

# Submission Core Strategy

for the Royal Borough of Kensington and Chelsea  
with a Focus on North Kensington  
Development Plan Document

incorporating recommended changes resulting from Regulation 27 Consultation

Submission (Regulation 30): 19th March 2010



## Foreword

This plan marks a turning point for the Royal Borough. The previous plan (the UDP) has served us well for many years. However, times change. We see the value of the planning process in supporting, encouraging and enabling those uses that the market would not freely provide. For us, this means recognising the richness that social, cultural, business and retail activities bring to the quality of life of our residents. We want to ensure that these uses can flourish.

In no way do we see this as a threat to the provision of new homes, nor to the high quality of life of existing residents. These remain vital to us as a predominantly residential borough.

We have taken great pains to ensure this plan suits the special circumstances of the Borough. We are a borough of contrasts – significant wealth alongside persistent pockets of deprivation. But we have taken a conscious decision that we want a plan for the whole Borough, and not a ‘plan of two halves’.

We are a borough where detail matters. How things will be implemented is of particular – indeed strategic – importance to us.

We are also a borough which believes strongly in giving good customer service, in a way the customer finds it easy to understand. Planning is complex – not just because of the specialist language – but because of the many layers of guidance from the Government down. In writing this plan we have seen our residents as our key audience, and we want to ensure that, by and large, residents can use the plan without having to refer to other documents.

This plan is the culmination of a great deal of hard work by the Council, our partners, and, importantly, our public, who have participated throughout its preparation. After carefully considering the responses we have received we are now formally publishing the **proposed** submission plan.



Cllr Merrick Cockell  
Leader of the Council



## How the Core Strategy should be read

We are satisfied that the Submission Core Strategy is a sound document. However, following the Regulation 27 consultation on the 'Proposed Submission Core Strategy with a focus on North Kensington' which took place between the 29 October and 10 December 2009 we consider that some further changes could be made. These are to clarify certain aspects of the document and make it more consistent, but in our opinion they do not affect the Core Strategy's status as a sound document.

The changes are only recommended as we can no longer alter the document and it will be up to the Inspector as to which, if any, changes are to be made to the plan.

When new text is inserted it is red and underlined whereas superseded text is red and crossed through.

A copy of the document is available for download from:

<http://www.rbkc.uk/planningandconservation/planningpolicy/localdevelopmentframework.aspx>

A hard copy of the plan is also available at the Planning Information Office in the Customer Service Centre at Kensington Town Hall and other local libraries.

We thank you for your continued support of the preparation of the Core Strategy. We appreciate the time that has been given for comment and how the document has improved as a result.

Please contact us if there are any issues within the document on which you would like further clarification.

RBKC LDF Team over the last three years has included: Geoff Burrage, Tom Cardis, Emily Coelho, Zoe Chick, Richard Craig, Patricia Cuervo, Robin Hall, Jo Hammond, Jacqueline Hewson, Abraham Laker, Maggi Mansi, James Masini, April McCabe, Steve McCormack, David Nolan, Ana Perez Calvo, Jo Prentice, David Prout, Lovelace Poku, Ahmed Omer, Brendon Roberts, Chris Turner, Penelope Tollitt, Jonathan Wade.



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# Executive Summary

## A Guide to the Structure of the Plan

The Plan is divided into three Sections:

- The Spatial Strategy
- The Delivery Strategy
- Supporting Information

The first section, the Spatial Strategy, sets out:

- The main issues facing the Borough, the 'spatial portrait' (Chapter 2: Issues and Patterns);
- The locally distinct Vision for the Borough, with supporting Strategic Objectives, (Chapter 3: Building on Success);
- Where development is planned in broad terms (Chapter 4: Spatial Strategy);
- How it will affect 14 key places in the Borough (Chapters 5-18).

The second section, the Delivery Strategy, sets out:

- Allocations and Designations (Section 2A). Strategic Site allocations are included in this plan. In addition, this section sets out changes to the proposals map;
- Policies and Actions (Section 2B). This contains the policies that will be used in determining planning applications (Development Management), and other Corporate and Partner Actions that will deliver the objectives of the plan;
- Infrastructure (Section 2C), presented as a schedule;
- Monitoring, Risks and Contingencies (Section 2D), which sets out how we will monitor the plan, and what action we will take if things do not work out as envisaged.

The third section provides further detailed supporting information.

## Background to the Plan Making System

The system of plan making introduced by the 2004 Planning and Compulsory Purchase Act replaces the UDP with a Local Development Framework (LDF). The Core Strategy is the principal document within the LDF. Some policies in the UDP remain relevant, but the vast majority have been replaced by this document.

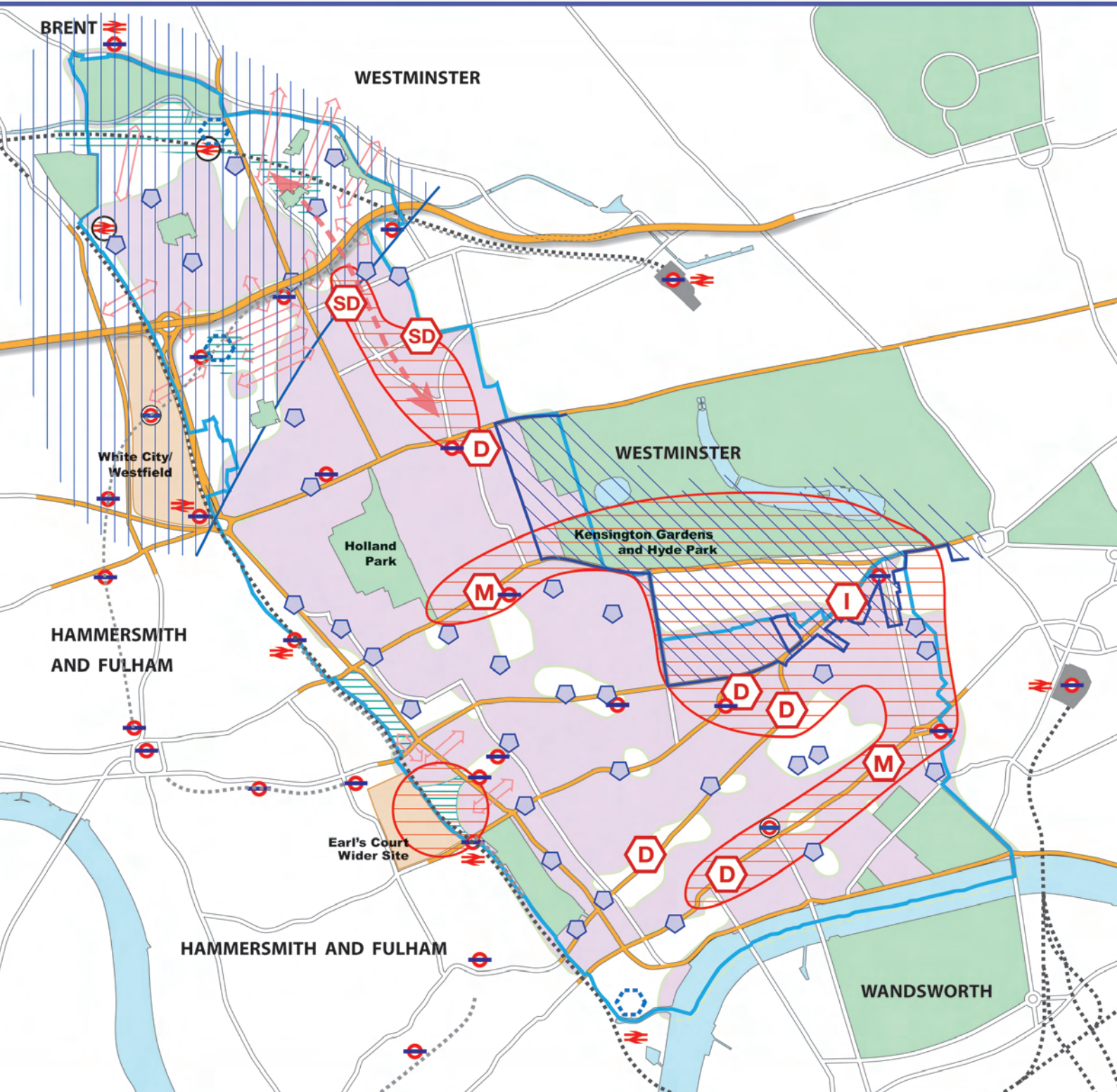
The 2004 Act introduced the concept of 'spatial planning'. Planning no longer 'just' looks to control the development of land. Instead we must look at wider issues to do with how places are used, and how other public services influence the quality of places - 'place shaping'. There are 4 aspects to being 'spatial':

- **Geographical:** plans should set out where things will happen;
- **Integrated:** plans should be 'joined up' with other public service providers;
- **Delivery:** we must not have vague aspirations, but ambitions that are backed up by evidence of how they will be achieved;
- **Locally distinctive:** we must ensure that our policies are tailor made to the unique circumstances of the Royal Borough.

The Core Strategy plans for the period up to 2028. When it is adopted, it will form part of the Council's Development Plan. The London Plan also forms part of the Development Plan. The significance of this is that the Planning Acts require planning applications to be "determined in accordance with the development plan unless material considerations indicate otherwise". The process of assessing planning applications is known as Development Management.

The contents of the plan are shown graphically on the key diagram overleaf. This is supported by the vision for the borough and seven strategic objectives, which summarise the Council's policy.

# KEY DIAGRAM



## A Summary of the Council's Policy

### CV1

#### Vision for the Royal Borough: Building on Success

Our vision for Kensington and Chelsea over the next 20 years is to **build on success**. To further develop the strong and varied sense of place of the Borough, we will, in partnership with other organisations and importantly with our residents:

- stimulate **regeneration** in North Kensington through the provision of better transport, better housing and better facilities;
- enhance the **reputation** of our national and international destinations – Knightsbridge, Portobello Road, South Kensington, the King's Road, Kensington High Street, and Earl's Court – by supporting and encouraging retail and cultural activities in particular;
- uphold our **residential quality of life** so that we remain the best place in which to live in London, through cherishing quality in the built environment, acting on environmental issues and facilitating local living, including through strengthening **local-neighbourhood** centres.

variety of cultural, creative and commercial uses which can significantly contribute to the well-being of residents and to the capital's role as a world city.

