments constrain and thus speedup the groundwater flow.**

- 5.6 Much of the area has been identified as an area of significant landslide potential, with variable susceptibility from the pressure changes of cutting into the hillside. Constraint and diversion of ground water and the local underground streams by basement construction can contribute to the lubrication of landslip on even gentle slopes. Adequate testing is particularly vital in Hampstead to inform the Basement Impact Assessment (BIA) and reduce the risk of unexpected and serious damage to development projects and to the neighbouring properties.

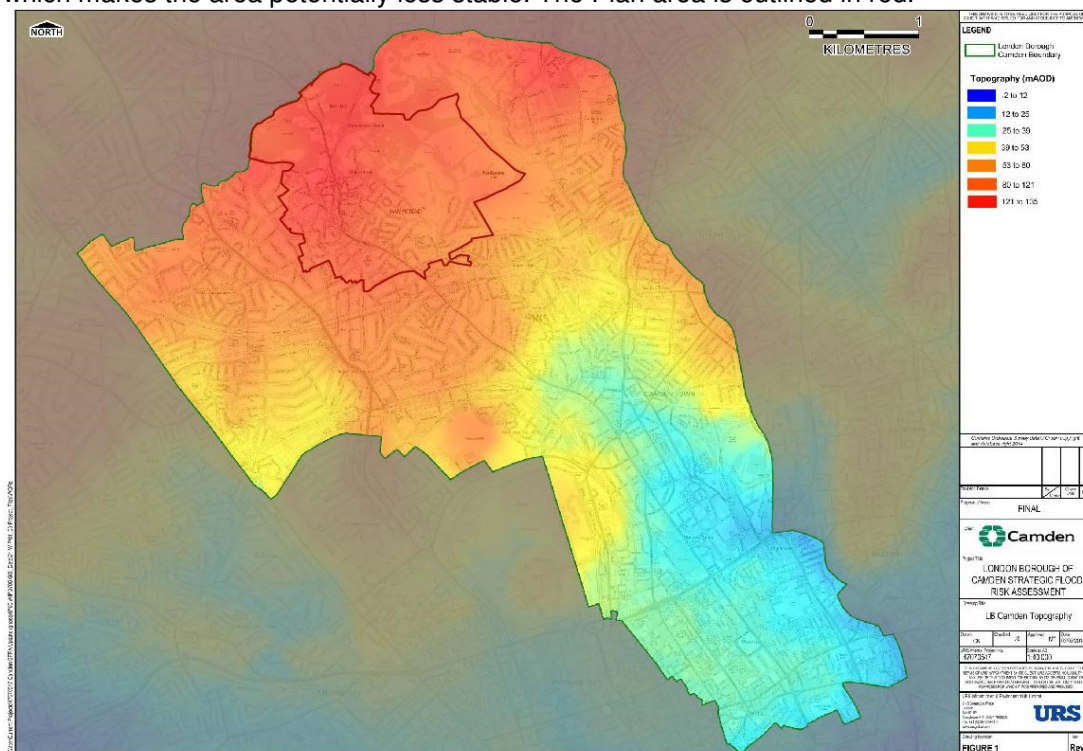
## Other factors

- 5.7 A substantial part of the Neighbourhood Plan area constitutes rows of terraced Victorian or earlier townhouses with shallow foundations, “one of the riskiest situations in which to construct a basement,” according to Arup in the [Eatherley](#) decision, “because the property shares its existing foundations with its neighbours and also because it provides lateral support to its neighbours, any movement of the existing house resulting from the works will directly impact on its neighbours.” There are also a significant number of narrow streets in some areas.

- 5.8 Further, the construction of basements can give rise to noise and disturbance during construction, and the management of traffic, plant and equipment. The policies set out below seek to address these concerns and provide a clear policy framework for proposals for basement development within the Neighbourhood Plan area.
- 5.9 Creating extra footage through basement development does not support the Plan's Policy HC1 of maintaining a reasonable balance of both large and small dwelling units.



Hampstead is made of a complex layering of Bagshot Sand, Claygate Member and London Clay, which makes the area potentially less stable. The Plan area is outlined in red.



Hampstead is situated on a steep slope with a drop in elevation of 73 metres from Jack Straw's Castle to South End Green. The Plan area is outlined in red.



## Policy BA1: Local requirements for Basement Impact Assessments

5.10 As a result of the conditions found in Hampstead, as noted in Camden Local Plan 6.132, basements in Hampstead may pose a particular risk to neighbouring properties and require close investigations, as required by Policy A5 of the Local Borough of Camden Local Plan and its supporting Camden Planning Guidance - Basements, to ensure that risks can be identified and damage mitigated at the planning stage. These conditions include unusual and unstable soils, subsoil water movement, hilly areas liable to slippage, and dense development in which many house are conjoined.

### Policy BA1: Local requirements for Basement Impact Assessments

1. All basement developments are required by the local authority to complete a basement impact assessment (BIA). For those developments whose conditions require investigations beyond the screening stage, attention should be given to the additional steps outlined in 5.12.
2. All proposals for basement development must aim for no higher than Burland Scale 1 ("very slight") and construction will not be allowed to proceed where there is evidence that damage to neighbouring properties would exceed Burland Scale 1.
3. Basement developments under gardens should leave a minimum distance of 15m from any veteran tree or from a boundary that is an historic tree line (see Map 5 for details of both), unless it can be demonstrated that any harm to the trees would not be significant or could be mitigated.

5.11 Applications for basements where the involvement of an engineer and/or geotechnical professional and/or geologist has been commissioned or is expected to be commissioned by the applicant, the neighbour(s) or Camden, must involve suitably qualified professional experts as defined in CPG4 but also who have proven experience in basement construction.

5.12 When a basement Impact assessment shows that additional steps need to be taken those proposing basement development are encouraged to consider the following, where appropriate:

- a. CPG – Basements and the Camden Geological, Hydrogeological and Hydrological Study (paragraphs 285-294) should be studied whenever hydrological borehole measurements are to be carried out. Soil samples, including those near boundaries with neighbours must be taken to a depth below the footing of the proposed base of the basement. The boreholes measurements may need to be conducted in periods of contrasting rainfall and over a period of several months covering wet and dry seasons.
- b. In some cases, when boreholes measurements show a groundwater risk, an automatic log water measurements recorder may need to be left activated in the boreholes over a sustained period of contrasting rain cycles to demonstrate local groundwater and water table levels and the local extent of groundwater surges during and immediately following storms.
- c. An assessment should demonstrate that the predicted Burland Scale at the time of the construction phase is no more than Burland Scale 1 throughout the building and each neighbouring building that has any part within the zone of influence (a distance of twice the depth of the basement from the point of the excavation). The assessment must show the location of the predicted impact and also demonstrate that the methodology and supporting engineering calculations stand up to scrutiny.
- d. An assessment of current ground and geology conditions, topography and groundwater levels. This should include details of the structure and foundations of the existing building and neighbouring properties.
- e. If flooding and ground reports of both the applicant's and the neighbouring properties are required, both the Landmark Information Group and the Conveyancing Data Services can provide such reports.
- f. The location and distance of the property from areas identified as at risk of flooding as shown in the Strategic Flood Risk Assessment prepared for Camden by URS in July 2014.
- g. Clarity over geology and groundwater conditions can sometimes best be explained through comprehensive cross sections, reports and graphs.
- h. Hydrological modelling to show whether it will be possible through the inclusion of drainage systems to prevent any significant harm from changes to groundwater levels or flow. Hydrological modelling only needs to be done if it cannot be demonstrated through screening and scoping that there is no risk.
- i. In order to protect against sewer flooding, Thames Water recommends the installation of a positive pumping device. This should be installed in each new basement development unless a strong case for alternative measures can be made.

## Policy BA2: Basement Construction Plans

5.13 When the proposed development involves excavation or construction that if improperly undertaken could cause damage to neighbouring properties, then a basement construction plan will be required.

### Policy BA2: Basement Construction Plans

1. A Basement Construction Plan should be submitted when demonstrated as necessary by the BIA for a basement proposal.
2. The Basement Construction Plan should include information, including drawings, which illustrate how the construction will overcome any potential harm to neighbouring properties, the water environment, ground conditions and stability, the character and amenity of the building or wider area, the significance of heritage assets, or any other identified potential harm.
3. Applicants must demonstrate that they are using the best available piling method to minimise damage to neighbouring properties.

