

# 13

## Protecting Amenity



# 13

Chapter



## Protecting amenity

**13.1** Standards of amenity (the features of a place that contribute to its attractiveness and comfort) are significant factors in the health and quality of life of the borough's residents, families, workers, and visitors, and are fundamental to Camden's appeal and success.

**13.2** Camden's inner London location, the proximity of various uses, and the presence of major roads and railways means that amenity is a particularly important issue within the borough.

**13.3** Policy A1 therefore seeks to ensure that standards of amenity are protected for all. Other policies within the Plan also contribute towards protecting amenity by setting out our approach to specific issues, such as Policy A4 (Noise and Vibration) and Policy A3 (Air Quality).

# Policy A1

## Protecting Amenity

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- A.** The Council will seek to protect the quality of life of existing and future occupiers and neighbours. We will grant permission for development unless this causes unacceptable harm to amenity. The Council will:
1. seek to ensure that the amenity of communities, occupiers and neighbours is protected;
  2. seek to ensure development contributes towards strong and successful communities by balancing the needs of development with the needs and characteristics of local areas and communities;
  3. resist development that fails to adequately assess and address transport impacts affecting communities, occupiers, neighbours and the existing transport network;
  4. require sensitive developments to mitigate the impact of, and protect occupiers against, existing sources of noise and other nuisance generating activities in accordance with the Agent of Change principle; and
  5. require mitigation measures where necessary.
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- B.** When assessing planning applications, the factors that the Council will consider include:
1. privacy, overlooking and outlook;
  2. sunlight, daylight and overshadowing;
  3. impacts of artificial lighting levels;
  4. transport impacts, including the impact on the public transport network and the need for Transport Assessments, Travel Plans and Delivery and Servicing Management Plans;
  5. the cumulative impacts of the construction phase, including potential impact on, and damage to, highway assets, and the need for Construction Management Plans. Construction Management Plans are expected for all major applications and on smaller schemes where appropriate;
  6. noise and vibration levels;
  7. odour, fumes and dust;
  8. microclimate;
  9. contaminated land; and
  10. impact upon water and wastewater infrastructure.
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**13.4** Protecting amenity is a key part of successfully managing Camden's growth and ensuring its benefits are properly delivered. The Council will expect all forms and scales of development to avoid harmful effects on the amenity of existing and future occupiers, nearby properties and the wider community, and take appropriate measures to mitigate potential impacts on amenity where necessary.

## Privacy, overlooking and outlook

**13.5** A development's impact upon privacy, overlooking and outlook will be influenced by its design and layout. These issues can affect the amenity of existing and future occupiers. The Council will expect that these elements are considered at the design stage of a scheme to prevent potential harmful effects from the development on occupiers and neighbours. Further detail can be found in our Camden Planning Guidance on Amenity and developers will be expected to have due regard to this.

## Sunlight, daylight and overshadowing

**13.6** Loss of daylight and sunlight can be caused if spaces are overshadowed by development. To assess whether acceptable levels of daylight and sunlight are available to habitable rooms, outdoor amenity and open spaces, the Council will take into account the most recent guidance published by the Building Research Establishment (currently the Building Research Establishment's Site Layout Planning for Daylight and Sunlight – A Guide to Good Practice 2022 edition). Further detail can be found in our Camden Planning Guidance on Amenity and developers will be expected to have due regard to this.

**13.7** All major applications (10 residential units or more or for sites of 1,000 sqm or more) and any other proposal with potential to negatively impact on the existing levels of daylight/sunlight at other land uses near the application site, including gardens and amenity spaces, will be expected to be accompanied by a Daylight and Sunlight Assessment prepared in line with the methods described in the Building

Research Establishment's (BRE) "Site layout planning for daylight and sunlight: A guide to good practice" 2011.

## Artificial lighting levels

**13.8** Camden's dense character means that light pollution can be a bigger problem in the borough than in lower density areas where uses are not so close together. Artificial lighting should only illuminate the intended area and not affect or impact on the amenity of neighbours and wildlife.

**13.9** Developments in sensitive areas, such as those adjacent to sites of nature conservation, and proposals involving the installation of external lighting or floodlighting should employ a specialist lighting engineer accredited by the Institute of Lighting Engineers to ensure that artificial lighting causes minimal disturbance to occupiers and wildlife, demonstrated through the submission of a Lighting Assessment.

**13.10** For further information on examples of sources of artificial light nuisance, where planning permission is required, the information required for planning applications and what should be considered when designing lighting, please see our Camden Planning Guidance on Amenity. Developers will be expected to have due regard to this.

## Transport impacts

**13.11** Where the transport implications of proposals are considered to be significant, we will require a full Transport Assessment to examine the impact on transport movements arising from the development. In some circumstances where the transport implications are less severe, but still significant, we would require a Transport Statement rather than a full Transport Assessment. For smaller applications that do not require a full Transport Assessment or Transport Statement, some information will still need to be submitted as part of the planning application process and this should be supplied either as part of a supporting transport note, or incorporated into the Design and Access Statement. Further guidance on this is set out in the Transport Chapter of the Local Plan (see policies T1 (Safe, Healthy and Sustainable transport) and T6 (Sustainable Movement of Goods, Services and Materials) and Camden Planning Guidance on Transport and developers will be expected to have due regard to this.



## Construction management plans

**13.12** The Council will consider information received within Transport Assessments, Travel Plans and Delivery and Servicing Management Plans to assess the transport impacts of development. In instances where existing or committed capacity cannot meet the additional need generated by the development, the Council will expect proposals to provide information to indicate the likely impacts of the development and the steps that will be taken to mitigate those impacts.