### CO3

#### Strategic Objective for Better Travel Choices

Our strategic objective for **better travel choices** is that walking, cycling and public transport are safe, easy and attractive, and preferred by our residents to private car ownership and use.

### CO4

#### Strategic Objective for An Engaging Public Realm

Our strategic objective for an **engaging public realm** is to endow a strong local sense of place by maintaining and extending our excellent public realm to all parts of the Borough.

### CO1

#### Strategic Objective One: Keeping Life Local

Our strategic objective to **keep life local** is for strong, effective local centres, for social and community facilities to be widely available, and for neighbourhood functions, including **local-neighbourhood** shopping facilities, to be easily accessible, so that residential communities can flourish.

### CO5

#### Strategic Objective for Renewing the Legacy

Our strategic objective to **renew the legacy** is not simply to ensure no diminution in the excellence we have inherited, but to pass to the next generation a Borough that is better than today, of the highest quality and inclusive for all, by taking great care to maintain, conserve and enhance the glorious built heritage we have inherited and to ensure that where new development takes place it enhances the Borough.

### CO2

#### Strategic Objective for Fostering Vitality

Our strategic objective to **foster vitality** is that the quality of life of our predominantly residential Borough is enhanced by a wide



## CO6

**Strategic Objective for Diversity of Housing**

Our strategic objective to have a **diversity of housing** is that at a local level it will cater for a variety of housing needs of Borough residents, and is built for adaptability and to a high quality.

## CO7

**Strategic Objective for Respecting Environmental Limits**

Our strategic objective to **respect environmental limits** is to contribute to the mitigation of, and adaption to, climate change, significantly reduce carbon dioxide emissions, maintain low and further reduce car use, carefully manage flood risk and waste, protect and attract biodiversity, improve air quality, and reduce and control noise within the Borough.

**What will we do to Stimulate Regeneration in North Kensington?**

The Council has ambitious plans for North Kensington.

**Kensal** will be transformed and act as a catalyst for regeneration throughout North Kensington, by the opening of a Crossrail station and the redevelopment of the Gasworks site into a well connected and environmentally responsible townscape of over 2000 new houses, with a mix of other uses. The employment zone will continue to offer accommodation that will foster the cultural and creative industries. We have identified the Kensal Gasworks sites to deliver this.

**Golborne/Trellick** will maintain its strong mixed community, enhanced by the renewed Wornington Green Estate. Trellick Tower will remain the icon of the area and Golborne Road market and retailers will be secured. We have allocated two sites in the area, namely Wornington Green and the land adjacent to Trellick Tower.

**Portobello / Notting Hill** will remain locally and internationally vibrant retail centres with improved pedestrian links. Portobello Road, with its antiques and street market will remain a jewel in London's shopping crown, and Westbourne Grove will retain its position as a specialist shopping destination.

**Westway** will be transformed from an oppressive negative influence into one which celebrates public life and creativity.

**Latimer** will be transformed into an accessible and legible built environment with a new **local neighbourhood** shopping centre, and borough wide facilities including a new academy and renewed sports centre. We have allocated the site for the new academy. The employment zone will continue to offer accommodation that will foster the cultural and creative industries.

Specifically, by 2028:

we will have **kept life local**:

- there will be a new academy in the north of the Borough on the North Kensington Sports Centre site with an area of no less than **610,000m<sup>2</sup>**;
- the public facilities at Kensington Sports Centre will have been renewed, and remain public facilities, not just those of a school open to residents 'out of hours';
- there will be two new centres at Kensal and Latimer as part of regeneration proposals. The size of these 'town centres' will depend upon the nature of the development;
- St Charles Hospital will have been renewed to provide improved health facilities, including improving the dental service;
- a new health centre will have been provided in the Golborne/Trellick area.

we will have **fostered vitality**:

- there will be a greater number of successful small businesses in the north, especially in relation to cultural and creative industries, making use of the relatively low land values of the Employment Zones;
- mixed use development will have been provided on the Kensal site to provide jobs in retail and business for local people, including the relocation of the present Sainsbury's store.



- Portobello Road will have maintained its position as both a vibrant local centre, and as an international centre for the antiques trade;
- the street markets at Golborne and Portobello will continue to thrive.

we will have provided **better travel choices**:

- a new Crossrail station will have been built at Kensal;
- bus services linking the north and south of the Borough will have been improved;
- there will be new transport links between White City and Latimer across the West London Line.

we will have extended our **engaging public realm**:

- bridges over the Grand Union canal and Paddington mainline will have been provided linking into Kensal Green Cemetery. The canal bridge will be provided between 2011 and 2017 and the railway bridge (the precise location to be decided) to integrate with the wider St Charles area, will not be implemented before 2017;
- Wornington Green, Kensal and Latimer will have been regenerated, with street patterns that reconnect these places back into the rest of North Kensington;
- the Crossrail station will have assisted in creating a pedestrian connection to Notting Hill Gate station, down the length of Portobello Road;
- over 1,000 new trees will have been planted throughout the Borough, with over half in North Kensington;
- The Wornington Green development will have reconnected Portobello Road to Ladbroke Grove at the Barlby Road junction;
- Athlone Gardens, Little Wormwood Scrubs and other public parks will have been improved and achieve 'Green Flag' status;
- the stretch of the Portobello Road north of the Westway will become an attractive and vibrant area to link the Portobello Road Market with the Golborne Market;
- wayfinding to Portobello from Notting Hill Gate, Ladbroke Grove and Westbourne Park underground stations will have been improved;
- improvements will have been made to the bridge over the Paddington mainline to lift the appearance of the Golborne and Trellick area;
- Latimer Road station will become more of a focal point as part of the reconnection of local streets.

we will have **renewed the legacy**:

- grade II\* listed Trellick Tower will have been restored;
- Colville, St Charles and Kensal conservation areas will have been improved and enhanced both through careful control of development and public investment;
- new development at Kensal as part of estate renewal will be to a very high standard, and will be considered for designation as a new conservation area.

we will have **diversified housing**:

- more than 2,500 new homes will have been built in the north of the Borough;
- existing social rented housing stock will have been rebuilt as part of the estate renewal programme, specifically at Wornington Green and Latimer.

we will have **respected environmental limits**:

- district heat and power networks will have been established at Wornington Green, Kensal and Latimer;
- the Grand Union Canal will be used to enhance biodiversity and transport.

## What will we do to Enhance the Reputation of our National and International Destinations?

Both Kensington and Chelsea are – to borrow marketing language – international ‘brands’ with considerable reputational value. In addition, there are individual places whose reputations we need to enhance for the good of the Borough as a whole. With the exception of Earl’s Court and Portobello Road, these destinations cluster in the south and east of the Borough.

**Portobello Road** will continue to offer a unique retail character and its antique and street market will be centrepiece of this.

**Earl’s Court** will offer an attractive 'urban-village' environment ~~with once the one-way system is unravelled and~~ stronger links ~~will be created~~ to the Earl’s Court ~~Exhibition Centre site~~ which will remain an important ~~cultural exhibition or conference~~ destination, with 500 new homes ~~and several thousand new jobs~~ in the Borough, and many more in neighbouring Hammersmith and Fulham. Over 1000 more homes will be built at Warwick Road.

Streetscape and pedestrian improvements to the Cromwell Road will transform the environment. The one-way system will also be returned to two-way working, wherever possible. We have allocated sites at Warwick Road and the Exhibition Centre to deliver these plans.

**Kensington High Street** will continue its long tradition as Kensington's high street, serving residents, workers and visitors. It will continue to provide a good range of food retailing and remain a destination for fashion and certain 'niche' markets. We have allocated the Commonwealth Institute at the west end of Kensington High Street for destination use.

**South Kensington** will remain one of the premier cultural attractions in London, also offering good local shopping facilities. Its reputation will be significantly enhanced through the implementation of the Exhibition Road transformation.

**Brompton Cross** will be promoted as a high quality specialist boutique retail centre with international appeal. Pedestrian links between South Kensington Underground Station and the museums will be improved, and the hospitals will continue to thrive.

**Knightsbridge** will continue its role as the Royal Borough's international shopping destination, but also as an important residential quarter and service centre for residents in Kensington and Chelsea, and Westminster.

**King's Road / Sloane Square** will remain one of London's iconic and vibrant shopping streets, containing a lively and diverse mix of shops and restaurants, and will build on the recent arrival of the Saatchi Gallery to ensure the King's Road remains a first class fashion destination and world renowned cultural attraction.

Specifically, by 2028:

we will have **kept life local**:

- the centres of national and international reputation will continue to serve local communities;
- local residents and those travelling from afar will continue to benefit from the Borough's world class medical institutions.

we will have **fostered vitality**:

- the rich and varied cultural reputation of the Borough will have been improved, with South

Kensington remaining one of London's most important cultural areas;

- the Borough's role in offering some of London's top retail destinations – Knightsbridge, Portobello, Kensington High Street, King's Road - will be secure;
- Knightsbridge, King's Road, Fulham Road and South Kensington will have taken up the limited opportunities to expand retail floor space in these centres;
- the existing relatively large employers will have been retained, and new ones established in the town centres and other highly accessible areas;
- Earl's Court will remain the location for a large convention centre or exhibition function;
- by 2012, the Commonwealth Institute will have become a centre for cultural and/or exhibition uses;
- small businesses will continue to be the backbone of the employment economy of the Borough;
- the Royal Borough will continue to be a centre for London's cultural and creative industries.

we will have provided **better travel choices**:

- information for bus services will have been significantly improved, making them a real option for visitors to the Borough;
- wayfinding throughout the Borough's main high-trip generating destinations will have improved to make walking through the borough easier and safer;
- South Kensington Underground Station will be transformed in line with Exhibition Road to provide a station befitting the area and create a sense of arrival to the millions of visitors who use the station every year.

we will have extended our **engaging public realm**:

- the single surface roadway pioneered first with Kensington High Street and later Exhibition Road will have been extended to many other parts of the Borough, and will be an established approach to public realm design within England.

we will have **renewed the legacy**:

- the quality of our built heritage will continue to be central to the image of the Borough;
- property owners will be accustomed to undertaking restoration and enhancement works as part of development proposals;

we will have **diversified housing**:

- by supporting the need for student accommodation for Imperial College, which is on the border with the City of Westminster.

we will have **respected environmental limits**:

- by demonstrating that our historic townscape can be conserved whilst taking action to mitigate and adapt to climate change;
- by encouraging new and successful technologies that fight the causes of climate change.