5.14 A basement construction plan will be required when indicated by the BIA that its effects will be acceptable, but a particular construction methodology will need to be applied to ensure that there is no damage to the building, to neighbouring properties or the environment. To gain planning permission, developers need to demonstrate with appropriate evidence that the proposal would comply with Policy A5 of the Local Plan. Camden Planning Guidance – Basements provides detailed guidance on requirements for Basement Construction Plans. The implementation of Basement Construction Plans will be secured by planning obligations (Local Plan paragraph 6.127).





**Cracked window frame and emergency structural support at 92 South Hill Park, caused by basement development next door**

- 5.15 The Basement Construction Plan should be prepared to a Detailed Proposals Stage (equivalent to RIBA stage D) as set out in the Service of ACE (Association of Consultancy and Engineering) Agreement 1: Design, 2009 Edition). Development proposals close to London Underground tunnels or other infrastructure which might interact or conflict with them must be referred to Transport for London, with details of all construction proposals and methodology.
- 5.16 Applicants are encouraged to submit a consultation statement providing evidence of consultation with neighbours prior to the application, any comments received and any changes made to the application in light of those comments.
- 5.17 During consideration of any basement construction plan, the Plan recommends that Camden fully disclose all relevant information with the neighbours and their experts with sufficient time to comment.
- 5.18 The Basement Construction Plan will be produced by a suitably qualified engineer, and include the relationship between permanent and temporary works and how vertical and lateral loads are to be supported.

## Policy BA3: Construction Management Plans

- 5.19 In the dense residential streets of Hampstead, many of which are very narrow, construction of basements have a considerable impact and is a major cause of public concern in relation to pollution, noise and danger. In the Camden Basement Evidence Report of February 2016, more than half of the respondents said that they thought the impacts on noise, vibration, and dust were unacceptable, with just under half of the respondents also stating they thought the impacts on traffic and parking were unacceptable.
- 5.20 The impact of construction is further exacerbated when there is more than one basement development in close proximity or in the same street. The main construction impacts relate to construction traffic, parking suspensions, noise, vibration and dust.

### Policy BA3: Local Requirements for Construction Management Plans (CMP)

Proposals for basement development should be accompanied by a Construction Management Plan which includes adequate information to assess the impact of the construction phase, should the proposal be approved. The CMP should include information on how:

1. The disturbance arising from construction and demolition such as noise, vibration and dust will be kept to acceptable levels, under the relevant acts and guidance, for the duration of the works, taking the cumulative impacts of other development proposals into account.
2. Traffic and construction activity will be managed to protect the residential amenity of adjoining occupiers and the safety of pedestrians, cyclists and other road users, including details of the routing of demolition, excavation and construction vehicles, details of access, including deliveries, storage, location of nearby trees, footways and carriageways. Details of site operation hours (see 5.24 below).
3. Consideration of how the construction and demolition might impact the elderly and disabled.

See TT1 for further information on CMPs and in Camden Planning Guidance 6.

TfL's latest guidance on CMPs may be useful, with its spreadsheet tool for estimating the likely frequency of vehicle trips at various stages in a construction programme.

- 5.21 Applicants should address all the processes involved in the construction of their basement and describe mitigation measures to be used to keep noise, vibration and dust to acceptable levels under the relevant Acts and guidance (including the Control of Pollution Act (COPA) 1974, the Environmental Protection Act 1990, the Noise Emission in the Environment by Equipment for use Outdoors Regulations 2001, and BS5228-1 2: 2009: Code of practice for noise and vibration control on construction and open site). The more complex the proposed basements, the more detailed the levels of information which should be provided at the application stage.
- 5.22 Sharing emerging proposals related to traffic and construction with residents and businesses in the vicinity is beneficial as their local knowledge and needs can be more readily taken into account.
- 5.23 The Construction Management Plan (CMP) should include limits on hours of construction as per paragraph 5.24 below.
- 5.24 The Plan recommends that work on basements should be limited to 8am-6pm on Mondays to Fridays only. High impact activities will be restricted to 9am-noon and 2pm-5.30pm on weekdays. At no time should there be any works on Saturdays, Sundays or public holidays. High impact activities include:
- a. Demolition, ground-breaking and excavation works using percussive equipment.
  - b. Percussive piling operations and percussive pile reduction and pile break-out works.
  - c. Percussive and grinding power tools on party walls/floors of adjoining occupied properties.
  - d. Removal of clay and subsoil during excavation by means of conveyor belts, lorries, etc.

## 6. Traffic and Transport



## Introduction

- 6.1 Traffic congestion and associated vehicle emissions are key concerns in the Plan Area, with levels of Nitrogen Dioxide (NO<sup>2</sup>) pollution in many of our residential roads reaching levels which are substantially above national & EU objectives. In view of the risk to the public, the London Borough of Camden has been designated an Air Quality Management Area (AQMA) for NO<sup>2</sup> pollution and has developed an Air Quality Action Plan (AQAP).
- 6.2 The AQAP encapsulates the Mayor's Transport Strategy and Camden's Transport Strategy 2011, whose first objective is to reduce motor traffic and vehicle emissions. In Greater London as a whole, road traffic is responsible for about half of all NO<sup>2</sup> pollution.
- 6.3 The strength of local feeling on matters of congestion and pollution is reflected in the fact that these issues received the third largest number of written comments during community consultation.
- 6.4 The emerging new London Plan and Camden Local Plan make clear that a highly effective way of tackling these issues is the promotion of alternative sustainable and active modes of transport. New London Plan Policy T1 reflects an ambitious aim to reduce Londoners' dependency on cars in favour of walking, cycling and public transport use. This is described as the only long-term solution to the road congestion challenges that threaten London's status. Policy T1 of the Camden Local Plan encourages developments to prioritise sustainable travel modes. While the community's ability to control traffic congestion and vehicle emissions through the planning process is limited, especially in the short term, the National Planning Policy Framework (NPPF paragraph 124) nevertheless requires the planning process to sustain compliance with national and EU objectives for pollutants, taking into account the *cumulative* impact of development on air quality, and to ensure that new development is consistent with Camden's AQAP.
- 6.5 The Neighbourhood Plan therefore provides development policies to guide the implementation of these objectives in the specific context of the Plan Area followed by guidance on relevant strategies which lie outside the remit of planning policy, but which are nevertheless important to the local community and to the sustainability of the neighbourhood. These include the community's vision for the South End Green Neighbourhood Centre.
- 6.6 In line with the National Planning Policy Framework (NPPF paragraphs 15 and 16), the Neighbourhood Plan is designed to provide clear policies which support sustainable development in the Plan Area that is outside the strategic elements of the Local Plan. In addition to supporting the needs of individual developments, neighbourhood policies also need to take into account the cumulative impact of multiple developments on the local area, meaning that



area-wide policies dealing with the transport impacts of development are required. The Forum considers that clear definitions and policies can play an important role in supporting development by giving both developers and the community the confidence to make appropriate decisions. To this end the Plan's transport policies incorporate the following simple definitions to guide development, for which further supporting information is provided in this section:

- a. Heavy goods vehicles which carry a high risk of causing disruption to traffic movement or damage to pavements in the Plan area are defined as vehicles over 7.5 tonnes unladen weight in line with Camden's Planning Guidance 7.
- b. Sites for large developments, schools and education institutions in the Plan Area should be selected with full regard for their accessibility and connectivity. Sites with a public transport accessibility level (PTAL) score over 4 in the short-term to 2023, or 5 in the longer term, should be considered favourably, as could those which demonstrate good accessibility for pedestrians and cyclists.
- c. In the context of the Plan Area, developments involving a reasonable expectation of an additional 100 or more person trips per day (equivalent to the total number of trips generated by two single-practitioner dental surgeries) are defined as requiring special care to ensure that their transport impact is assessed and appropriately managed. TfL Transport Assessment guidance is available at: <https://tfl.gov.uk/info-for/urban-planning-and-construction/transport-assessment-guidance>

## Traffic and pollution

- 6.7 Hampstead village is dominated by the A502 London Distributor Road, which runs through its centre and along a narrow and frequently congested section towards Whitestone Pond. The B511 and B519 Borough Distributor roads running along Fitzjohn's Avenue and Spaniards Road suffer frequent congestion. Roads leading to South End Green are heavily used and Fleet Road suffers from stationary or slow moving traffic during most daytime hours. The community has expressed particular concern about the wide catchment areas of some local schools, resulting in high volumes of traffic coming from outside the Plan Area, causing chronic congestion at peak times.
- 6.8 Community responses indicate a high level of support for measures to reduce traffic congestion and encourage use of sustainable transport.
- 6.9 Our pollution study revealed high levels of air pollution. Only in a few areas such as the middle of Hampstead Heath did the level of NO<sup>2</sup> fall well below



limits set by the EU. The highest level of NO<sup>2</sup>, more than twice the EU limit, was recorded at the junction of Arkwright Road/Fitzjohn's Avenue and at Spaniards Inn.