**13.13** Proposals should make appropriate connections to highways and street spaces, in accordance with Camden's road hierarchy and Transport for London's Street Type Framework, and to public transport networks. Any development or works affecting the highway will also be expected to avoid disruption to the highway network, particularly emergency vehicle routes, and avoid creating a shortfall to existing on-street parking conditions, or amendments to Controlled Parking Zones. To avoid congestion and protect residential amenity, developments will be expected to provide on-site servicing facilities wherever possible, in accordance with Policy T6 (Sustainable Movement of Goods, Services and Materials).

**13.14** Highway safety, with a focus on vulnerable road users should also be considered, including provision of adequate sightlines for vehicles leaving the site. Development should also address the needs of vulnerable road users.

**13.15** Highway works connected to development proposals will be undertaken by the Council at the developer's expense, to ensure that highway works, maintenance and materials adopted by the Council are constructed to an appropriate standard. This includes highway works that form part of a planning approval appropriate for adoption, including the design and implementation of new routes to be adopted, owned and managed by the relevant Highway Authority. Development requiring works to the highway following development will be secured through a planning obligation with the Council to repair any construction damage to transport infrastructure or landscaping and reinstate all affected transport network links and road and footway surfaces. Separate arrangements will apply to any works on roads managed by Transport for London.

**13.16** The Council will expect all major planning applications to produce a Construction Management Plan (CMP). The need for a CMP for minor developments will be considered on a case-by-case basis, depending on the nature of the proposed construction works, the site location and surrounding context. CMPs should be submitted at the earliest opportunity in the planning application process and include significant input from the contractors appointed to undertake the work. Construction Management Plans will be secured via planning obligations and should, at the very latest, be submitted well before a development commences.

**13.17** As part of the preparation of a CMP, the Council require applicants to identify the potential impacts of the planned construction activity and to propose appropriate mitigation measures. A neighbourhood consultation process must also be undertaken prior to submission of the first draft of the Construction Management Plan.

**13.18** The level of detail provided in a CMP should be proportionate to the scale and/or complexity of the development. To assist developers in providing the right information, the Council has created a Construction Management Plan Pro-forma which is tailored towards the specific needs of the borough and can be found on the Council's website.

**13.19** For major applications and developments that the Council consider would have a significant impact on amenity, a Construction Working Group should be established to discuss, advise and, where appropriate, make recommendations to the developer in relation to the build and preparation of the Construction Management Plan.

**13.20** The Council will also expect developers to sign up to the Considerate Constructors Scheme and Construction Logistics and Community Safety (CLOCS) monitoring, and adhere to the Guide for Contractors Working in Camden. Construction implementation contributions and monitoring fees will be applied to each development. For developments raising particularly complex construction or management issues, the Council will seek a Construction Management Bond, secured through a planning obligation and paid to the Council by the developer. This will be returned on completion of the works providing there has been no breaches of the Construction Management Plan.

**13.21** The Council inspects Construction Management Plan sites through to completion and it is a requirement that Council officers are given access to development sites when requested for planned or unannounced inspections. Further information on Construction Management Plans is contained in Camden Planning Guidance on Amenity and developers will be expected to have due regard to this.

## Noise and vibration

**13.22** Noise and vibration can have a significant effect on the environment, and on the health and quality of life enjoyed by communities and individuals. Development coming forward in Camden should therefore have regard to Policy A4 (Noise and Vibration), Camden Planning Guidance on Amenity and the London Plan Policy on agent of change.

**13.23** Developers will also be required to comply with the Control of Pollution Act 1974 Sections 60 and 61 for the control of noise and vibration arising from construction activities.

## Odours, fumes and dust

**13.24** Odours, fumes and dust can be generated from commercial cooking, industrial process and construction and demolition which have the potential to cause a range of health problems, including respiratory diseases.

**13.25** We will require all development likely to generate nuisance odours to install appropriate extraction equipment and other mitigation measures. These should be incorporated within the building where possible. External extraction equipment and ducting should be sited sensitively, particularly on listed buildings and within conservation areas. Further details can be found in Camden Planning Guidance on Design and Camden Planning Guidance on Amenity, and developers will be expected to have due regard to this.

**13.26** The Council will limit the disturbance from dust due to construction and demolition by expecting developers and their contractors to follow the Greater London Authority's Control of Dust and Emissions During Construction and Demolition supplementary planning guidance. Details of how these measures will be implemented should be provided in a Construction Management Plan. Further information regarding the management of dust can be found within Policy A3 (Air Quality).

## Microclimate

**13.27** Some developments can alter the local climate in the vicinity of the building. Micro-climate refers to local conditions including wind, temperature, overshadowing, access to daylight and general comfort. In particular high-rise buildings can cause high wind velocities at pedestrian level which can create an uncomfortable environment and can even be dangerous. Therefore, the design of a building should not only focus on the building envelope and on providing good indoor environment, but should also consider the effect on the surrounding outdoor environment.

**13.28** Developments with potential to change their local environment include:

- new or modified tall buildings or buildings significantly higher than any surrounding building;
- significant modifications to the built environment in areas of quantifiable and recognised existing wind nuisance;
- major proposals adjacent to or incorporating a significant area of public or outdoor space;

- developments with a large amount of glazing or dark masonry surfaces; or
- a combination of new or modified buildings that cumulatively, will significantly change the wind environment.

**13.29** These developments will therefore be expected to submit a statement demonstrating how the design has considered local conditions. Further detail can be found in our Camden Planning Guidance documents on Sustainability and Amenity and developers will be expected to have due regard to these.

## Contaminated Land

**13.30** Development on contaminated land can expose people to a wide range of potential health risks. Examples of sites that may have contaminated land include those that have been used for vehicle repair, industrial processes and petrol stations. The Council will expect proposals for the redevelopment of sites that are known to be contaminated, have the potential to be contaminated, or are located in close proximity to such sites, to submit relevant assessments and take appropriate remedial action to the Council's satisfaction if required.