## What will we do to Uphold the Residential Quality of Life?

The residential quality of life is crucial to maintaining the Borough as one of the best places to live in London. The Core Strategy does not look at all the residential places. It is focusing on areas of the Borough where there is significant change expected, and on all our larger town centres. Those that fall outside the categories of 'regeneration' and 'reputation' are itemised here.

**Notting Hill Gate** will be significantly enhanced as a District Shopping Centre, with a better mix of shops to serve local people, and fewer estate agents, **bureaux de change** and **hot food take-aways**~~food and drink uses~~. New buildings will be of exceptional quality, and the street will become less traffic dominated and more pedestrian friendly, with less street clutter.

**Fulham Road** will remain an essential centre providing for the daily needs of local people, whilst offering a variety of high quality specialist shopping. Monitoring of the food and drink uses will be undertaken to ensure these uses do not undermine its function as a neighbourhood centre.

**Lots Road / World's End** will see the opening of the new Chelsea Academy, and the mixed-use development, including 420 homes on the power station site, which already has a planning permission. It will continue to foster cultural and creative uses, and will benefit from improved connectivity through the opening of a new station on the West London Line at Imperial Wharf, and improvements to the one-way system that forms a barrier with the rest of the Borough.

With specific regard to residential quality of life, by 2028:

we will have **kept life local**:

- doctors, primary schools and local shops will be within an easy walk of most of the homes of the Borough;
- the majority of the Borough's primary schools will have been modernised and enhanced to provide an ever-improving community function;
- a new academy for the communities of North Kensington will be fully operation in Latimer by 2018;
- key shops in the Council's ownership will be managed under the neighbourhood shopping policy to support local shopping needs;
- the leisure facilities at Chelsea Old Town Hall will have been refurbished.

we will have **fostered vitality**:

- the cultural and retail diversity from which the residents currently benefit will be maintained and enhanced;
- employment opportunities will have been maintained and enhanced throughout the Borough and low value land uses (many of which are beneficial to residents) will have been protected in the Borough's Employment Zones.

we will have provided **better travel choices**:

- a new Crossrail station will have been opened by 2017 serving residents across the north of the Borough as well as those in neighbouring authorities;
- a new station on the West London Line, which will have opened at Imperial Wharf in 2009 in the London Borough of Hammersmith and Fulham, will serve the far south west of the Borough;
- the Earl's Court one way system will have been unravelled, making a significant improvement not only to Earl's Court and Fulham Road town centres but also to the residential quality of life along Earl's Court Road and Warwick Road;
- a greater proportion of journeys will be on foot and by bicycle, as a result of the removal of barriers to movement and improvements to streetscape, making walking and cycling both easier and more attractive;
- the London Cycle Hire scheme will be well established and an integral part of London's transport offer.

we will have extended our **engaging public realm**:

- all redundant and non-essential street furniture will have been removed, and Yorkstone paving will have been laid in over 85% of the Borough;
- The disconnected street networks in parts of North Kensington will have been removed and replaced with safer, more legible and better connected routes to encourage walking and cycling and provide better connections to other communities and facilities;
- Chelsea Creek will have been enhanced for recreation and wildlife;
- the open spaces and waterways which provide the Borough with so much natural life, will continue to flourish and access to Kensal Green Cemetery and Little Wormwood Scrubs will provide more variety for residents.

we will have **renewed the legacy**:

- our historic townscapes will have been cherished and will appear much as they do today;
- our listed buildings will have been preserved;
- there will be new buildings and regenerated areas of exceptional design quality, creating a legacy for the future;
- eyesores will have been replaced with buildings more appropriate to their context;

we will have **diversified housing**:

- more than 7,000 new homes will have been built, including at least 1,600 affordable homes;
- new housing will address shortcomings in the mix of the existing building stock;
- more larger family housing will have been provided, both through new build and through 'de-conversions';
- there will be more accommodation suitable for older people;
- new homes will be lifetime homes compliant and 10% will be wheelchair accessible.

we will have **respected environmental limits**:

- new homes will be achieving exceptionally high standards of environmental performance, with carbon neutral having been the national standard through building regulations for 10 years;

- much of the existing building stock will also be retrofitted to achieve high standards of environmental sustainability;
- a district heat and power network will have been established in large parts of the Borough, especially Earl's Court and in the north of the Borough;
- waste production will have become very low, and the waste we do produce will be reused, recycled or disposed of in or very near to the Borough;
- Counters Creek combined sewer and storm drain will have been upgraded to accommodate flood events;
- Sustainable Urban Drainage will be commonplace in all developments;
- developments at risk of flooding will incorporate measures to mitigate that risk;
- air quality and noise will have significantly improved;
- the biodiversity value of the Borough will have been enhanced.



## Section 1: Spatial Strategy

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# Chapter 1 Setting the Scene

## Introduction

### 1.1 What is the Core Strategy?

**1.1.1** The Core Strategy sets out the future development of the Borough over the next 20 years. It looks ahead to 2028 and identifies where the main developments will take place, and how places within the borough will change - or be protected from change - over that period.

**1.1.2** The Core Strategy is the central document within the Local Development Framework (LDF). The LDF is made up of documents to guide the future of the Borough. There are two types of document within the LDF: Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). The Core Strategy is a Development Plan Document.

**1.1.3** The main differences between the two are that DPDs form part of the Statutory Development Plan, and have to go through an Examination in Public by an independent Government Inspector before the Council can adopt them. SPDs augment policies in DPDs and do not form part of the Development Plan, nor do they have an examination.

**1.1.4** The Council's development plan will be made up of the Core Strategy, parts of the Unitary Development Plan (UDP) as well as the London Plan. Over time, more policies in the UDP are likely to be replaced by the Core Strategy and by the other DPDs that we prepare. In Section 3 of this plan, there is a schedule setting out which policies within the UDP will be replaced by the new policies in the Core Strategy, and those which will continue in use for the time being.

**1.1.5** The London Plan, prepared by the Mayor of London, also forms part of the Development Plan. The Council may prepare other documents in the future that would also be part of the Development Plan. The documents we plan to prepare are set out in our Local Development Scheme, updated annually, which the Secretary of State and the Greater London Authority (GLA) have a power of direction over.

**1.1.6** The role of the Development Plan is to guide decision making on planning applications. When planning applications are received, they are

assessed against the Development Plan to see whether planning permission should be granted or not. Section 38(6) of the Planning and Compulsory Purchase Act 2008 requires that "where in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise". This allows a common sense approach to the implementation of the plan. In limited situations we may have to refer applications to the Government as a 'departure' from the Development Plan.

**1.1.7** The Core Strategy is closely related to the Community Strategy, which is prepared by the Kensington and Chelsea Partnership. The Community Strategy sets out the strategic vision for the Borough and is linked into overarching regional strategies. It provides the vehicle for considering and deciding how to address cross-cutting issues such as the economic future of an area and social exclusion. The Core Strategy takes this and explores what the implications are for the way the Borough will develop.

**1.1.8** But the Core Strategy has a role beyond that of managing future development proposals. It looks at the Borough as a whole, and all the many agencies that affect the way places change, and sets out shared visions for use by all agencies in deciding the future direction of places.

**1.1.9** Thus, while the Core Strategy forms part of the Development Plan and is therefore central in assessing planning applications, it also has a much wider application than 'just' planning. The technical phrase used is that the Core Strategy should be the 'spatial expression of the Community Strategy', in other words, what is going to happen, when, and who will make it happen. It is the geographical expression of the Community Strategy, and as such is a corporate document guiding the future of the Borough, as influenced by a whole range of services offered by the Council and its partners.

## 1.2 Policy Framework

### National Legislation and Guidance

**1.2.1** The Core Strategy is prepared within a hierarchical framework of planning policy for England. At the top of the hierarchy are the various Planning Acts, and Policy Statements and Planning Policy Guidance Notes (PPS and PPG) issued by

the Government. Legislation requires local authorities to be consistent with national policies in preparing their plans. What this means is that as a general rule of thumb we should follow national policy but if there are good reasons why it is not appropriate for us, we can prepare our own policy, so long as we can justify our different approach. The Core Strategy takes account of Government guidance as set out in Planning Policy Guidance (PPG) and in Planning Policy Statements (PPS), but those of particular note to the Borough include PPS1 Delivering Sustainable Development; PPS 3 Housing; PPS 4 Planning for Sustainable Economic Development; PPS12 Local Spatial Planning; PPG15 Planning and the Historic Environment; PPG17 Sport and Recreation; PPS22 Renewable Energy and PPS25 Development and Flood Risk.

**1.2.2** In exercising our function of the preparation of development plan documents, we have two statutory duties: to contribute to the achievement of Sustainable Development, and the desirability of achieving good design.

**1.2.3** In addition, development plan documents (taken as a whole) must include policies designed to secure that the development and use of land contribute to the mitigation of, and adaptation to, climate change.

## The London Plan

**1.2.4** Below national policy sits the London Plan. This is prepared by the Mayor of London. Legislation requires us to be in 'general conformity' with the London Plan. This means that we should be in line with the London Plan, unless there are very strong circumstances to require a different approach. The London Plan forms part of the Development Plan for the Borough and provides the Spatial Development Strategy for Greater London.

**1.2.5** Currently, the Development Plan for the Borough comprises the Mayor's London Plan (consolidated with alterations since 2004) published in 2008 and the 'saved' policies of the Royal Borough of Kensington and Chelsea Unitary Development Plan (UDP). In due course the policies of the UDP will be superseded by the Local Development Framework. The list of 'saved' policies replaced by the Core Strategy is set out in Section 3.

**1.2.6** The London Plan establishes the strategic planning framework for the Royal Borough and sets a housing target of 3,500 new homes by 2016/17 (350 net additional dwellings per annum). It also sets a target for affordable housing provision that 50 per cent of provision should be affordable. It also designates the hierarchy of the Borough's town centres which includes international, district and local designations, and the Central Activities Zone (CAZ) which aims to strengthen the economic links between the Borough and the West End. The London Plan highlights, amongst other specific strategic priorities, the need for a range of workspaces of different types, sizes and costs, and with regard to the built environment, the promotion of worldclass architecture and design.