- 6.10 High pollution levels have contributed to the fact that over half of the Plan Area, when assessed against a measure of Living Environment Deprivation fell within the 20% most deprived areas of England in 2015. Camden Council's Hampstead Area Profile shows that the Plan Area's deprivation score has worsened since 2010.
- 6.11 Responses during community engagement indicate particular concern over the harm done by large construction and delivery vehicles. In addition to noise, these vehicles cause physical damage to the surfaces of roads and pavements, and clog up narrow streets, impeding the free movement of traffic and frustrating pedestrians and other road users. The Forum considers a development size of 300m<sup>2</sup> gross internal area to be a reasonable threshold, above which special care is required to manage service and construction vehicles so as to avoid undue impact on the Plan Area. Having reviewed the various vehicle categories, the Forum has concluded that a vehicle size of 7.5 tonnes unladen weight is the maximum which is desirable, given the Area's complex street pattern and many width restrictions.



**Congestion and pollution caused by large service and construction vehicles, in Heath Street and Holly Bush Hill**

- 6.12 The Plan recognises that the area immediately surrounding a development site is not the sole consideration in assessing transport impact because additional vehicle traffic will necessarily have to move across other streets in the Plan Area (the vast majority of which are narrow and residential) in addition to the street on which development is taking place. The Plan also needs to take account of the cumulative impacts on the local area of the use of very large construction and delivery vehicles and in these circumstances, the Forum has concluded that an area-wide policy is appropriate.

6.13 Where vehicles are used for servicing and delivery it is important that their impact is considered at an early stage. The following areas are responsible for most impact, but are not included in the required content for the Council's Transport Assessment set out in Camden Planning Guidance 7, meaning that submission of this information separately or through a Servicing and Delivery Plan may be necessary to ensure that servicing and delivery requirements are given due consideration:

- a. Scheduling of deliveries and service visits.
- b. Proposed location for vehicles during loading/unloading.
- c. Size and height of vehicles.
- d. Planned waiting times.
- e. Loading and unloading requirements, including numbers of operators and the need for additional kerbside space for pallets and machinery.

TfL provides guidance on Delivery and Servicing Plans, which is available at: <http://content.tfl.gov.uk/delivery-and-servicing-plans.pdf>

6.14 As road capacity cannot be increased within the Plan Area and as traffic congestion and vehicle emissions are already well above acceptable levels, the transport sustainability objectives set out in the National Planning Policy Framework (NPPF) and the AQAP can only be achieved by a net year-on-year decrease in the use of motor vehicles. Policy T2 of Camden's Local Plan proposes that all new development in the Borough will be car-free.

6.15 All applicants are therefore encouraged to consider creative solutions which will avoid increases in motor vehicle traffic and thereby promote economic, social and environmental sustainability.

6.16 Inevitably, some developments which offer over-riding benefits on other grounds may have the effect of increasing motor traffic at a specific location. Given the critical importance of reducing pollution and congestion levels (and in line with the National Planning Policy Framework (NPPF paragraph 152)) where adverse impacts are unavoidable, and all reasonable mitigation has been provided, it may be necessary to offset any increase through other measures so that a development does not lead to an overall increase in traffic volumes within the Plan Area.

6.17 To this end, where an increase in vehicle traffic is unavoidable and cannot otherwise be mitigated, then public realm or public transport improvements which aim to achieve corresponding reductions in vehicle usage elsewhere in the Plan Area should be delivered through the use of planning obligations, so that development does not lead to a net increase in motor vehicle usage.

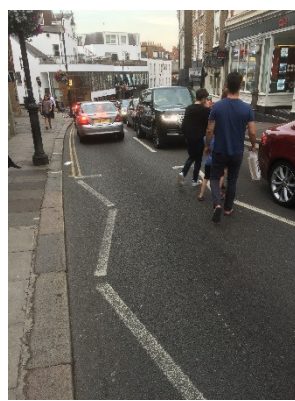
6.18 In line with Camden's Planning Guidance 7 – Transport, the Forum has concluded that the measure of 'person trips' should be used as the starting point to assess transport impact.



**Traffic congestion in Fitzjohn's Avenue/Arkwright Road**



**Service Delivery vehicles on Heath St.**



**Pedestrians and buses try to get through congested traffic on the A502 London Distributor Road in the centre of Hampstead.**

## Policy TT1: Traffic volumes and vehicle size

### Policy TT1: Traffic volumes and vehicle size

Due to the critical need to improve air quality and tackle congestion within the Plan Area:

1. Planning applications which can reasonably be expected to result in a significant number of additional motor vehicle journeys post-completion should provide the following information at an appropriate level of detail to allow a robust assessment of the impact of the proposal on air quality and levels of pollution:
  - a. A Transport Assessment (or Statement);
  - b. A full or outline Delivery and Servicing Management Plan (DSMP);
  - c. An Air Quality Assessment;

which should together demonstrate (if necessary through mitigation measures) that the impact of any such vehicle journeys will be offset so that approval will not lead to an overall decrease in air quality in the Plan Area.

2. Where a Travel Plan is approved in connection with an application it should include provision for an annual monitoring report to be submitted to Camden Council for the first five years following construction.
3. Planning applications which can reasonably be expected to result in significant additional motor vehicle journeys in the plan area during construction should provide a full or outline Construction Management Plan at an appropriate level of detail to allow a robust assessment of the impact of the proposal on air quality and levels of pollution in addition to any noise, vibration or obstruction of the highway in the Plan area. The CMP should take into account the cumulative impact of development on the Plan area and demonstrate that the impact of any such vehicle journeys will be appropriately mitigated to minimise their impact on air quality and levels of pollution.
4. A DSMP or CMP should be implemented through vehicles of no more than 7.5 tonnes unladen weight within the Plan Area, other than in circumstances where this is not feasible, in which case such exceptions must be documented within the relevant plan.
5. Any proposed mitigation measures necessary to comply with this Policy TT1 will be controlled through condition or Section 106 Agreement.

- 6.19 Comprehensive guidance on Transport Assessments, Transport Statements and Delivery and Servicing Management Plans can be found in Camden Planning Guidance 7 – Transport. Guidance on Air Quality Assessments can be found in Camden’s Local Plan. Developments expected to generate an additional 100 or more person trips a day (as referenced in paragraph 6.6c) are regarded as "significant" for the application of Policy TT1. Exceptionally, some developments which generate smaller numbers of additional trips may also be expected to provide assessments, because of their site specific circumstances.
- 6.20 It should be noted that Transport Assessments, Transport Statements and Delivery & Servicing Management Plans (DSMPs), while being essential planning tools, should not be burdensome and need only be proportionate to the scale of development. They are a tool to ensure that potential transport impacts of a planning application are given appropriate consideration. In line with the National Planning Policy Framework (NPPF 193) they need only contain information which is relevant, necessary and material to the application in question. Applicants should discuss, and agree, the need for and content or scope of these documents with the local planning authority at the pre-application stage. This helps to avoid abortive work by applicants and planning officers, and the need for later revisions to the documents or development proposals.
- 6.21 Where a DSMP is required, the Plan strongly encourages the submission of a full DSMP during pre-planning to ensure that the practical impact of development is considered as early as possible. Where an outline DSMP is provided it should contain sufficient information to confirm that the material impacts of servicing and delivery on the transport system and on amenity have been appropriately considered and mitigated.
- 6.22 The depth of analysis required should reflect the scale of a development and the extent of its impact on local transport capacity and local amenity.
- 6.23 As with other planning matters, where a planning application is granted, the provisions of any associated DSMP will apply to future beneficial owners of the land or property described. The DSMP should reflect all reasonable expectations of the delivery and servicing requirements associated with the proposed land use at the time of the application and where a future owner wishes to go beyond the provisions set out in the relevant DSMP, a new planning consent will be necessary.
- 6.24 It should be noted that paragraph 1 of Policy TT1 is concerned with **additional** motor vehicle use and its objective is to prevent additional vehicle traffic and pollution. Therefore, if an existing premises are refurbished or redeveloped in a way which does not increase motor vehicle use or pollution then paragraph 1 of this Policy will not apply. However, applicants should also

have regard for the new draft London Plan's Policy T6: Parking. This states that existing parking provision should be reduced and not re-provided at previous levels where this would exceed the standards set out in this policy.