**13.31** Developers should follow the risk management framework provided in the Environment Agency's Land Contamination: Risk Management guidance, which helps to identify and manage the risks of land contamination. This includes a Preliminary Risk Assessment, which is a desk-top study used to identify contamination risks posed at a development site. The Assessment should identify all potential sources of contamination (past and present) and determine the contamination risk at a site and the potential impact to site users. This process should include analysis of historical and geological map data to identify previous uses of the site and environmental data on ground conditions, hydrology and relevant local features.

**13.32** Remedial action is particularly important in developments where people will have access to the ground for gardening, play or planting food for consumption. Please refer to our Contaminated Land team and our Camden Planning Guidance on Amenity for further information.

## Water and wastewater infrastructure

**13.33** The Council will work with water and sewerage providers to ensure that there is adequate water and wastewater infrastructure serving developments likely to put pressure on existing water and wastewater infrastructure. Developers may be required to demonstrate that there is adequate infrastructure capacity both on and off the site to serve the development and that it would not lead to reductions in water pressure, sewer flooding or overloading of existing water and wastewater infrastructure.

**13.34** Developers are encouraged to contact Thames Water as early as possible to discuss their development proposals and intended delivery programme to assist with identifying any potential water and wastewater network reinforcement requirements. Where there is a capacity constraint the Council will, where appropriate, apply phasing conditions to any approval to ensure that any necessary infrastructure upgrades are delivered ahead of the occupation of the relevant phase of development.

**13.35** Where there is an infrastructure capacity constraint and no improvements are programmed by the water provider, we will use planning conditions and/or obligations requiring developers to provide secure mitigation and compensatory measures which must be completed prior to occupation of the development. Further information regarding flood risk, drainage and water supply can be found within Policies CC10 (Flood Risk) and CC11 (Sustainable Drainage). Further detail regarding obligations can be found within our Camden Planning Guidance on Developer Contributions and developers will be expected to have due regard to this.





## Safety and security

**13.36** Crime and the fear of crime can undermine people's quality of life, health and well-being. Planning can play an important role in reducing crime and helping to create safe, strong and open communities.

**13.37** Our challenge is to make the borough a safer place for everyone, while making sure that Camden maintains the vibrancy that contributes so much to its character and success.

**13.38** We know that everyone experiences places differently and that some groups with protected characteristics may feel more vulnerable using certain spaces, at certain times of the day. Development should aim to create a safe and secure environment and provide a sense of security for all users, to support good health and well-being and promote inclusion.



# Policy A2

## Safety and Security

- A.** To create a safer borough for all, the Council will require development to:
1. incorporate design, layout, and access measures to contribute to community safety and security, particularly in wards with relatively high levels of crime;
  2. give consideration to designing out crime and anti-social behaviour at an early stage in the planning process. Major planning applications must be accompanied by a Crime Impact Assessment, which should demonstrate that any impact on crime and antisocial behaviour has been considered, addressed and, where appropriate, designed out;
  3. be designed to include the following measures, where appropriate:
    - a. overlooking of public spaces;
    - b. active frontages that include frequent entrances (doorways) at ground floor;
    - c. clearly defined boundaries between public and private spaces;
    - d. effective lighting, which is sensitive to the context;
    - e. direct and accessible routes that are easy to navigate, with good visibility and clear sight lines, from and through developments, spaces and/or buildings;
    - f. clear signage;
    - g. minimal clutter;
    - h. materials that are robust, durable, and resistant to malicious damage; and
    - i. security measures which are proportionate to their use and function and avoid hostile and reactive measures.
  4. be designed, managed and maintained to create an inclusive environment that avoids or minimises real and perceived danger as far as possible, and acknowledges and responds to the fact that different groups within the population use spaces, and perceive what is safe, differently;
  5. address the cumulative impact of food, drink and entertainment uses, particularly in Camden Town, central London and other centres, and ensure Camden's businesses and organisations providing food, drink and entertainment uses take responsibility for reducing the opportunities for crime through effective management and design;
  6. address resilience to terrorism and natural hazards in a manner which is proportionate to the threat and the size and nature of the development and is appropriate to the context; and
  7. mitigate potential suicide risks associated with the built environment, particularly in relation to tall buildings and structures, and transport infrastructure.
- B.** Applicants must evidence how they have addressed safety and security in their development proposal as part of the Design and Access Statement submitted with their planning application.

## Design and security

**13.39** Development in the borough provides the opportunity to implement measures to improve community safety, particularly where development takes place in areas with relatively high levels of crime and antisocial behaviour such as the King's Cross, Holborn and Covent Garden, Camden Town, and Bloomsbury wards.

**13.40** Consideration of how crime, disorder and fear of crime can be addressed is an important element of good design. This can create safe and attractive places to live and work, reduce the opportunity for crime and allow for better maintenance and management of buildings and spaces. The Council will require all developments to incorporate appropriate design, layout and access measures to help reduce opportunities for crime, the fear of crime and to create a more safe and secure environment that meets the needs of Camden's diverse communities, acknowledging that different groups within the population use spaces, and perceive what is safe, differently.

**13.41** The Council will require a Crime Impact Assessment to be submitted with all applications for major developments. This should be included as part of the Design and Access Statement for the development and demonstrate that any impact on crime and antisocial behaviour has been considered, addressed, and where possible, designed out. Minor schemes will also be expected to demonstrate in the Design and Access statement that safety measures have been incorporated.

**13.42** In accordance with the NPPF, applicants should also consider the safety of children and other vulnerable users in proximity to open water, railways and other potential hazards when designing development schemes.

**13.43** Applicants should ensure that security features are considered and incorporated into a scheme from the start of the design process. Care should be taken to ensure that the security features proposed are proportionate and complement other key design considerations, as part of a holistic approach to designing and maintaining inclusive and safe environments for all. Early engagement with Police Liaison Officers is recommended.