**1.2.7** In terms of integrating transport and development, the London Plan encourages patterns and forms of development that reduce the need to travel, especially by car, and seeks to improve public transport, walking and cycling capacity and accessibility. The Plan also seeks to ensure that open space is protected and that developments make the fullest contribution to the mitigation of, and adaptation to, climate change and to minimise emissions of carbon dioxide. It contains policies for promoting sustainable drainage and managing noise and air pollution which are particularly relevant to the Borough, and identifies that the Borough should provide additional land to manage the total apportionment figure for Municipal Solid Waste and commercial and industrial waste for 201,000 tonnes per annum by 2010, rising to 313,000 tonnes per annum by 2020.

**1.2.8** The Consultation draft replacement Plan, published in October 2009, proposes some changes that are particularly relevant to the Borough, principally the designation of Earl's Court and West Kensington and Kensal Canalside as Opportunity Areas. These are areas which have significant capacity to accommodate new housing, commercial and other development linked to existing or potential improvements to public transport accessibility.

**1.2.9** Other changes of note are to increase the supply of all housing in London so that the Borough ten year target is proposed to increase to 5,850 units between 2011 and 2021 (585 net additional dwellings per annum). There is also a greater emphasis on the design quality of new residential development alongside the introduction of minimum space standards. The 50% strategic affordable housing target is replaced by a flexible policy which

'seeks to maximise' affordable housing provision with an average target of 13,200 more affordable homes per year in the capital. In terms of planning obligations, priority is given to securing affordable housing, Crossrail and other transport improvements.

**1.2.10** There is greater flexibility in tackling climate change, the draft Plan proposing that 25% of the heat and power used in London should be generated through the use of decentralised energy systems by 2025. It also sets targets to minimise carbon dioxide emissions from all new major residential developments and non-domestic buildings which will have to be zero carbon after 2016 and 2019 respectively.

## Borough Policies and Strategies

**1.2.11** The Local Strategic Partnership <sup>(1)</sup> prepares the Community Strategy. In preparing the Core Strategy we have to ensure that the key spatial planning objectives for the Borough as set out in the LDF Core Strategy are in harmony with the Sustainable Community Strategy priorities. The Sustainable Community Strategy is delivered through a Local Area Agreement (LAA) that sets out improvement targets for the priorities of a local area. The Government intends that the spatial planning objectives, as set out in the Core Strategy, will be shared with the local priorities set out in the Sustainable Community Strategy so that both take full account of the spatial, social, economic and environmental issues of the area. The Core Strategy essentially forms a key delivery mechanism for the Local Area Agreement.

**1.2.12** The Community Strategy is structured around eight themes; 'Environment and Transport', 'Culture, Arts and Leisure', 'Safer Communities', 'Health and Social Care', 'Homes and Housing', 'Community, Equality and Inclusivity', 'Achieving Potential' and 'Work and Business'. Under each theme, the Community Strategy sets the overall goal, a description of the position in the Royal Borough relevant to the theme and a set of specific aims and objectives. Each section also draws out the strategic policies (as of December 2008) which support the delivery of a particular aim. The Community Strategy notes that the LDF has continued to develop, and that, therefore, the relationship between the two documents will be updated in future versions.

**1.2.13** The principal Community Strategy policies which are relevant to physical change in the Borough include: *protecting and enhancing the Borough's residential and historic character, services and amenities, parks and open spaces; continuously seeking to improve the Borough's streetscape; maintaining the Borough's built environment and heritage and ensuring that new buildings enhance the townscape.* However, there are many other aims that are also relevant including: *the creation of safer communities, improving quality and access to local healthcare, promote energy efficiency and tackle the causes of climate change and the provision of quality housing across all tenures.*

**1.2.14** Section 3, Chapter 44, sets out the relationship between the Core Strategy and the Community Strategy in more detail.

**1.2.15** The Council has also recently completed *The Royal Borough 2028* <sup>(2)</sup> - a long term look at the future of the Borough. This has informed the preparation of the Core Strategy. The project developed views of 'probable', 'possible' and 'preferred' futures for the Borough over the next 20 years and the outcome of the work included a Vision for 2028, built on a substantial evidence base, as well as a set of scenarios. The time horizons for the Core Strategy and *The Royal Borough 2028* have been aligned so that the Core Strategy can be sensitive to the changes that will occur over the next 20 years and the two documents can feed from each other. A key part of the Core Strategy is to set out contingencies for the future and to this end the 2028 project helps identify possible scenarios including the preferred future that the Council wishes to see.

## 1.3 The Content of the Core Strategy

### What should be in a Core Strategy?

**1.3.1** A Core Strategy should set out the key elements of the planning framework for the area. It should outline the long term spatial vision for the area, and the broad locations for delivering the housing and other strategic development needs such as employment, retail, leisure, community, essential public service, and transport development.

1 The Local Strategic Partnership brings together the public, private and community sectors to coordinate the contribution that each can make to a locality

2 *The Royal Borough 2028 A report for the Royal Borough of Kensington and Chelsea*



**1.3.2** In Government parlance, the Core Strategy should be 'spatial'. That is, it should go beyond matters of pure land use. It looks at the 'where' of things. It also brings together policy initiatives across a range of services of the Council and partner organisations in relation to a single place and sees if and how they relate. For example, are they mutually reinforcing or contradictory? Do they achieve the stated spatial ambitions for the place?

**1.3.3** The Core Strategy sets out Strategic Objectives which show how the Spatial Vision and other Council spatial strategies, such as the Community Strategy, will be delivered. The Strategic Objectives explain how the key issues will be addressed within the lifespan of the Core Strategy.

## Structure of the Core Strategy

**1.3.4** The Core Strategy for the Royal Borough is structured in three sections: the Spatial Strategy, the Delivery Strategy, and Supporting Information.

### Spatial Strategy

**1.3.5** This section sets out:

- The issues facing the Borough, the 'Spatial Portrait' (Chapter 2: Issues and Patterns);
- The locally distinct Vision for the Borough, with supporting Strategic Objectives, (Chapter 3: Building on Success);
- Where development is planned in broad terms (Chapter 4: Spatial Strategy);
- How it will affect 14 key places in the Borough (Chapters 5-18). These 14 places represent the place in the Borough that will be undergoing considerable change, and all of our district, major and international town centres. The exception to these categories is the Westway, which is included as a key component of the regeneration of North Kensington.

### Delivery Strategy

**1.3.6** This section sets out:

- Allocations and Designations (Section 2A). Strategic Site allocations are included in this plan. There is no requirement to include allocations in a Core Strategy. However, without the inclusion of these sites, demonstrating deliverability of the strategy set out in the first section of the plan would be

that much harder. In addition, this section sets out changes to the proposals map;

- Policies and Actions (Section 2B). This contains the policies that will be used in determining planning applications (Development Management), and other Corporate and Partner Actions that will deliver the objectives of the plan. As with Allocations, there is no requirement to include a full suite of Development Management policies in the Core Strategy. We included them because the strategic direction of the Core Strategy and the UDP are different, and thus many of the UDP policies needed to be replaced;
- Infrastructure (Section 2C), presented as a schedule. This schedule will be regularly reviewed as part of the Infrastructure Delivery Plan, and is included here as an indicator of current known infrastructure requirements;
- Monitoring, Risks and Contingencies (Section 2D), which sets out how we will monitor the plan, and what action we will take if things do not work out as envisaged.

### Supporting Information

**1.3.7** This contains the Housing Trajectory and related information, the schedule setting out which policies will be replaced from the UDP, and importantly, a glossary.

## Reading the Core Strategy

**1.3.8** The Core Strategy is a lengthy document. The regulations and Government guidance requires certain elements. However, we have chosen to include material beyond that required by Government.

**1.3.9** We have chosen to allocate strategic sites in this document. Because of the constrained opportunities for development in the Borough, it is much clearer to specific sites rather than simply 'broad locations'. It is unlikely that a further document will be produced dealing with other sites in the Borough. The vast majority of these additional sites are very small and allocation would therefore not be necessary. Development on such sites would be assessed on its own merits taking into account the relevant planning policies

**1.3.10** We have also chosen to include development management policies that are used to determine planning applications. This is unusual. This was the original intention when consultation started on the Core Strategy in 2004. We have

returned to this approach because of the number of detailed policies in the UDP that are no longer aligned with the strategic direction of the Core Strategy. It was not appropriate to have a policy vacuum. We therefore took the view that, for our residents, it was more user friendly for all development management topics to be included to a similar level of detail. The vast majority of UDP policies are therefore replaced, although some of the very detailed policies remain awaiting subsequent Supplementary Planning Documents, which has lead the Council to include Development Management Policies within the Core Strategy.

**1.3.11** In addition, our approach to ensuring the plan is spatial - our places - has required a level of detail that may not be required in other boroughs.

**1.3.12** However, we consider that the length of the document is appropriate given the fact that we wish to give some detail as to how the strategic policies will be implemented. The Core Strategy is a spatial plan which is concerned with place shaping and delivery. The Borough has a number of complex issues that requires effective policy mechanisms to ensure the Core Strategy vision is implemented on a day to day basis.

### Future Documents

**1.3.13** Separate Development Plan Documents will be produced for Gypsies and Travellers and for Waste, setting out the Council's policies. There is also likely to be further work on how flooding can be prevented in the Borough. However, the main focus will be on areas of significant change, and to this end planning frameworks will be produced for Kensal, and Earl's Court, as Supplementary Planning Documents, supporting the strategic allocation in this plan, and as an Area Action Plan (DPD) for Latimer, where specific sites for housing regeneration are yet to be identified.

**1.3.14** The timetable for the preparation of specific planning documents is set out in our Local Development Scheme, which is publicly available and has been the subject of consultation in its own right. Our previous Local Development Scheme noted that we were considering whether to pursue separate Development Management and Site Allocations DPDs. Having taken the view that Development Management policies are to be included in this plan, and the change in Government guidance facilitating the inclusion of strategic sites, we no longer plan to do Development Management and Site Allocation

DPDs, but instead to move to a topic and area based approach. The LDS has been updated to address this.