- 6.25 Further guidance on Construction Management Plans can be found in Camden Planning Guidance 6 – Amenity. To ensure that the practical impact of development is considered as early as possible the Plan strongly encourages the submission of a full CMP during pre-planning. Where an outline CMP is provided it should contain sufficient information to confirm that the material impacts of construction on the transport system and on amenity have been appropriately considered and mitigated. In line with the National Planning Policy Framework (NPPF 193), CMPs should not be burdensome, should be proportionate to the scale of development and need only contain information which is relevant, necessary and material to the application in question.
- 6.26 Where a Transport Assessment, Transport Statement, DSMP or CMP is required, and in line with NPPF paragraph 189, the Council will take into account evidence provided to it that the applicant has consulted the local community affected by the development and has taken their reasonable concerns regarding any potential harm to the area into account.
- 6.27 The Plan encourages Camden Council to work with TfL and other organisations to discourage through traffic entering the Plan Area, particularly by promoting the following measures:
- a. Downgrading the A502 London Distributor Road given its unsuitability for heavy vehicles north of Hampstead village.
  - b. Use of signposting at key entry points to discourage traffic from entering the Plan Area where more appropriate choices, such as the A41 Finchley Road are available.



## Policy TT2: Pedestrian environments

- 6.28 Hampstead Village and South End Green offer village and neighbourhood environments which attract large and growing numbers of visitors. The commercial, social and environmental health of these centres is heavily dependent on footfall and the maintenance of a pleasant and welcoming experience for pedestrians. Visitors do not follow linear paths and frequently wish to browse and move from one side of the road to the other.
- 6.29 However, traffic and pollution often makes walking unpleasant and unhealthy. The sustainability of Hampstead and South End Green centres depend on measures to maintain high levels of permeability, improve driver behaviour and avoid concentrations of pedestrians at specific crossing points, so that pedestrians and shoppers feel able to cross the streets freely and safely.
- 6.30 Applicants are therefore encouraged to consider solutions which support economic, social and environmental sustainability across the Plan Area by creating a more welcoming environment for pedestrians and cyclists while promoting their vibrancy and historic character.
- 6.31 Policy T1 of the Camden Local Plan seeks to ensure that developments improve the pedestrian environment by supporting “high quality public realm improvement works” and the provision of high quality safe road crossings where needed.

### Policy TT2: Pedestrian environments

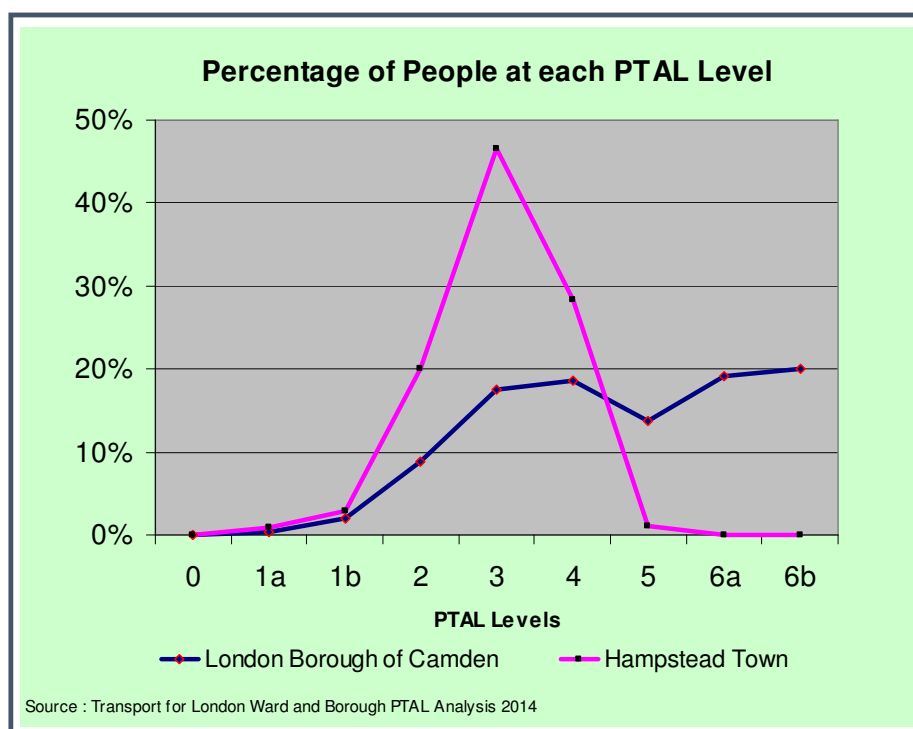
In the context of the Plan Area, public realm improvement works supported by development should be consistent with the following objectives to:

1. Promote the permeability of roads, alleys and courtyards (i.e. they are easy to walk or cycle through).
2. Protect or complement the historic character and charm of the area's streets, pavements and sightlines.
3. Support the borough-wide 20mph speed limit.
4. Avoid unnecessary street furniture, signage and segregation.
5. Provide increased numbers of crossing points, where necessary and viable, which are of good design, are pleasant for pedestrians to use and promote safety by encouraging road users to regard the street as a shared space and hence be vigilant of other road users.
6. Avoid unnecessary barriers, width restrictions, build-outs, islands and management measures, which detract from the area's historic character or are likely to worsen rather than reduce street congestion.
7. Provide opportunities, where needed and viable, for on-street cycle parking and, where appropriate street cycle rental.

- 6.32 Implementation of Camden Council's "Naked Streets Principle" set out in its Transport Strategy 2011, including removal of unnecessary street furniture, signs, signals and obstacles is strongly supported. This in turn can result in lower traffic speeds and a safer and more pedestrian-friendly environment.
- 6.33 Where it is necessary to introduce traffic calming, deployment of additional crossing points and enforcement of the 20mph speed limit should be considered as a first-line measure in preference to the use of barriers, signs, furniture and segregation.
- 6.34 Department for Transport statistics for 2014 show that serious injuries and deaths to pedestrians at zebra crossings in the UK are half those of "controlled" (pelican/puffin) crossing types, despite the fact that the numbers of zebra and controlled crossings are similar. TfL's report "Collision Levels in Greater London 2011-2013" shows that the numbers of zebra and controlled crossings in Greater London are equivalent. This safety benefit appears to result from two factors:
- a. Greater use of zebra crossings in areas where speed limits are 20mph or less.
  - b. The tendency for drivers at controlled crossings to look only at the traffic light (so that they are often unaware of pedestrians and cyclists) compared with the need to scan actively for other road users when approaching a zebra crossing.
- 6.35 In view of their safety and aesthetic benefits and given the enforcement of a 20mph zone throughout Camden, the use of zebra crossings is encouraged as the first-line option for pedestrian crossings within the Plan Area.
- 6.36 "Shared Use Road Schemes" (generally a kerb-free single surface, with pedestrian areas distinguished by visual and tactile lines) involve a high cost, but community engagement indicates such a scheme would be welcomed for South End Green provided implementation did not detract from the character of the area.
- 6.37 Measures to promote a similar awareness of shared space through additional crossing points and a reduction in street furniture are strongly supported, so that motorists are encouraged to be more vigilant. Responses received during community engagement indicated a desire to increase the number of pedestrian crossing points on various roads, including Fitzjohn's Avenue.