**13.44** Further information on what should be included in a Crime Impact Assessment and Design and Access Statement, and on the design of security features, is set out within Camden Planning Guidance on Design. Developers will be expected to have due regard to this.

## Food, drink and entertainment uses

**13.45** Camden's food, drink and licensed entertainment premises and night-time economy contribute to the attractiveness and vibrancy of the borough but where there is a concentration of late-night activity there can also be problems such as noise and disturbance, littering, antisocial behaviour, crime, and violence. For many centres, the variety provided by a mix of uses is important for sustaining their draw and interest. The cumulative impact of food, drink and entertainment uses will therefore be assessed in line with the Council's town centre, amenity and noise/ vibration policies.

**13.46** Management and maintenance plans will be secured by planning condition and/or Section 106 agreement with owners and operators of food, drink and licensed entertainment premises to ensure that the areas outside of premises are appropriately managed.

**13.47** Where an otherwise acceptable development could have potentially negative impacts on community safety and security, either through its uses, hours of operation, or its design, the Council will require the developer to undertake or fund appropriate site-related works or measures to minimise these impacts, which will be secured through a Section 106 Agreement (which could take the form of a financial or non-financial contribution).

**13.48** Further information on these issues is set out in our Camden Planning Guidance documents on Retail and Town centres, Employment and Design. Developers will be expected to have due regard to these.

## Counter terrorism

**13.49** Camden's position in the centre of a major international city, its high profile major transport interchanges and famous buildings and places make resilience to terrorism an important issue in some areas of the borough. If necessary, the Council will therefore work with the Ministry of Defence's Strategic Planning Team and local security advisors and consider the most up-to-date information provided regarding potential security risks.

## Suicide risk

**13.50** Suicide is a significant public health issue. The risk of suicide is not equal, however. Men are three times more likely to die by suicide than women; with the highest suicide rate in England being among men aged 45-49. People in the lowest socio-economic group and living in the most deprived geographical areas are also ten times more at risk of suicide than those in the highest socio-economic group living in the most affluent areas.

**13.51** Around a third of all suicides take place outside the home, in a public location. Planning therefore has a role in preventing suicides, by ensuring that suicide prevention measures are incorporated into the design of all new buildings, public spaces, bridges and other infrastructure projects, at the earliest stage, to improve safety.

**13.52** Applicants should consider the risk of suicide within a proposed development and consult the resource Preventing suicides in public places (<https://www.gov.uk/government/publications/suicide-prevention-suicides-in-public-places>) at an early stage in the design process. This is particularly important for tall buildings and structures, and transport infrastructure.

**13.53** Design measures could include restricting access to the site and the means of suicide, increasing opportunity and capacity for human intervention, and increasing opportunities for the suicidal individual to seek help.

**13.54** Applicants will be expected to evidence what suicide prevention measures they have included in their scheme as part of the Design and Access Statement for the development. Where a Health Impact Assessment (HIA) is required in accordance with Policy SC1 (Improving Health and Well-being), this should consider potential suicide risks associated with the built environment, particularly in relation to tall buildings and structures.





## Air quality

**13.55** Improving local air quality, mitigating the impact of development on air quality and reducing exposure to air pollution is vital to safeguard the health of Camden's communities and environment.

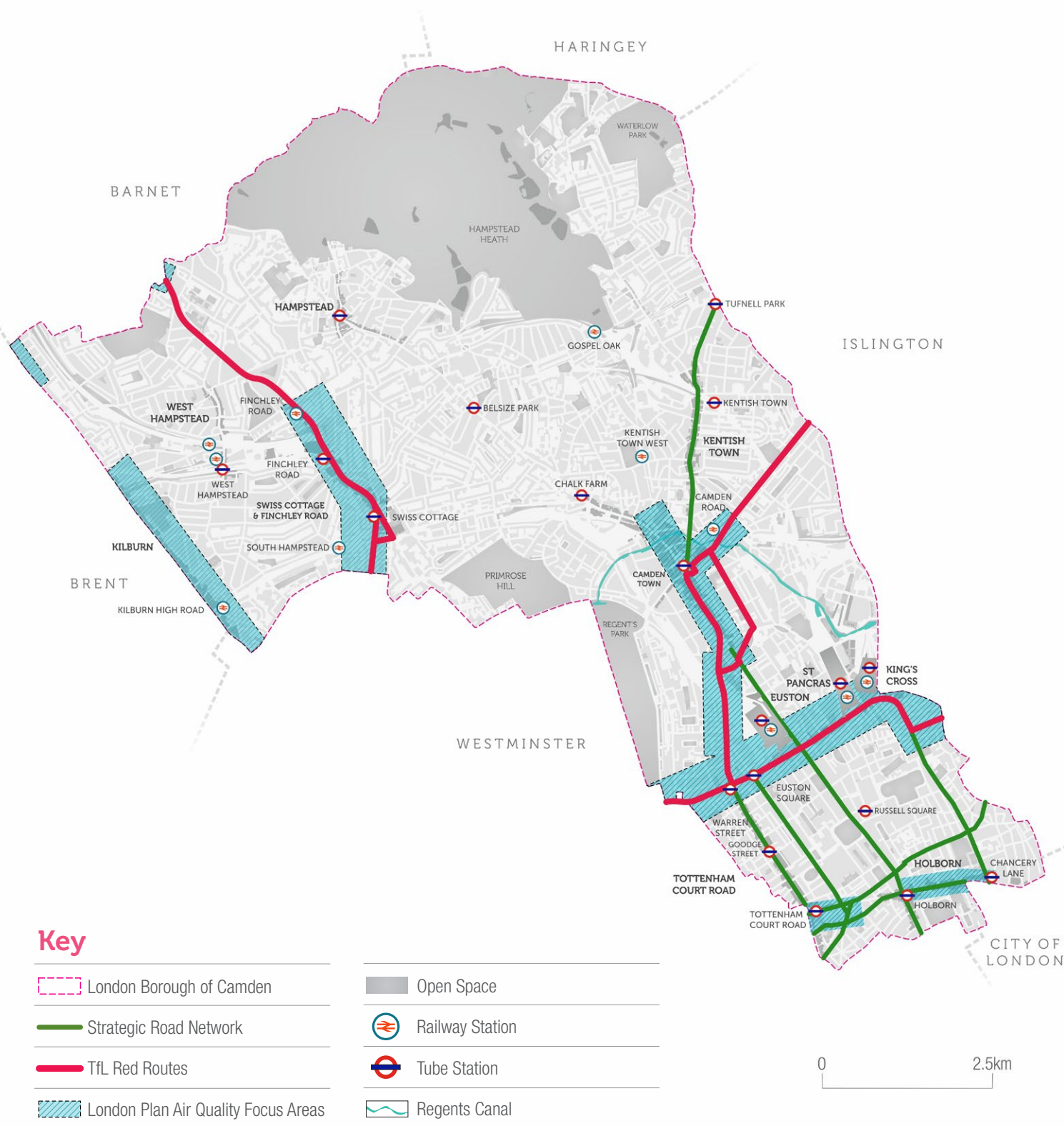
**13.56** Long-term exposure to air pollution is estimated to cause as many as 36,000 premature deaths in the UK each year. While air pollution can affect everyone's health, at any stage in our lives, certain groups, including children and young people, older people, and people with lung or heart conditions, are more clinically vulnerable, and can suffer more severe health effects as a result.