**1.3.15** Finally, the level of detail on the Proposals Map is considerably more than that provided within the Unitary Development Plan. The opportunity has been taken to update the map and add a number of existing designations which were not included. Hopefully, it will provide more clarity to spatial planning within the Borough.

# Chapter 2 Issues and Patterns: Our Spatial Portrait

## Spatial Portrait

### 2.1 Introduction

**2.1.1** For many people, the Royal Borough is seen as the best place to live in London. There are many factors that contribute to its success, but two are of particular importance, both of which derive from its location close to, but not in, central London.

**2.1.2** First, the legacy of fine Georgian, Victorian and Edwardian streets and buildings, built as fashionable suburbs of central London. This built form is, by the standards of much of the twentieth century, both high density, and very high quality.

**2.1.3** Second, the fine grained mix of uses gives the Borough its character and vitality, which also means, because of the high density of population, that the vast majority of residents have local shops and services within a 5 minute walk of home. But the Borough also supports world class town centres, museums and hospitals that give the Borough its international and national reputation. These attract large numbers of visitors from well beyond the Borough boundary, reflecting the location close to, but not in, central London. The Borough is anything but a 'residential suburb'. This mixture of uses adds so much to the quality of residents' lives.

**2.1.4** This chapter sets out an analysis of different issues in the Borough, to establish spatial patterns and common themes, to inform the shaping of the *Vision and Strategic Objectives* (See Chapter 3). It draws heavily on *The Picture of Our Community* (2005 and 2008), a companion guide to the Community Strategy. All details and maps have been drawn from this unless otherwise stated.

### 2.2 Analysis

#### Demographics

**2.2.1** The population of the Borough is about 180,000. This is expected to grow to over 200,000 over the next 20 years.

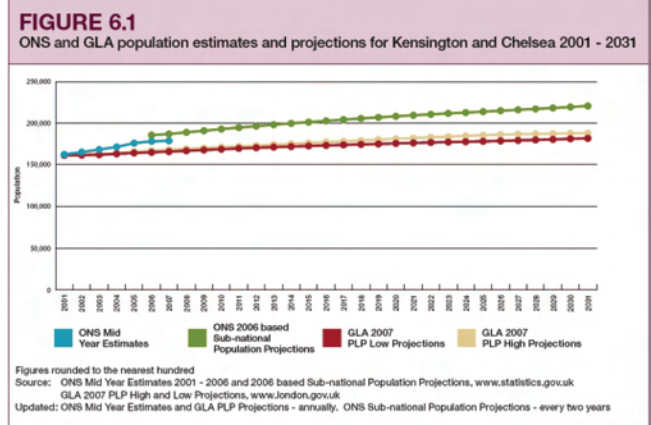


Figure Number relates to "A picture of our community"

**2.2.2** During that time, the population is expected to get older – but it is still projected that the vast majority of residents will be of working age, between 20 and 50.

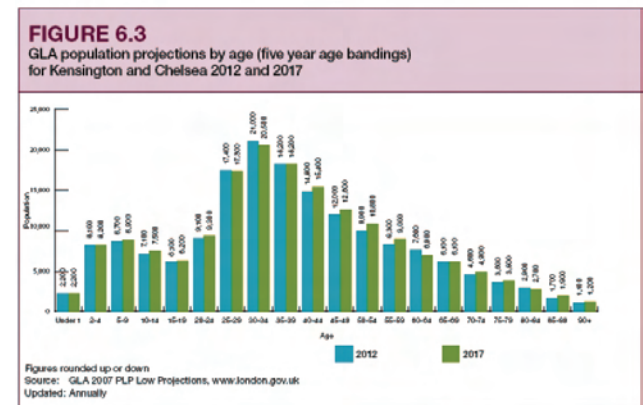
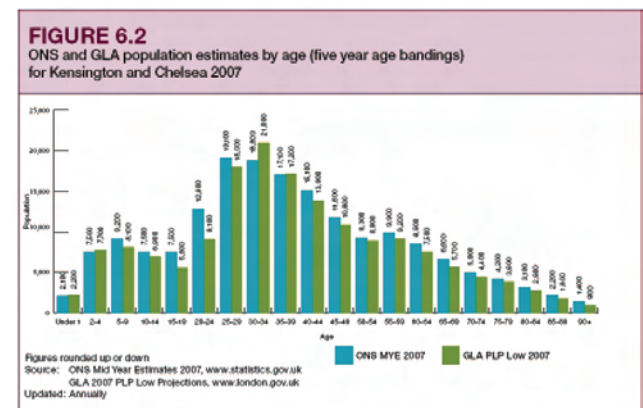
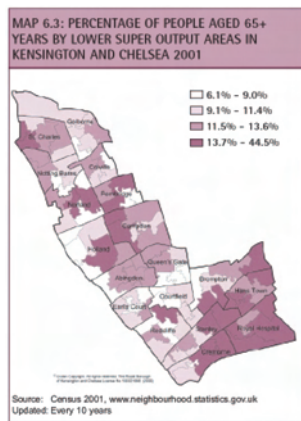
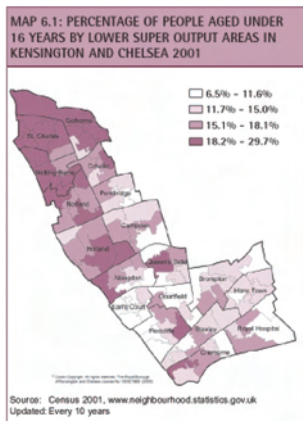


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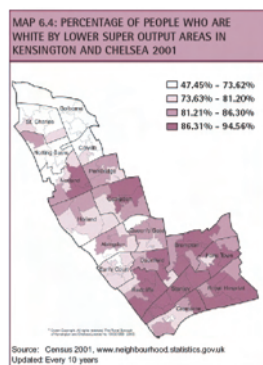
**2.2.3** However, the picture varies spatially. There are higher concentrations of under 16 year olds in the north and higher concentrations of the working age population in the wards of Queen's Gate and Earl's Court. The older population are more likely to be living in the far south.





Numbers relate to "A picture of our community"

**2.2.4** In terms of place of birth, the Borough is very diverse. Only just over half (55%) of the population is born in the UK. The rest are made up of about 20% from other parts of Europe, 6% from Africa, nearly 10% from Asia, over 8% from the Americas, and just over 2% from Australasia. But, as with other statistics, this varies spatially.



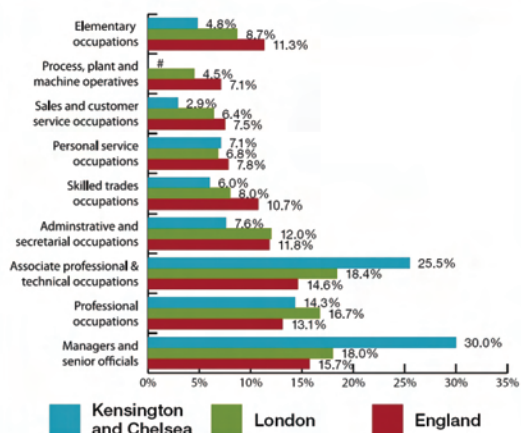
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## Income

**2.2.5** Both Kensington and Chelsea are well known as exclusive areas in which to live. A disproportionate number of residents are from professional and managerial occupations, and, similarly, incomes are also higher than average. Nearly 40% of Borough residents possess a university degree.

**FIGURE 8.2**

Employment by occupation for Kensington and Chelsea, London and England January 2007 - December 2007



Figures rounded up or down

# Sample size too small for reliable estimate

Source: ONS Annual Population Survey, sourced from Nomis  
www.nomisweb.co.uk

Updated: Quarterly

Figure Number relates to "A picture of our community"

**FIGURE 8.3**

Distribution of gross annual household incomes in Kensington and Chelsea, London and Great Britain 2007

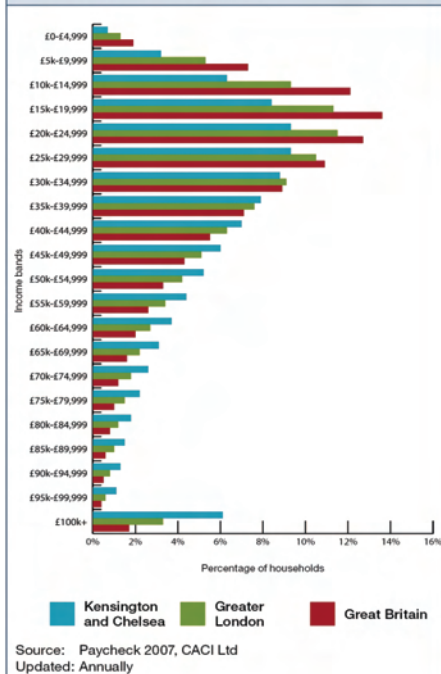


Figure Number relates to "A picture of our community"

**2.2.6** However, when looked at spatially, it can be seen that household income varies considerably, with many residents in the north of

the Borough having income levels below £20,000 per annum, and, as might be expected, much higher levels of benefit claims.

Unemployment in the Royal Borough is 5.5%, which although being slightly higher than the national average (5.4%), is under the London average of 6.8%.

However at 29.4%, Economic Activity is however higher than both the London and England averages at 25% and 21.4% respectively.

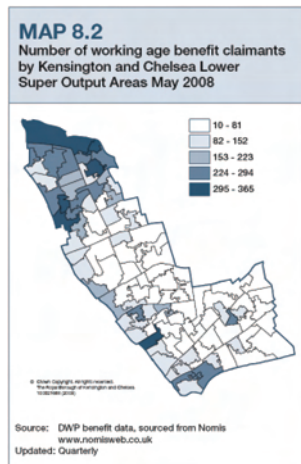
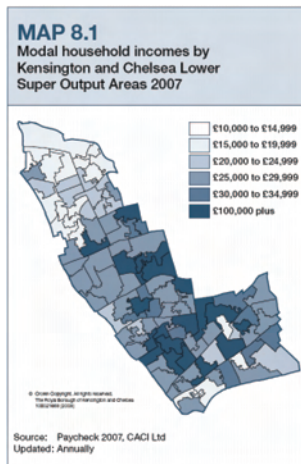


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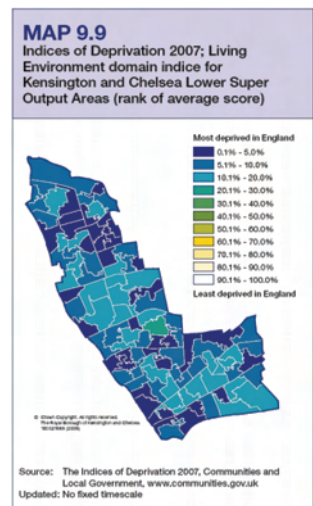
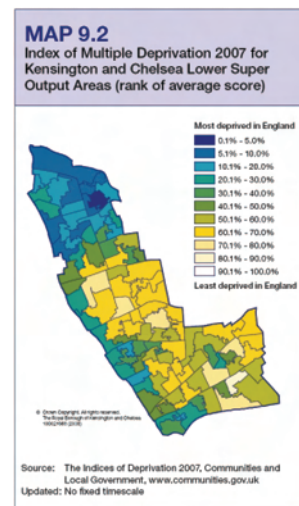
## Deprivation

**2.2.7** The Index of Multiple Deprivation combines a number of factors such as income, employment, health and disability, education, housing, living environment and crime. The scores are ranked to compare the levels of deprivation nationally.