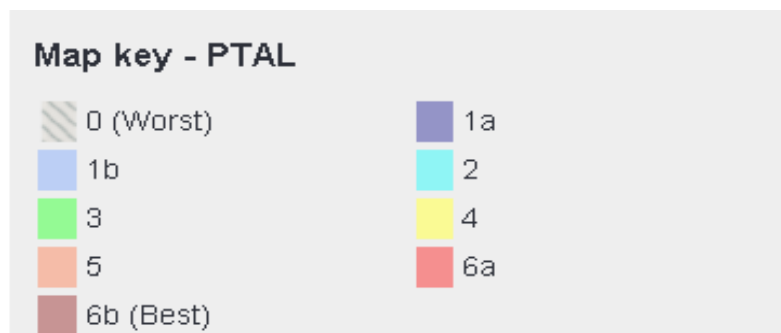
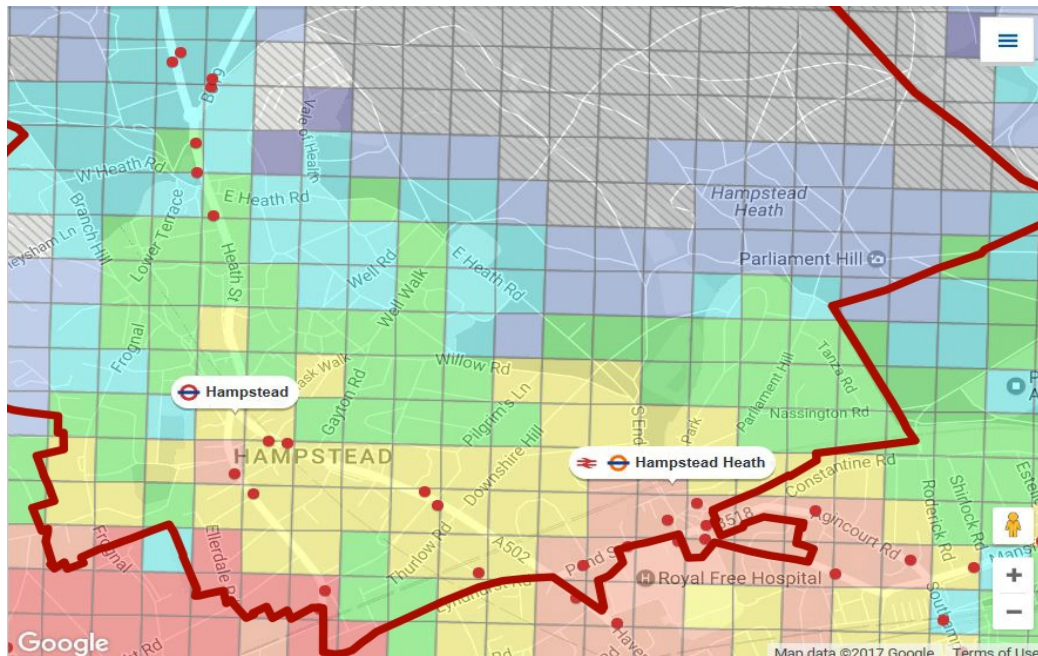
## Policy TT3: Public transport

- 6.38 A widely recognised way to measure connectivity to the public transport network in London is the PTAL (Public Transport Accessibility Level) system, adopted by Transport for London as the standard method to calculate access to public transport. The PTAL value combines information about how close public transport is to a location and how frequent the service is. The highest level of connectivity has a PTAL of 6b (excellent) and the lowest has a PTAL of 0 (very poor).



- 6.39 Transport for London's 2014 analysis shows that the Hampstead Town ward has a relatively low PTAL score at 4.0, which is noticeably below the borough-wide score of 5.6 for Camden. The percentage of people in Hampstead Town ward living in areas with a PTAL score of 3 or less is 70% of the total population, compared to only 29% across the borough as a whole.
- 6.40 The TfL map reproduced here shows that connectivity in the most populated part of the Plan Area is closely associated with bus provision. South End Green, at the extreme south of the HNF area is served by four regular bus routes, two of which pass through popular areas of the West End and central London on their way to their final destinations to the South or South-west of the city centre. However, both routes terminate at South End Green. The remaining 90% of the Plan Area (including Hampstead Town) is served by only two regular routes, one of which is a local service only, offering limited connectivity with journeys of less than 2km from Hampstead.

- 6.41 Sites located in areas of better connectivity permit residential development at higher densities together with the use of buildings for public or educational purposes. They also permit car-free development. Areas without good connectivity are not suited to these purposes unless development is made sustainable through corresponding improvements in public transport.



**Map 8: PTAL scores**

**Source : Transport for London WebCAT Connectivity Assessment Toolkit**  
<https://tfl.gov.uk/info-for/urban-planning-and-construction/planning-with-webcat/webcat>

- 6.42 The Forum considers TfL's PTAL calculation to be a cost-effective means of assessing public transport accessibility in connection with development proposals in view of its maturity, the simplicity of its calculation and the wide availability of calculation tools. A PTAL value can be quickly established for an individual address and TfL's PTAL Assessment Guide enables the benefits of proposed changes in public transport (for example the relocation of a bus stop) to be quantified in a simple and objective way.
- 6.43 Hampstead's chronic traffic problems mean that even relatively small increases in demand, particularly those associated with the many popular schools which lie within the Plan Area, can have a disproportionate impact and responses during Community Engagement indicated particular concern over schools which attract pupils from other parts of London, resulting in additional journeys into the Plan Area from outside.
- 6.44 Given the current conditions of traffic congestion and air quality, the Forum has concluded that new health and educational facilities (with heightened safeguarding needs and where a significant number of additional journeys will be generated) should be located in areas with a good PTAL score for existing or planned public transport connectivity. The Forum recognizes that some transitional arrangements will be needed and therefore expects a PTAL score of 4 for the first 5 years of the Plan to 2023 and 5 for the remainder of the Plan's lifespan. Due to the critical importance of promoting sustainable transport, including public transport usage, the responsibility will lie with developers to justify any exception to this approach: for example; by demonstrating that the travel patterns would not lead to increases in traffic at peak times, or that a Travel Plan could mitigate harmful effects of congestion and air pollution.
- 6.45 In line with Camden's Planning Guidance 7 – Transport, the Forum has concluded that the measure of 'person trips' should be used as the starting point to assess transport impact and for this purpose an expectation of 100 new person trips per day represents a significant threshold, given the specific context of the Plan Area, above which special care is required to ensure that public transport facilities are adequate.
- 6.46 The National Planning Policy Framework (NPPF paragraph 34) requires plans and decisions to ensure that developments generating significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximized.



### **Policy TT3: Public transport**

Due to the traffic congestion and air quality issues in the Plan Area there is disproportionate harm which small localised peaks in demand for travel can cause:

1. The following types of development will be supported where they are located on sites with a Transport for London PTAL score of 4 or over, up to 2023, and a score of 5 or over thereafter:
  - a. Sites used predominantly for medical, care or educational purposes.
  - b. Applications which can reasonably be expected to result in an average of 100 or more additional person-trips per day (including servicing) post completion.
2. In circumstances where a site's PTAL score is less than 4 or 5, paragraph 1 of this policy may be waived provided that public transport improvements necessary to elevate the site's PTAL score to 4 or 5 or over from completion are secured, or a Travel Plan produced which would provide good accessibility to the new development with measures to mitigate harm from congestion and air pollution. Planning obligations should be used to secure these results.

- 6.47 An example of a public transport improvement meeting the requirements of this policy is the development of a new health centre which is accompanied by improvements in bus frequency and the re-siting of bus stops to elevate the PTAL value of the health centre's site.

## Policy TT4: Cycle and car ownership

- 6.48 While Policy T2 (Parking and Car-free Development) of the Camden Local Plan requires that all new developments are car free, the Plan Area contains no public cycle hire stands and lies some distance outside Transport for London's cycle hire area. Narrow roads and high volumes of traffic create an unpleasant environment for cyclists, particularly along Fitzjohn's Avenue and Heath Street.
- 6.49 The Plan's objectives to reduce motor traffic and improve pedestrian environments can be expected to promote an increase in cycling. TfL's Attitudes to Cycling 2014 report shows that 59% and 24% of respondents regarded safety concerns and traffic volumes respectively as the reasons why they had not taken up cycling. By contrast, age and poor cycling facilities (including lanes and street parking) were listed by only 10% of respondents.
- 6.50 As cycle use grows in the longer-term, and given the lack of a cycle hire scheme, it will become increasingly important that buildings offer safe, covered & convenient residential cycle storage sufficient to support all the occupants of a dwelling. This is especially important in the case of apartments, where the unsightly storage of bicycles on apartment balconies is a clear indication that residential cycle storage facilities are inadequate.
- 6.51 Provisions for covered street cycle storage in many parts of the Plan Area are limited or would conflict with the area's historic character. Therefore, to ensure that development in the Plan Area is sustainable, particularly for families, in the longer-term specific effort is needed to ensure that new homes are as cycle-friendly as possible.

### Policy TT4: Cycle and car ownership

1. In addition to the cycle parking requirements set out in the London Plan, all residential developments with three or more bedrooms should include in their design (and within the curtilage of the building) at least three cycle parking spaces for long-stay use.
2. Each cycle parking space must be secure, under cover and accessible via step-free access from pavement or street level.
3. The requirements of this Policy should apply to the extent that they can be achieved in a manner both viable and sympathetic to the character of the surrounding area.