**13.57** The whole of Camden is defined as an Air Quality Management Area (AQMA) which was declared by the Council in 2002 to address nitrogen dioxide and particulate matter pollution. The GLA has identified a number of Air Quality Focus Areas in Camden, where the problems of high levels of air pollution and human exposure to air pollution are most acute. The Air Quality Focus Areas in Camden are shown on Figure 23 opposite.

**13.58** Policy A3 below supports the objectives of Camden's Clean Air Strategy and seeks to ensure that development contributes to improving air quality in Camden.



Figure 23:  
Air Quality Focus Areas



# Policy A3

## Air Quality

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- A.** The Council will expect development to contribute to improving air quality in Camden to protect public health and the natural environment. The Council will:
1. require all development to be at least air quality neutral, and submit an Air Quality Neutral Assessment, in accordance with the London Plan and associated guidance. An air quality positive approach is encouraged;
  2. require the following types of development to submit an Air Quality Assessment, supported by detailed air quality modelling where requested by the Council:
    - a. all major developments;
    - b. any development that introduces sensitive uses (childcare, hospitals, playgrounds, or accommodation for elderly people) or sensitive occupiers (residential accommodation) into an area of poor air quality;
    - c. development that involves substantial demolition, construction and/or earthworks;
    - d. any development that could have a significant impact on air quality, either directly or indirectly;
    - e. development with laboratory flues; and
    - f. any development involving a biomass, or solid fuel, heating system, or gas or liquid fuel combined heat and power system (including connections to existing networks where the increased capacity is not already covered in an existing Air Quality Assessment).
  3. require all development to use design solutions, including maximising the use of green infrastructure and nature based solutions, to reduce exposure to poor air quality (at present and in the future) and address local problems of air pollution to protect neighbours and future occupants of the development;
  4. resist applications for sensitive uses in areas of particularly poor air quality;
  5. resist developments that introduce sensitive occupiers in locations of poor air quality, unless they are designed to substantially mitigate the impact;
  6. require all development involving the use of Non-Road Mobile Machinery (NRMM) to submit a statement to confirm and demonstrate that the GLA emission standards for NRMM will be met or exceeded throughout the development. This should be evidenced in the Air Quality Assessment;
  7. require applicants to consider emergency back-up power for development sites (in the operational phase) early in the design process. Non-combustion solutions are expected;
  8. resist proposals for wood or solid fuel heating or catering systems;
  9. require applicants to give consideration to the actions identified in the Camden Clean Air Action Plan when designing and delivering development; and
  10. require applications for development that includes commercial cooking to demonstrate how they will mitigate their impact on air quality.
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## Air quality neutral

**13.59** Air quality neutral assessments seek to ensure that emissions from a completed development are no greater than the benchmark set out for the size and use class of the proposed development. GLA Air Quality Neutral guidance states how an Air Quality Neutral assessment should be made for applicable developments.

**13.60** Most major development schemes will be required to submit an Air Quality Neutral Assessment, with the exception of developments that do not include any additional emissions sources (in these circumstances the Council should be notified that this is the case).

**13.61** Other development types will need to submit a simplified Air Quality Neutral Assessment where they include additional emission sources and increase the number of homes between 1 and 9 or include an increase of floor area of less than 1,000 sqm (non-residential). Please see the latest GLA guidance for further information.

**13.62** The London Plan supports an air quality positive approach for large scale developments, subject to Environmental Impact Assessment. These provide a greater opportunity to improve air quality and reduce exposure to existing poor air quality. This approach is encouraged for all development in Camden.

**13.63** London Plan Guidance Air Quality Positive provides further information on measures and approaches towards delivering air quality positive and what is required in an Air Quality Positive statement.

## Air quality assessments

**13.64** An Air Quality Assessment (AQA) is an assessment of the impact of a development on the levels of certain pollutants in a local area. It determines what mitigation measures are needed to protect future occupants and limit the impact of the development on local air quality. The AQA should also consider wider cumulative impacts on air quality arising from several smaller developments in the vicinity of the proposed scheme.