**2.2.8** Part of the Golborne area of North Kensington falls within the top 5% of one of the most deprived areas nationally, and large parts of the north are within the top 10% of the most deprived.

**2.2.9** The deprivation in the north is long standing, dating back to the time the original Victorian development took place.

**2.2.10** It might be a surprise to note that only one area of the Borough is within the top 10% least deprived nationally. This is in large part due to the 'living environment' component of the index of multiple deprivation. This looks at factors such as air quality, on which the Borough scores poorly.



Numbers relate to "A picture of our community"

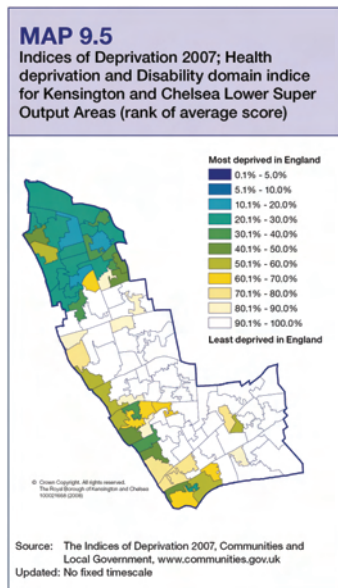
## Health

**2.2.11** Life expectancy in Kensington & Chelsea is the highest in the country for females and third highest for males, at 87.20 years and 83.10 years respectively. This represents an average life expectancy of nearly 6 years more than the national average<sup>(3)</sup>. But this statistic masks a significant difference across the Borough. People living in the healthiest wards have an average life expectancy of over 10 years more than those in the least healthy wards



Numbers relate to "A picture of our community"





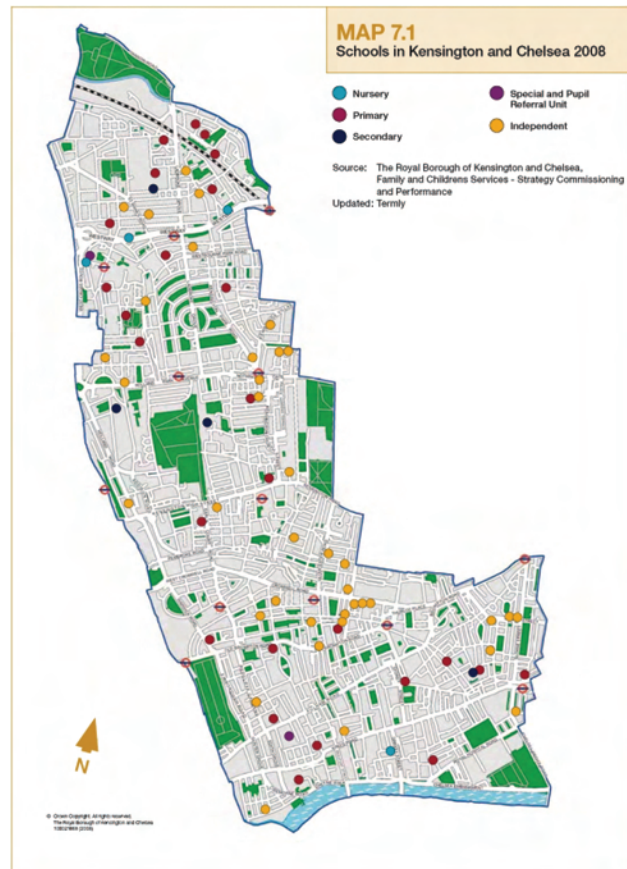
NB: This map has been added to this iteration

**2.2.12** Access to General Practitioner surgeries is good across the Borough, with nearly 85% of the borough being within 10 minutes walk of a GP.

**2.2.13** The Borough also has some high quality hospitals, including the Royal Marsden, and Chelsea and Westminster. These have a national role as well as serving local residents. Both are located in Chelsea. The north of the borough is served by St Charles Hospital, a local facility.

## Education

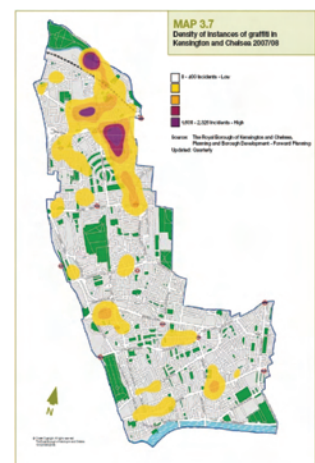
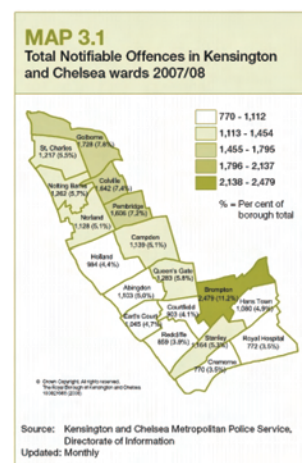
**2.2.14** The Borough is well provided with primary schools, including many in the independent sector (see map 7.1). There is a state primary school within a 10 minute walk of 93% of the Borough. There are however, insufficient state secondary schools to meet the demand. 23% of our pupils are 'exported' to schools in other boroughs.



Number relates to "A picture of our community"

## Crime

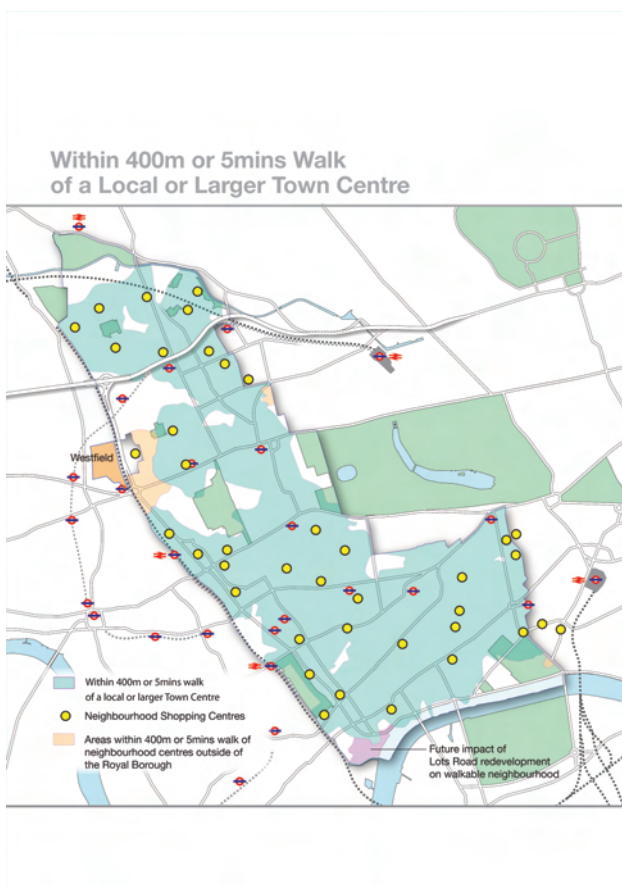
**2.2.15** Different types of crime show different spatial patterns. Map 3.1 shows Total Notifiable Offences, with the highest number of offences in Brompton ward. By contrast, possession of drugs, personal robbery and snatch offences are highest in Golborne and Colville wards. Residential burglaries are highest in St Charles and Redcliffe wards. Graffiti is most marked at the top end of Portobello Road by the Westway.



## Shopping

**2.2.16** Nearly 75% of the Borough is within a 5 minute walk of day-to-day shopping facilities. There are however, a number of areas which lie outside a 5 minute (400m or 440yard) walk of local facilities. These are; the very south of the borough along the Thames, along the western boundary with the London Borough of Hammersmith and Fulham, and in the far north.

**2.2.17** In addition to the Neighbourhood Centres, there are 10 larger centres in the Borough: Knightsbridge is an International Centre (and is also located in the GLA's Central Activities Zone), Kensington High Street and King's Road East are Major Centres, South Kensington, Notting Hill Gate, Brompton Cross, Fulham Road and King's Road West are District Centres and Portobello Road and Westbourne Grove are Special District Centres. These centres attract people to the Borough and serve a pan-London or greater function, but they also provide a valuable role in serving the day-to-day needs of local residents. The majority of larger centres are located in the south and east of the Borough.



**2.2.18** Retail is the number one reason why people visit the borough, topping the South Kensington Museums for visitor numbers <sup>(4)</sup>.

## Employment

**2.2.19** A large proportion of the jobs within the Borough are within the service industry and are relatively low paid – the largest sectors for employment are retail, real estate/business activities and hotel/restaurants. This is in contrast to the occupations of the residents of the borough highlighted above.