- 6.52 The northern extension of TfL's cycle hire area beyond Camden Lock is strongly supported.
- 6.53 Car ownership in the Plan Area is much higher than in the rest of Camden: 59% of households according to the last census had access to one or more vehicles, versus 39% elsewhere in the Borough. Hampstead Town ward achieved the fifth smallest reduction across all wards in Camden in the number of cars/vans per household between 2001 and 2011.
- 6.54 Of those wards achieving higher reductions, the improved availability of public transport appears to have been a factor. In Camden all 12 wards achieving reductions of 12% or more, benefited from PTAL scores of between 4.7 and 8.0, indicating that poor public transport produces greater reliance on cars.
- 6.55 Comments during community engagement indicated a desire to show sensitivity towards the needs of those who have no alternative but to use their cars, and of local businesses, who have strongly expressed the view that convenient short-stay parking is a factor in their survival. Anecdotal evidence also suggests that many regular public transport users maintain a car for longer journeys outside London.
- 6.56 Insensitive attempts to reduce street parking for local residents and businesses should therefore be rejected. As no material increase in the provision of street parking bays is possible the following alternative measures are strongly supported:
- a. More enlightened use of the street parking bays already available.
  - b. Reducing barriers to more active means of travel.
  - c. More efficient use of vehicles and car sharing schemes.
  - d. Improved public transport within the Plan Area.

## The vision for South End Green



**Pleasant neighbourhood centre - a rare picture of South End Green with bus stands suspended.**

- 6.57 The road system in South End Green poses particular problems for pedestrians who must negotiate busy lanes of traffic to get from one side to another. The Green itself is an isolated traffic island, with traffic and bus stands all around it, substantially diminishing the pedestrian experience and destroying visual sightlines of what could otherwise be a pleasant and vibrant neighbourhood centre.



**Bus stands in South End Road, on either side of South End Green**

- 6.58 Recent improvements to the London Overground service have led to a substantial increase in the number of travelers using Hampstead Heath station. The Office of Rail Regulator's report for 2014/15 estimates the annual number of passengers using Hampstead Heath to be in excess of 1.5 million, only 500,000 less than Hampstead Underground Station at just over 2 million. Many passengers commute to work at the Royal Free Hospital whose permanent workforce in 2013/4 was 5,467 and which also employs substantial numbers of contractors. Others make use of Hampstead Heath station to visit the Heath and surrounding open spaces. The introduction of a large M&S foodstore has drawn yet more people to this centre.
- 6.59 Substantial public realm investment is therefore required to enable South End Green to cope with these large pedestrian movements, to ensure spaces are permeable and to remove the barriers that make the pedestrian experience an unhealthy and frustrating one.
- 6.60 While South End Green has for many years been a transport hub, significant problems are being caused by its use also a bus terminus/standing area and the volumes of buses and people have now reached such levels that this model is unsustainable.
- 6.61 Community engagement confirms that a shared use scheme and the reconfiguration of bus stands would be welcomed for South End Green. The Plan encourages Camden Council to work with partner organisations and Transport for London to help realise the community's vision for the area.



# 7. Economy

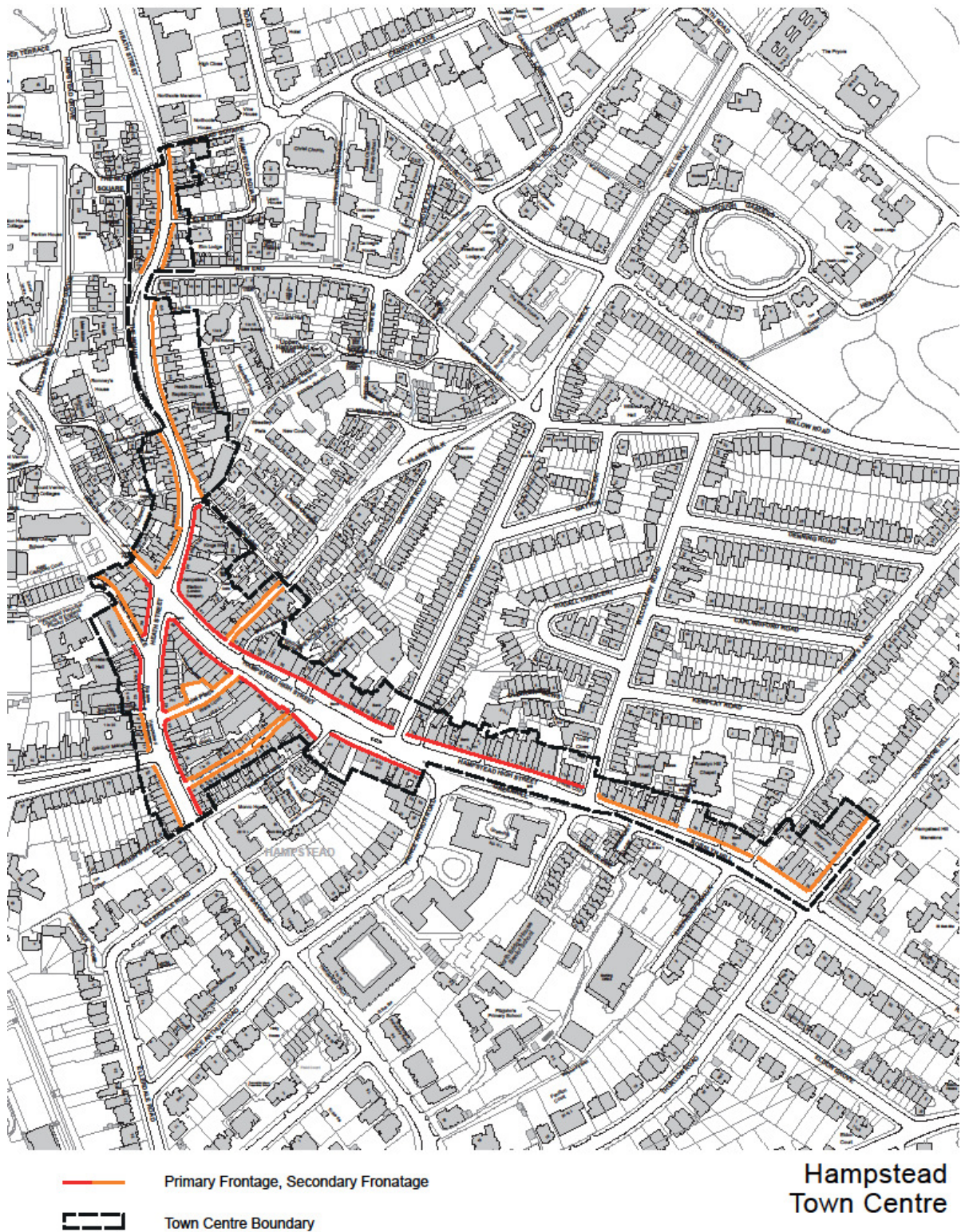


## Introduction

- 7.1 It is vital for Hampstead's future that it retains a flourishing local economy that attracts businesses and creates jobs. This section seeks to build policies that will nurture and protect the local economy.
- 7.2 A very important reason for assuring the future of businesses in Hampstead is to meet the varied needs of local residents. The NPPF, paragraph 23, urges local plans to promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres.
- 7.3 The Hampstead Neighbourhood Forum area contains two important retail centres: the centre of Hampstead itself, and the South End Green area. Each are briefly described below.