**13.65** For all developments requiring an AQA under Policy A3, a Screening Assessment or 'basic AQA' will be required as a minimum. This should include:

- an assessment of the current baseline situation in the vicinity of the proposed development;
- an assessment of the operational impact of development on occupants and the local area;
- an Air Quality Neutral assessment; and
- a construction impacts risk assessment.

**13.66** A full or 'detailed' AQA, involving detailed modelling, will be required:

- where new residential accommodation and sensitive uses are introduced into an area of poor air quality;
- where new commercial floorspace or extensive commercial refurbishment are within an area of particularly poor air quality; or
- if the development has air quality implications.

**13.67** The AQA should predict the future impact of operation, both with and without the proposed development, but including all consented development, by calculating statistics that can be compared with air quality objectives. (Modelling should not predict improvements to future years, future vehicle emissions or future background concentrations). Modelling must be undertaken in accordance with London Local Air Quality Management Technical Guidance.

**13.68** Further information about how Air Quality Assessments should be undertaken is contained in our Camden Planning Guidance on Air Quality and developers will be expected to have due regard to this.

## Reducing exposure to poor air quality through design

**13.69** The location of a development has a direct influence on exposure to elevated air pollution levels. This is particularly relevant where developments include sensitive uses such as hospitals, schools and children's playgrounds. Suitable building design, layout and orientation can avoid increasing exposure whilst minimising energy demand and energy loss.

**13.70** Indoor air quality needs early consideration in building design. Ventilation inlets should be located on higher floors, and away from sources of air pollution at ground level such as busy roads, and stationary sources of mechanical plant. Exhaust flues, chimneys, ventilation and kitchen outlets, along with other sources of air pollution from buildings must also be located away from (and designed such that emissions do not re-enter) ventilation inlets, openable windows or other spaces where occupants, building users, neighbours or members of the public might be exposed to these emissions (including neighbouring and nearby buildings). If located in an area of poor air quality, to reduce exposure, residential elements should be set back, or be at higher floors, if pollution is shown to disperse.

**13.71** The location of outside space should also be given careful consideration at the design stage of a scheme. Any communal or private gardens, balconies and roof terraces should be located to minimise exposure to poor air quality and mitigation measures considered if this is not possible. Developers should also take care not to locate emission sources near recreational areas such as roof terraces, balconies or gardens.

**13.72** Development sites which are likely to have high levels of air pollution and exposure should undertake air quality modelling at the earliest possible opportunity to inform the design of the scheme, necessary mitigation measures, and location/ placement of sensitive uses and occupiers, such as housing, schools, nurseries, care homes, hospitals and children's play areas. The design should also make provision to address local problems of air pollution.

## Defining poor air quality

**13.73** Camden has committed to achieving the revised World Health Organization (WHO) air quality guidelines in response to scientific evidence about the impact of air pollution on health (see The Camden Clean Air Strategy 2019 – 2034 which sets out our strategic objectives for realising the vision for a borough in which no person experiences poor health as a result of the air they breathe). The Camden Clean Air Action Plan 2023 – 2026 sets out the actions that we will take over the period to 2026 to improve indoor and outdoor air quality and protect public health in the borough. The Clean Air Action Plan commits to achieving WHO air quality guidelines by 2034, and sets interim targets for 2026 and 2030. These targets are the basis of what is considered to be 'poor air quality' and 'particularly poor air quality' in Camden. Please see Appendix 3 of the Local Plan for guidelines.

## Demolition and construction

**13.74** Construction and development often involve the use of machines such as excavators, generators, telehandlers, bulldozers, piling rigs, and cranes, and these are typically powered with diesel engines (emitting diesel particulate, sulphates and Nitrogen Oxides). On major construction sites, this machinery (which is often referred to as 'non-road mobile machinery' (NRMM)) can be employed for a significant period, resulting in the prolonged emission of air pollutants over multiple years.

**13.75** Development sites should seek to utilise mains power as much as possible rather than needing to power machinery and site facilities with diesel or other polluting fuels. This should be explored at the earliest opportunity to maximise the benefits for air quality and the potential for carbon emissions reduction. NRMM emission standards are outlined on the GLA's website, and linked to London Plan policy SI1 (Improving air quality). Further guidance is set out in the Greater London Authority's Control of Dust and Emissions During Construction and Demolition supplementary planning guidance. Developers should also register Non-Road Mobile Machinery on the Greater London Authority website.



**13.76** Crushing, cutting, grinding, drilling and breaking concrete and other materials produces airborne particulates, while excavation, earthworks, and open air storage of rubble or demolition waste can lead to windblown dust, adding to local air pollution levels. The Council will limit the disturbance from dust due to construction and demolition by expecting developers and their contractors to follow London Plan Guidance: The control of dust and emissions during construction and demolition. Details of how these measures will be implemented should be provided in a Construction Management Plan.

**13.77** To monitor the impact of construction activities on air quality, the Council may require air quality monitoring, before and during the construction and demolition phases. The need for monitoring and the scale of monitoring depends upon the degree of dust risk according to the assessment methodology set out in London Plan guidance on dust and emissions. This requires medium risk schemes to provide a minimum of two real time construction dust (PM10) monitors, while high risk schemes require at least four. The choice of monitoring locations and positions (to be agreed by the Council) must clearly be justified on the basis of identified nearby uses, the prevailing atmospheric conditions, offsite emission sources, local topography and the relevant dust generating site activities.

**13.78** Baseline monitoring would normally be required for at least 3 months, prior to commencement. The results of this will then be used to inform the interpretation of construction phase monitoring, and any actions required to avoid the measured level of dust (PM10) going above a pre-agreed trigger level will be agreed by the Council. The Council may seek a financial contribution from major development towards the management and implementation of compliance monitoring, assessment and investigation. This will be secured through a s106 agreement and would be commensurate to the scale and risk of the development project.