**FIGURE 8.7**

**Employment by sector in Kensington and Chelsea, London and England 2006**

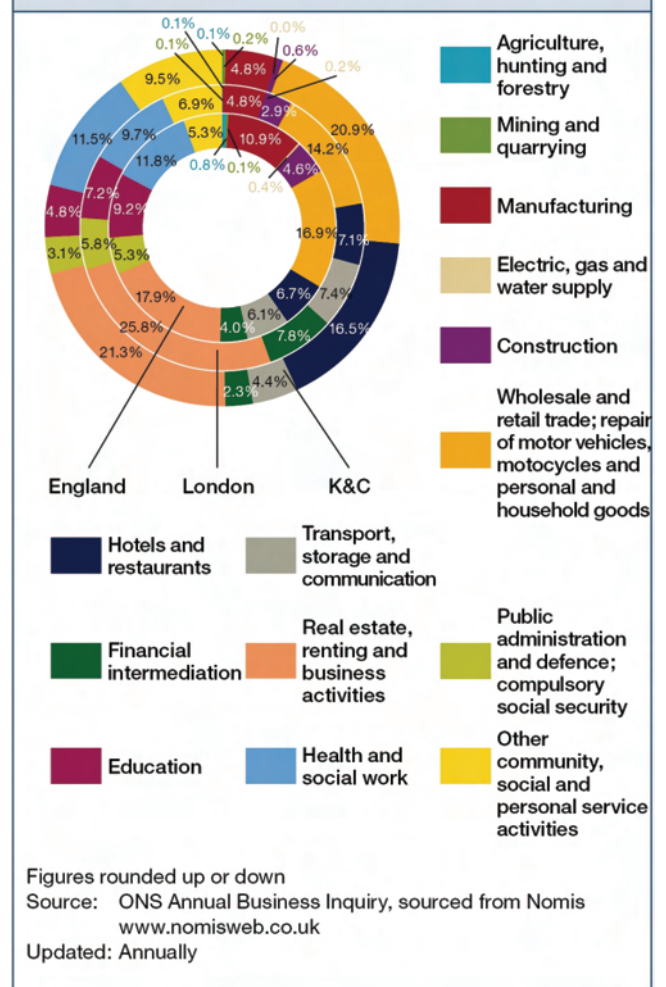


Figure Number relates to "A picture of our community"

**2.2.20** The Borough has relatively few large employers. Instead, it has a wealth of small businesses. Over three quarters of businesses in



the borough have under 5 employees, and these small businesses account for a sixth of the total number of jobs in the Borough.

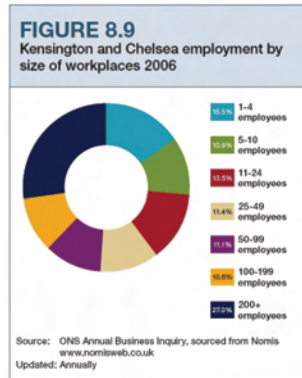
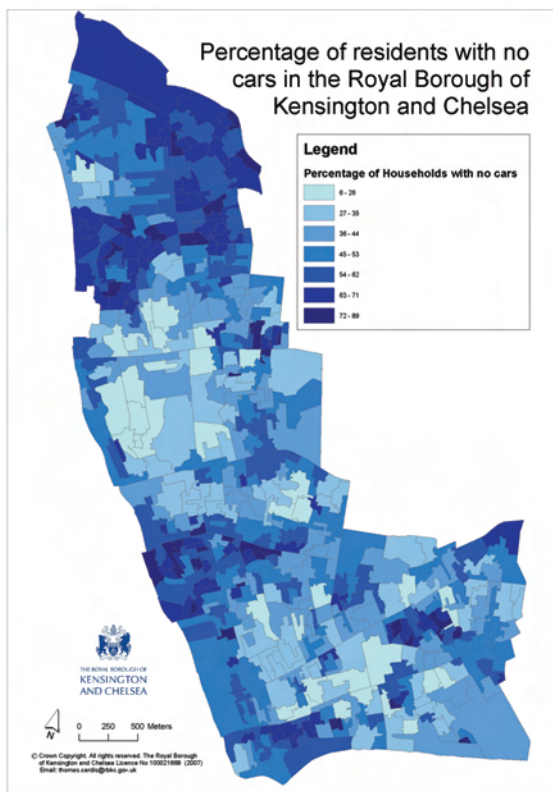


Figure Numbers relate to "A picture of our community"

## Transport

**2.2.21** Car ownership is well below the national average. Fewer than 50% of households own a car. Walking and cycling are above average, Our residents walk and cycle more than the London average <sup>(5)</sup>, reflecting not only the lower car ownership, but also the availability of pleasant high quality quiet 'side roads' for many journeys.



Number relates to "A picture of our community"

**2.2.22** Because of the shortage of on and off-street residential parking in the Borough, the Council has encouraged car clubs.

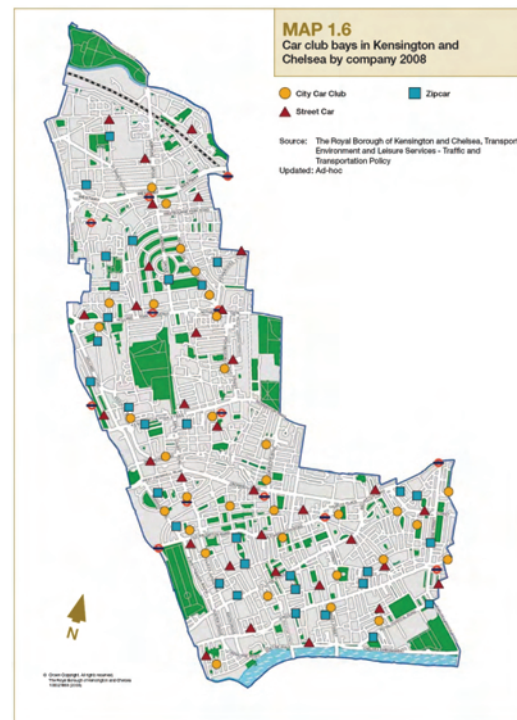


Figure Number relates to "A picture of our community"

**2.2.23** The vast majority of the main roads run east-west through the Borough, reflecting the Borough's location on the edge of, but not in central London, and the historical development of the Borough as a series of suburbs primarily serving central London. There are no obvious north-south routes, beyond Ladbroke Grove and Kensington Church Street. Holland Walk provides an attractive pedestrian north-south link through the middle of the Borough, linking Holland Park Avenue and Kensington High Street.

**2.2.24** The Underground network reflects this east-west geography, with the Central, Circle, District and Piccadilly lines together servicing central Kensington and northern Chelsea, and the Hammersmith and City line serving North Kensington. North - south movement on the Underground (apart from High Street Kensington to Notting Hill Gate) is not possible.

**2.2.25** Figure 1.5 shows the numbers using the different Underground stations. South Kensington is the busiest station, and is one of the busiest on the Underground network as a whole.

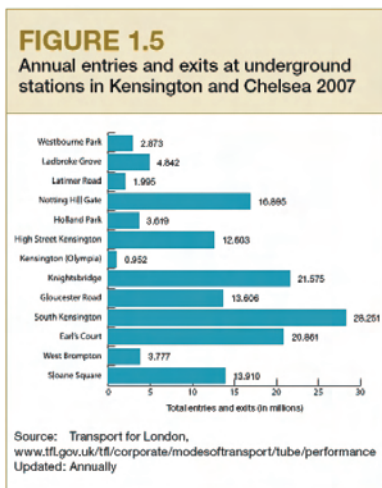


Figure Number relates to "A picture of our community"

**2.2.26** North-south movement is facilitated by the West London Line, running down the western boundary of the Borough. There are existing stations at Olympia and West Brompton and a new station – Imperial Wharf – will shortly be opening to serve the far south west of the Borough, in the London Borough of Hammersmith and Fulham. However, there is no station in North Kensington on this line.

**2.2.27** There are no mainline rail termini in the Borough. Paddington and Victoria lie a kilometre or so to the east, in the City of Westminster.

**2.2.28** If a journey starts or ends at Kensington High Street, there are a wealth of buses taking north-south routes. However, there are only three services that extend both north and south of Kensington High Street.

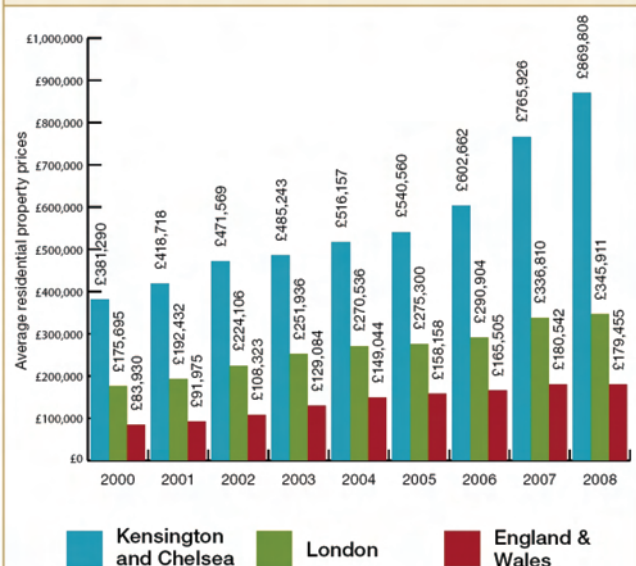
- The No 70 from Acton passes down Ladbroke Grove and Portobello Road, through Kensington High Street and terminates at South Kensington.
- The No 328 from Golders Green passes Westbourne Park, through Kensington High Street and Earl's Court to Chelsea
- The No 452 from Kensal Rise passes along Ladbroke Grove, through Kensington High Street to Sloane Square and on to Wandsworth Road.

**2.2.29** Looking at Public Transport Accessibility Levels as a whole (see map on page 160), they vary from 'excellent' around Notting Hill Gate and South Kensington, to 'poor' or 'very poor' in the far south and north west of the Borough.

## Housing

**2.2.30** Land prices in the Royal Borough are very high, resulting in the highest house prices in England. Figure 5.2 shows prices in the Borough relative to those in London, and England and Wales as a whole. These show that demand for private sector housing in the Borough is insatiable and, given the relatively little development land available, can never be met. For that reason, we need to make the best use of the sites that we have, whilst ensuring schemes fit into their surroundings. The recession in 2009/2010 will clearly have caused prices to fall somewhat, although this is relative to the life of plan.