## Hampstead Town Centre



**Map 9: Hampstead Town Centre**

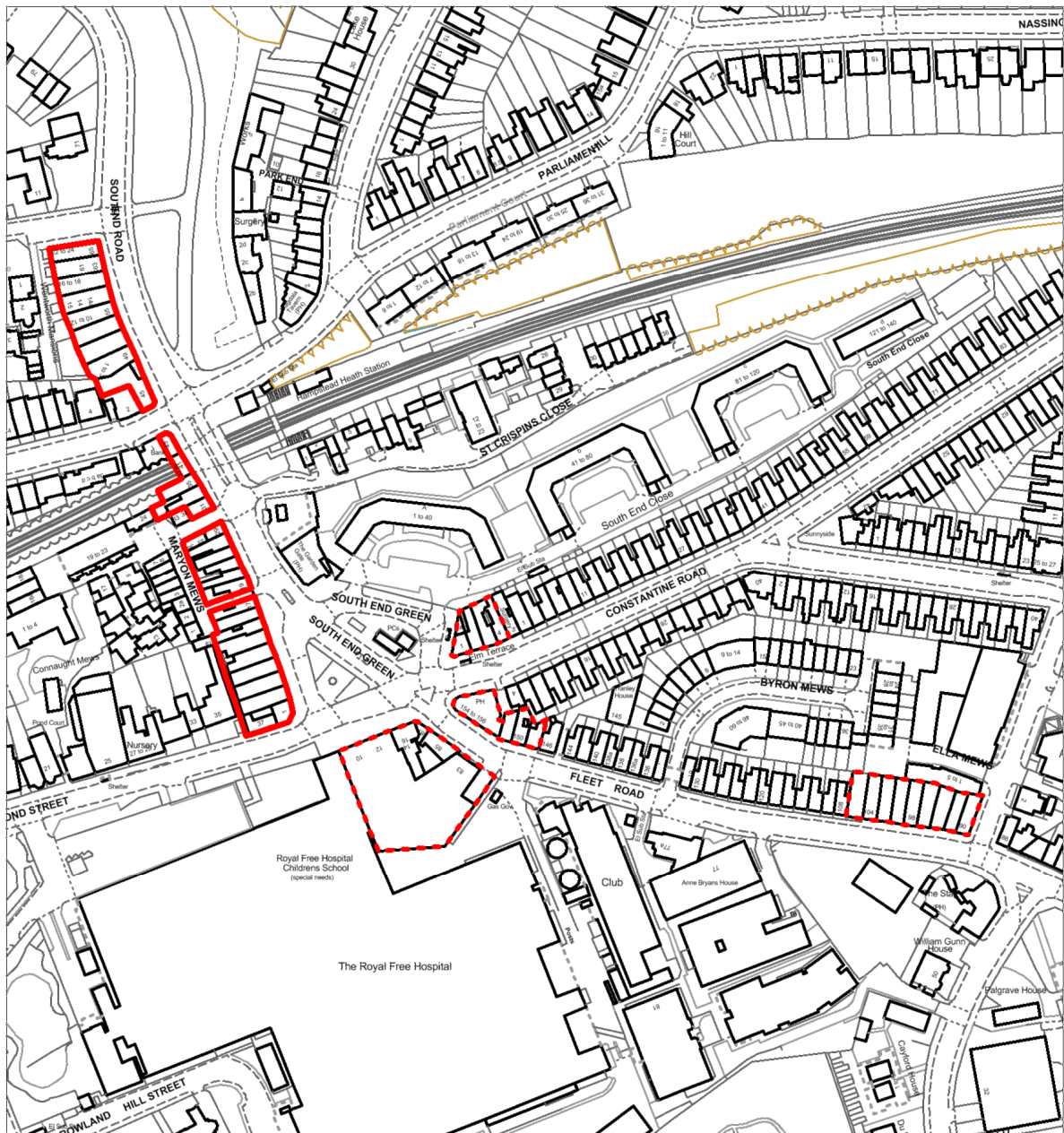
- 7.4 Hampstead Town Centre is the second smallest of Camden's six retail centres but one of the most attractive to visitors and local residents alike. According to the Camden Retail and Town Study 2013, half of visitors to Hampstead come from outside the area, attracted by the "village feel", the proximity of the Heath and opportunities to socialise with friends in the many restaurants and cafes.



- 7.5 A smaller proportion of visitors come for essential shopping, and there are independent butchers, greengrocers, bakers and off-licences that offer a high-quality range of food and drink. Perhaps as a result of high business rates and rents, the vast majority of retailers cater for the high end of the retail market.
- 7.6 In the Forum's consultations, and in other studies, negatives cited have included lack of parking, traffic congestion, the lack of floor space given to convenience goods and the overabundance of estate agents and mobile phone shops. Though the provision of retail services and financial services is good, Hampstead has a below average representation of pubs and drinking establishments according to the Retail Study 2013. This reflects the fact that over the past several decades, Hampstead has lost eight pubs that have been turned into residences, estate agents' offices and other businesses.
- 7.7 As in the rest of Camden, there is a lack of office space. Vacancy rates are lower than in the West End.



## South End Green Neighbourhood Centre



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**Map 10: South End Green Neighbourhood Centre**

**Proposed extension to South End Green Neighbourhood Centre**





- 7.8 At the heart of South End Green stands the impressive 1881 Gothic Revival drinking fountain located in part of what remains of the “green.” The long parade of shops along South End Road, numbers 1-65, and 37 Pond Street, are defined by Camden as the South End Green Neighbourhood Centre. We discovered during our forum area boundary consultation, however, that local opinion strongly supports the view that the shopping area more broadly includes both sides of South End Road, part of Constantine Road (1-4 Elm Terrace and no.4), the parade of shops adjacent to the Royal Free Hospital and the first block of Fleet Road (nos. 90-106, 148-156 and 83-87).
- 7.9 These local parades provide essential shopping and services, especially to the nearby neighbourhoods of South Hill Park and the Mansfield area. They also service the thousands of workers and visitors brought to the area by the Royal Free and Hampstead Heath.
- 7.10 For purposes of our Plan, we propose to include these areas as part of the South End Green Neighbourhood Centre.
- 7.11 Small independent shops, delicatessens, convenience stores, pubs, cafes and restaurants make up the majority of the retail units, though a number of chains also have a presence. There is a broad range of other A1 class retailers, such as hairdressers, dry cleaning, shoe repair shops, locksmiths and undertakers and a number of A2 class businesses such as estate agents and a betting shop; however, there is no bank branch or post office.



## Policy EC1: Encouraging a healthy retail mix

- 7.12 The Plan supports sustainable development that helps retain jobs and encourages a vibrant mix of shops and services.
- 7.13 There is also a lack of office space with vacancy rates lower than in the West End, as noted in the Camden Office to Residential Impact Study of 2013.
- 7.14 Commercial premises, once converted to homes, are likely to stay in residential use, as noted in the Camden Local Plan. In both centres, many first floor premises are homes to dentists, gyms, banks, law offices and other businesses.

### Policy EC1: Healthy retail mix

The Plan supports development that enhances the vitality and viability of Hampstead Town Centre and the South End Green Neighbourhood Centre by:

1. Providing office and retail units at first floor level.
2. Resisting the change of use from A1 (retail) to A2 (estate agents, banks, building societies) that would result in less than 75% of premises in core frontages being in retail use or less than 50% of premises in secondary frontages being in retail use.
3. Preserving small shop and retail premises that enhance the character and vibrancy of the area.
4. Where permission is required, the change of use of space in Class A or B1a uses at first floor or higher above shops to residential occupation will not be supported unless it can be shown that there is a long history of vacancy.

- 7.15 The Forum supports the provision of opportunities to small/independent shops and businesses, which contribute positively to the vitality of the centres. Therefore, the Plan resists the aggregation of shop fronts that would result in the loss of viable small retail premises.
- 7.16 One factor in the health of Hampstead's retail businesses is the existence of businesses located in the spaces directly above shops. The people who work in businesses in Hampstead are customers for other businesses, such as restaurants and cafes.

- 7.17 South End Green lost its post office in 2008. Post offices – or sub post offices – provide easy public access to essential services including mailing, access to cash and retail goods. The Plan would support a business opening a sub post office in the SEG area.
- 7.18 Preserving ancillary space, such as storage and workrooms, is important to the long-term viability of primary and secondary frontage buildings. In order to show that premises located directly above shops are no longer viable for business or employment use, the applicant must submit evidence of a marketing strategy for the property, covering a period of at least two years. The premises must be marketed at a realistic price reflecting market rents in the local area and the condition of the property.

## Policy EC2: Retail centre environment

- 7.19 The appearance of a high street is one of the key factors in its vitality. Despite existing guidance, many inappropriate and poorly designed shopfronts have been inserted into existing frames. Some fascias use inappropriate materials and depths, resulting in a lack of harmony with the original buildings, quite a number of which are listed.
- 7.20 The Plan supports the development of shopfronts in the Hampstead Town Centre and South End Green Neighbourhood Centre that contribute positively to the character and visual quality of their surroundings.