## Emergency generators

**13.79** Emergency back-up power for development sites in the operational phase should be considered early in the design process and non-combustion solutions are expected. Diesel or other liquid fuel (including biofuel) back-up power systems should be considered only as a last resort due to their disproportionately significant impact on local air quality, which, aggregated across the numerous buildings with fossil fuel backup generators in the borough, poses a risk to public health.

**13.80** If combustion backup generators are justified, they must conform to the emission limit values for new plant in the Environment Agencies Medium Combustion Plant Directive (irrespective of generator capacity) and be designed to avoid over-sizing or excessive redundancy arrangements. Testing hours must be kept to a minimum and only at times without any current or forecast air pollution alerts. Flues should be positioned at high level, located away from (and designed such that emissions do not enter) ventilation inlets, openable windows or other spaces where occupants, building users, neighbours or members of public might be exposed to these emissions (including in neighbouring and nearby buildings).

## Commercial cooking

**13.81** Commercial cooking is a major source of PM2.5 emissions in Camden. Charcoal grills, wood-fired ovens, deep-fat frying, and gas stoves and ovens all produce significant amounts of air pollution. Considering that commercial kitchens are operational for many hours each day, a reduction in pollution emissions from commercial cooking would have significant benefits for air quality in the borough. Mitigation measures could include filtration and ventilation technologies or alternative cooking techniques. Ventilation should be designed to extract pollution (using filtration) and odours at a sufficiently high level to avoid impacts on neighbouring occupants, building users, kitchen workers. External extraction equipment and ducting should be sited sensitively, particularly on listed buildings and within conservation areas, and away from local receptors. Further details can be found in our Camden Planning Guidance documents on Design and Amenity and developers will be expected to have due regard to these.



## Noise and vibration

**13.82** Noise and vibration can have a significant effect on the environment and on the health and quality of life enjoyed by communities and individuals.

**13.83** Exposure to noise can lead to effects including sleep disturbance, poor cardiovascular health, and poor mental health. Camden's high density and mixed-use nature means that exposure to noise and vibration is a particularly important issue in the borough.

**13.84** This policy seeks to ensure that noise and vibration is appropriately considered at the design stage of developments, that sensitive uses are not detrimentally impacted by noise and vibration, and that existing uses (such as music venues, theatres and some employment uses) are not unduly restricted through the introduction of nearby sensitive uses.

# Policy A4

## Noise and Vibration

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- A.** The Council will seek to ensure that noise and vibration is controlled and managed to avoid significant adverse impacts on health and quality of life. The Council will:
1. require the submission of an Acoustic Report where uses sensitive to noise and vibration are proposed close to an existing source of noise, or when a development is likely to generate noise. In assessing applications, the Council will have regard to the noise and vibration thresholds set out in Appendix 4, relevant national and regional policy and guidance, and British Standards;
  2. ensure that where noise mitigation is required, this is incorporated into the proposed development at the design stage of the planning process;
  3. require developments that are sensitive to noise and vibration to mitigate the impact of, and protect occupiers against, existing sources of noise and vibration in accordance with the Agent of Change principle;
  4. resist development likely to generate unacceptable noise and vibration impacts;
  5. only grant permission for noise and vibration generating development, including any plant and machinery, where the applicant can demonstrate to the Council's satisfaction that it can be operated without causing harm to amenity;
  6. support retrofitting measures to existing noise and vibration generating sources and uses sensitive to noise and vibration, to minimise the impact of noise and vibration on occupiers; and
  7. seek to minimise the impact on local amenity from deliveries and from the demolition and construction phases of development.
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## Sources and character of noise in Camden

**13.85** The main sources of noise and vibration in Camden are road traffic; railways; industrial uses; plant and mechanical equipment; food, drink and entertainment; some cultural uses; and building sites. The sources of noise that generate the most complaints in the borough are music; construction; general people noise (for example footsteps, gathering); parties; fixed machinery; and burglar alarms. In addition, fixed machinery, such as air conditioning units, can cumulatively have a harmful impact.

**13.86** Noise and vibration sensitive uses include housing, schools, libraries, hospitals, offices, workshops, laboratories, hotels, open spaces and amenity spaces.

**13.87** The borough is home to a large number and variety of food, drink and entertainment uses, often close to where people live. As a result, conflicts can arise. Such sources of noise and the character of noise can increase stress levels and cause significant disturbance. Other sources of noise, such as those associated with construction, are considered in Policy A1 (Protecting Amenity), which requires measures to attenuate noise impacts.

## Assessing the impact of noise and vibration

**13.88** Development proposals should be designed to minimise noise prior to proposing mitigation measures. The effect of noise and vibration can be minimised by separating uses sensitive to noise and vibration from sources that generate them and by taking other design and operational measures to reduce any impact.

**13.89** Where uses sensitive to noise and vibration are proposed close to an existing source of noise or vibration, or when development which is likely to generate noise or vibration is proposed, the Council will require an acoustic report to accompany the application. In assessing applications, the Council will have regard to the noise and vibration thresholds set out in Appendix 4, other relevant national and regional policy and guidance, and British Standards.

**13.90** An acoustic report should accompany a planning application where any of the following are proposed:

- plant, ventilation, air extraction or conditioning equipment and flues;
- uses likely to create significant noise such as food, drink, entertainment and leisure uses, industrial uses, day nurseries, places of worship, schools and colleges;
- a noise-sensitive use located in noisy environment;
- uses likely to generate a significant amount of traffic (defined as road traffic movements greater than 5% of Annual Average Daily Traffic);
- developments emitting low frequency noise (for example electricity substations); and
- development requiring an Environmental Impact Assessment (EIA).

**13.91** The Council's Camden Planning Guidance on Amenity provides further information on how to minimise the impact of noise on developments, ways to mitigate noise emitted from developments, and further detail on how the Council will assess the impact of noise and vibration. Developers will be expected to have due regard to this.