### Policy EC2: Contributing positively to the retail environment

1. New shop fronts or alterations to existing shop fronts will be supported where the proposals respect the proportions, rhythm and form of original frontages. Where possible, lost original features such as unpainted surfaces, pilasters, corbels, glazing bars, part-glazed doors and fascias should be restored.
2. The retention of any shop front that is noted in the Conservation Area Appraisals and Management Strategies will be encouraged.
3. Any shop front of historical or architectural quality should be retained, even if its use has changed.
4. Security measures that do not detract from the streetscape, including toughened glass and the strengthening of shop fronts will be supported. External security shutters, grilles or meshes will not be supported.
5. All “house-style” signage should be sensitively adapted to the streetscape.
6. Internally illuminated projecting signs will not be supported. Signage should either be non-illuminated or externally illuminated, though “halo lit” or illuminated letters may be acceptable if subservient to the general design.
7. Where possible timber fascias should be used on traditional shop fronts with either painted lettering or applied individual letters of another material.
8. Excessive signage will not be supported and generally signage should be limited to one fascia sign and one projecting sign at ground level.
9. The visual clutter of shop fronts should be minimised.

- 7.21 External illumination of signs is generally preferable; it should be discreetly fixed and the minimum to allow the sign to be seen at night. The colour and brightness of the illumination and its ability to distract or confuse passing drivers will be taken into account. The size of lettering and logos should be in proportion to the detailing of the building.



- 7.22 The house-style of multiple stores will often not be acceptable as they generally involve the use of designs and materials not visually related to, or developed from, the conservation area context.
- 7.23 On 19<sup>th</sup> century buildings, a painted timber fascia with painted lettering or letters in another material would be the most appropriate.
- 7.24 Temporary banners should not be employed as a long-term substitute for permanent signage.
- 7.25 The Plan encourages shopkeepers to keep windows of shopfronts clear of posters and signs that create visual clutter. Camden Planning Guidance 1 and the Conservation Area Appraisals and Management Strategies provide further details on shopfront guidance.



**Inappropriate use of materials and unsympathetic treatment of architectural details**



**Good examples respect the scale, style and materials appropriate to the architecture of the buildings and provide attractive settings for the display of goods**



## 8. Housing and Community



## Introduction

- 8.1 Hampstead's community is as diverse as its architecture. Just over half of residents (61%) were born in the UK. The number of children who live in the area (17%) and those over 60 (22%), one-third of whom live alone, is rising. The vast majority (71%) of adults under 75 work, an unusually high number of them (14%) from home.
- 8.2 Throughout our consultations, people talked about the importance of Hampstead's sense of community, of its rich cultural heritage and diversity and the value of its local amenities.
- 8.3 The Plan aims to enhance Hampstead's cherished village-like character by protecting important community assets and supporting developments that will improve the quality of life for all of its residents.

## Policy HC1: Housing mix

- 8.4 As in many areas of London, the value of the local housing stock has risen greatly and now is beyond the means of most people. In 2014, the mean house price in Hampstead Town Ward was £1.75 million, an increase of 250% over 10 years (compared to an average Camden increase over the same period of 173.6%). While those already with equity in their properties may be thought of as benefiting, the cohesiveness and diversity of the area may be suffering (pressure for social housing properties is intense as only a handful of properties become available in any one year).
- 8.5 The increased value in property is evident in the way the housing stock is distributed. According to the census data the number of houses in the area is increasing as the number of flats decreases, resulting in a decrease in the total number of households (a loss of 164 from 2001 to 2011).
- 8.6 Hampstead is well served by large family dwellings: houses make up 32% of all accommodation, up from 29% in 2001 (the rest of the Borough is 15% in houses and 85% in flats). It is poorly served by smaller, lower cost units for those who do not own, or do not wish to own property. As noted elsewhere, the population of those most likely to rent of 16-29 age, has been falling.

- 8.7 The amount of social housing in the forum area is very low and falling: from 12.2% of the housing stock in 2001 to 9.7% in 2011. Council housing fell from 536 to 445 units (17% drop) and other social renting from 159 to 91 units (43% drop). In contrast to the private sector, Camden's Local Plan Policy H7 identifies a shortage of large dwellings in the social affordable sector.

### **Policy HC1: Housing mix**

1. In order to promote the mix of housing needed within the Neighbourhood Plan area, particularly for social affordable and smaller dwellings, the following proposals will be supported:
  - a. development that increases the provision of social affordable, intermediate and community-led housing in line with the Local Plan (Policy H4) and national planning policy;
  - b. the development of larger, 3 and 4 bedroom units, for social affordable dwellings;
  - c. the inclusion of small self-contained dwellings, either studio or 1 or 2 bedrooms, in all new non-social housing development.
  - d. provision of small units as intermediate affordable housing.
2. Except in exceptional circumstances, housing proposals will not be supported which would result in the loss of small self-contained dwellings, either studio or 1 or 2 bedrooms, in conversions.

- 8.8 The Forum supports Camden's policy of limiting the loss of dwellings during conversions. However, exceptionally, as described in paragraph 3.132 of Camden Local Plan, older accommodation may not meet contemporary and future needs for living space. Exceptional circumstances must be clearly demonstrated with supporting evidence, and arrangements must be put in place to re-house all existing occupiers. Camden Planning Guidance on housing provides information as to what constitutes a small dwelling.

## Policy HC2: Community Facilities

- 8.9 Facilities servicing older residents are particularly important. Hampstead has a higher percentage of older residents than the rest of Camden and this age group is growing. In 2011, the over 60's accounted for 22% of the population, versus 19% in 2001 (comparable figures for Camden were 15.1% and 14.2%). Those over 75, rose from 6.8% to 8.2% in the same period while residents aged 16-29 declined from 21.5% to 15.4%.
- 8.10 However, a number of facilities in the Plan Area serving older and vulnerable people have been sold off in recent years and the provision not replaced locally.

### Policy HC2: Community facilities

1. The Plan will resist the loss of facilities and sites listed in 8.11 and 8.12 below unless a replacement facility is provided that meets the needs of local residents or the specific community facility is no longer required in its current use.
2. Development proposals will contribute to the support of these community facilities through Community Infrastructure Levy (CIL) and other agreements as appropriate.
3. The Plan will resist the further loss of facilities for older and vulnerable people unless alternative provision can be provided locally, or firm evidence can be provided to demonstrate that the facilities are unviable or no longer required..

- 8.11 The area has a number of community facilities that are widely used, appreciated and which support the community's needs. These facilities, listed below, should be supported and their sites protected:

- Hampstead Community Centre; Henderson Court Resource Centre
- Keats Community Library
- Burgh House and Museum
- St Stephen's Rosslyn Hill
- Pentameters Theatre, Everyman Cinema
- National Trust properties Fenton House (and gardens) and 2 Willow Road and Keats House, owned by the Corporation of London
- The Armoury
- Monro House, Henderson Court
- Keat's Practise, Park Hill Surgery
- The Hampstead Observatory
- One secondary and 10 primary schools

8.12 The area's places of worship are also important to the community and their sites should be protected:

- St Mary's, Hampstead
- St John's, Downshire Hill
- Christ Church, Hampstead
- Rosslyn Hill Unitarian Church (Hall on Local List)
- Heath Street Baptist Church
- Hampstead Meeting House
- The Village Shul

8.13 The Plan supports ways to increase the use and the availability of these assets to the wider community; for example, increasing the use of school facilities outside school time. Many of the area's places of worship offer diverse cultural programs and venues for community activities, which the Plan also supports.

8.14 The Plan encourages regular consultation with businesses and the local community to update the CIL priority lists for the Plan Area.

## Policy HC3: Enhancing street life

- 8.15 As articulated in the London Plan, the quality of the public realm significantly influences people's quality of life, affecting people's sense of place, security and belonging, as well as having an influence on a range of health and social factors.

### Policy HC3: Enhancing street life through the public realm

1. The Plan supports development that creates accessible, well lit, welcoming public spaces with good environmental qualities. Such areas would include South End Green, Oriel Place Garden and the northern end of Heath Street.
  2. The Plan, in accordance with the London Plan, expects buildings that frame these spaces to encourage the ease of movement and potential for public use.
- 8.16 The Plan encourages street life through better design of the public realm, which would facilitate community events such as festivals, fairs and street parties.
- 8.17 The Plan also supports regular closure of selected streets and squares to traffic to facilitate markets, festivals, children's play, etc.



# 9. Appendices

These appendices can be found on [www.camden.gov.uk](http://www.camden.gov.uk)

- 1 Evidence base
- 2 Character areas
- 3 List of designated and non-designated heritage assets
- 4 Open Spaces and Biodiversity Corridors
- 5 Hampstead Local Green Spaces evidence
- 6 List of veteran and important local trees
- 7 List of important local views