## Agent of change principle

**13.92** Noise generating uses and fixed machinery will likely have a greater impact on amenity when the background noise level is lower or in areas where noise sensitive uses such as housing developments co-exist with other uses. The Council will take into consideration the general character of the noise (for example whether it is intermittent, has a distinct screech, bang, or hiss) and, where appropriate, the cumulative impacts of noise from one or more noise sources and will assess whether tighter noise restrictions, secured by planning condition, should be imposed.

**13.93** The Council will only grant planning permission for developments sensitive to noise and vibration in locations that experience high levels of noise, and for development likely to generate noise impacts if appropriate mitigation measures can be provided. Such mitigation measures should be included in the information submitted with a planning application and will be secured through planning condition and/or legal agreement, where necessary.

**13.94** In cases where noise sensitive development is proposed near an existing noise generating use (such as music venues and pubs) the Council will determine whether the introduction of the sensitive use will be harmful to the continued operation of the existing premises. In some cases, the Council may require the developer to be responsible for the costs of soundproofing, secured by a legal agreement, in accordance with the Agent of Change principle (see below).

**13.95** The Council will also consider the impact of attenuation measures on the character and appearance of the building and locality, in accordance with the relevant design policies in the Plan (see Policy D1 (Achieving Design Excellence) and Camden Planning Guidance on Design).

**13.96** The agent of change principle places the responsibility for mitigating impacts from existing noise and other nuisance generating activities or uses on the proposed new sensitive development.

**13.97** The Council will apply the agent of change principle to all established noise generating activities, especially when new developments are proposed close by. Development should be designed to ensure that established noise generating uses remain viable and can continue or grow without unreasonable restrictions being placed on them.

**13.98** The noise and nuisance mitigation proposals for relevant developments should consider the particular features of music venue noise, including the low frequency spectral content and the enhanced sensitivity of people during night-time periods. Noise impacts may arise at noise levels that are relatively low, and, as such, it is important to set robust design criteria in consultation with the Council prior to an application being submitted. Applicants should ensure that the proposed mitigation measures are feasible and can provide the required level of performance when subjected to constraints faced during the implementation of the measure. All potential conflicts between noise sensitive uses and existing noise sources must be resolved prior to approval of planning permission.

**13.99** Where a new residential building adjoins, or is close to, an existing commercial use that is likely to generate noise; or a change of use will result in a residential development being sited in a noisy environment, the Council is likely to use planning conditions requiring the substantially enhanced sound insulation of relevant walls, floors and ceilings compared to the minimum specifications of the Building Regulations.

**13.100** Where a development sensitive to vibration is proposed in an area where vibration is anticipated to be present, an appropriate vibration survey should be carried out. Where vibration levels exceed those set out in Appendix 4 the proposal should demonstrate how vibration will be mitigated to acceptable levels.

## Food, drink, entertainment and leisure noise

**13.101** Within each of Camden's centres, the Council will seek to prevent concentrations of uses that would harm the area's attractiveness to shoppers or its residential amenity.

**13.102** Assessments for noise and vibration from entertainment, cultural and leisure premises must include consideration of amplified and unamplified music, human voices, footfall, vehicle movements and general activity.

**13.103** Generally, town centre uses and noise from cultural and leisure uses alter the noise environment through audio devices, amplified and unamplified music, footfall, congregations of people, plant and equipment, deliveries and transport, and can be particularly evident when the background noise level is quieter. The Council expects the noise impacts of food, drink, entertainment, cultural and leisure uses to be considered through an acoustic report. Further guidance on this is provided in Camden Planning Guidance documents on Amenity and on Town Centres and Retail. Developers will be expected to have due regard to this.

**13.104** Where food, drink, entertainment, cultural and leisure uses are considered acceptable, the Council may impose planning conditions to control matters such as (but not limited to) hours of operations, amplified music and times where outdoor areas can be used.

**13.105** The Council will also consider the use of management plans secured through a legal agreement, which may include elements seeking to manage noise off-site.

## Plant and other noise generating equipment

**13.106** Planning conditions will be imposed to require that plant and equipment which may be a source of noise (including heat pumps) are kept working efficiently and within the required noise limits and time restrictions. Conditions may also be imposed to ensure that attenuation measures are kept in place and are effective throughout the life of the development, such as long-term maintenance agreements.

## Retrofitting measures

**13.107** There will be circumstances where retrofitting measures are required to existing noise and/or vibration sources in order to mitigate their impact on the surrounding area, or to sensitive uses (including homes) to minimise exposure to noise and vibration. The Council will support acoustic and vibration retrofitting measures where the applicant can demonstrate to the Council's satisfaction, that they will be effective in mitigating/reducing the impacts of noise or vibration.

## Delivery management

**13.108** Deliveries, collections and the loading and unloading of goods and refuse can be a source of disruption and cause noise nuisance too close to residential properties, particularly when undertaken at night. Therefore, to manage potential noise issues from deliveries, conditions will usually be applied to require deliveries, collections and the loading and unloading of goods and refuse to take place between the hours of 08:00 to 20:00.

**13.109** Developments requiring deliveries outside of these times will be required to provide an acoustic report to demonstrate there will be no adverse impact on the acoustic environment with particular reference to residential occupiers as a result of these activities. This could be evidenced within the Delivery and Servicing Management Plan for the site. Regard should also be had to the Noise Abatement Society's 'silent approach' quiet time delivery scheme and TfL's 'Retiming Deliveries' to mitigate the negative effects of possible out of hours deliveries.

## Demolition and construction management

**13.110** Measures to mitigate the impacts of noise and vibration associated with demolition and construction will be secured through Construction Management Plans secured by legal agreement (see Policy A1 (Protecting Amenity)).