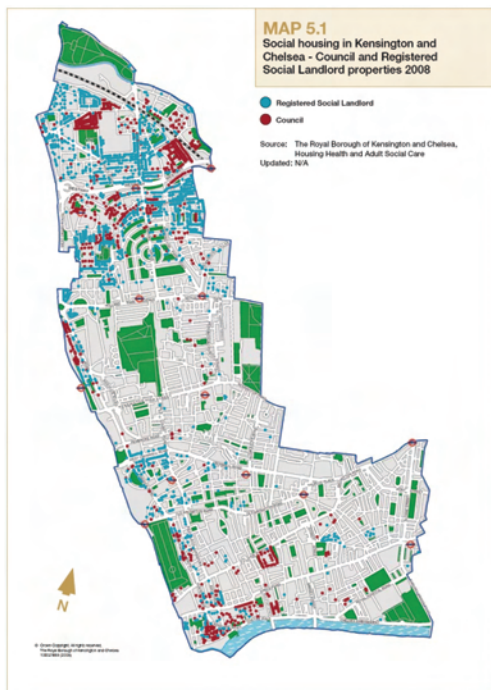
**FIGURE 5.2**  
Average residential property prices in Kensington and Chelsea, London and England and Wales 2000 - 2008\*



\*Data illustrated for the 1st of June each year  
Source: Land Registry House Price Index, [www.landregistry.gov.uk](http://www.landregistry.gov.uk)  
Updated: Monthly

Figure Number relates to "A picture of our community"

**2.2.31** Map 5.1 shows the distribution of social rented homes. There is a clear concentration in the north, where most wards have less than 50% owner occupation, and a third have less than 20% owner occupation.



Number relates to "A picture of our community"

**2.2.32** Owner occupation is low across the Borough as a whole. The private rental sector is unusually large. This reflects both the traditional role that the Borough has played in the London housing market - a place to rent a flat when people arrive in London - as well as the particular demographic structure with 80% of households being one or two person households. Linked to this, it is estimated that 20% of the population of the Borough change every year.

**2.2.33** There are currently (2009) 86,116 residential dwellings in the Borough of which over 80% are in the form of flats<sup>(6)</sup>. Across all tenures about 70% of the housing stock comprises of homes with one or two bedrooms, the vast majority of these being flats. However, in terms of market housing the majority of demand (measured against supply) is for family units of three or more bedrooms<sup>(7)</sup>.

**2.2.34** The current house building target, from the London Plan, is 3,500 houses to 2016/17. Annualised to 350 a year. The nature of sites within the Borough is such that there are many small sites and very few larger sites. House building rates, when reported on an annual basis, thus have peaks and troughs. A study of the capacity of the Borough has just been completed as part of a London-wide study<sup>(8)</sup>. It indicates that there will be greater

capacity over the next 20 years than previously projected, because of the larger sites now identified in the Borough. The target in the next London Plan will increase as a result.

**2.2.35** As with many boroughs, a key issue with housing is the state of the finances in the Housing Revenue Account. This is the account for the maintenance of Council owned housing within the Borough and there are clear restrictions in law about cross subsidising this account with other Council revenue streams. The Housing Revenue Account is projected to be in deficit in the future, and different options to address this issue are being assessed through the Council's Housing Stock Options Review. One of the options being explored is housing estate renewal - where existing social rented homes are rebuilt, funded in part or in whole by additional private sector housing at an increased density.

## Built Environment

**2.2.36** For 300 years, Kensington and Chelsea has been one of the most desirable places to live in London, ever since a private country house was acquired by the Monarchs, William and Mary, and adapted for Royal residence by Sir Christopher Wren in the 1700s. Kensington can claim a pre-eminent position in the hierarchy of the Victorian metropolis, not only as the home to Queen Victoria in her early days, but also because of the lasting legacy of houses, churches, museums and other public buildings which arose during her reign. As a consequence Kensington and Chelsea grew throughout the 19th Century to provide homes for the newly wealthy middle and upper classes.

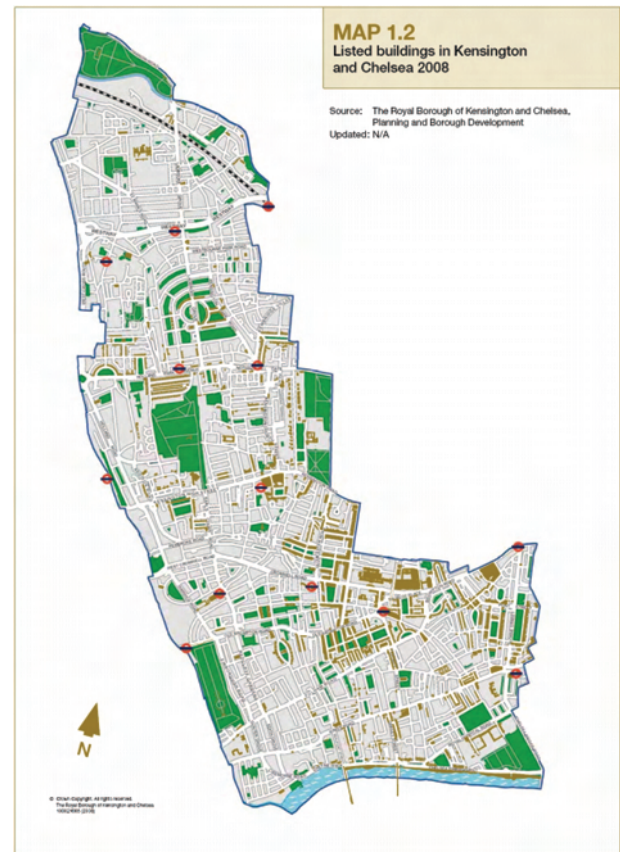
**2.2.37** This period of growth has left us with a legacy of Georgian and Victorian terraces laid out in a network of streets, often including garden squares, of the highest quality. The Edwardian period saw a shift away from town houses to the mansion block, allowing buildings to be slightly taller and thus, as we see today, higher density. The same principles of street-based architecture with the town house endured with the mansion block. The two principal building types are combined in a rich mix where neither one nor the other predominates over very large areas.

6 2001 Census

7 Strategic Housing Market Assessment, prepared by Fordhams for RBKC, 2009

8 Strategic Housing Land Availability Assessment, 2009



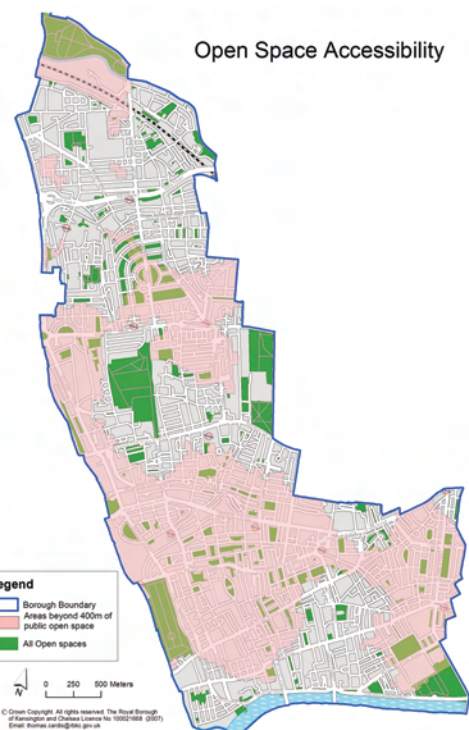


Numbers relate to "A picture of our community"

**2.2.38** Consequently, the built environment is one of the finest in the Country with over 4,000 listed buildings in the Borough and over 70% of the Borough being within a conservation area, including some of metropolitan importance such as the Thames, Royal Hospital and South Kensington Museums conservation areas.

**2.2.39** However, away from the Borough's traditional central belt, there are many examples of twentieth century estate developments. These have a varying degree of success. Erno Goldfinger's Trellick Tower for example, is a much loved icon. However, certain estates (such as Lancaster West and Silchester in the Latimer area, and the World's End Estate in the south west) have become isolated from the rest of the Borough with residents often being deficient of local facilities.

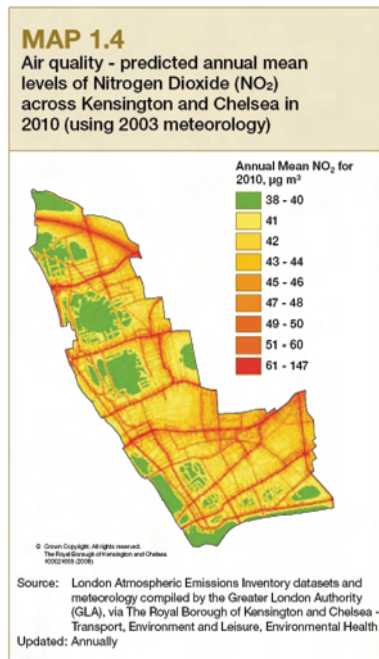
**2.2.40** The Georgian legacy in the Borough has left us with a tremendous number of garden squares. These are communal spaces enjoyed by the surrounding properties, but their construction has also resulted in a lack of public open and playable space in some parts the Borough. This however, is counter-balanced somewhat by Holland Park and Kensington Gardens which act as the Borough's primary public open spaces.



## Natural Environment

**2.2.41** The whole Borough is designated as an Air Quality Management Area. The primary sources of air pollution are vehicular traffic and diesel trains.

The main railway line out of Paddington is a principal source of air pollution in the north of the Borough, but a number of the Borough's roads also produce significant air pollution, such as the Cromwell Road and the Earl's Court one way system.



Number relates to "A picture of our community"

**2.2.42** Potential flooding from the River Thames would affect areas along the embankment, but most of the Borough is not under threat<sup>(9)</sup>. There have however, been two events of sewer flooding caused by the Counters Creek combined sewer and storm water drain, which runs down the western boundary with the London Borough of Hammersmith and Fulham. This has insufficient capacity in extreme storm events<sup>(10)</sup>.

**2.2.43** In terms of carbon dioxide emissions, in 2006 the Borough's per capita emissions of 8.21 tonnes per annum was close to the national average of 8.78 tonnes, and above the London average of 6.6 tonnes of CO<sub>2</sub><sup>(11)</sup>

## Waste

**2.2.44** Nearly all of the Borough's waste is transported by barge from Wandsworth by the Western Riverside Waste Authority. Just under 28% of our household waste is recycled, which is below the London average of 35%<sup>(12)</sup>.

## 2.3 Spatial Patterns and Common Issues

### Key Characteristics

**2.3.1** The most obvious conclusion that can be drawn from examining the characteristics that have been outlined is that the Borough is hugely **successful**. It has a high quality built environment, a number of places that are international or national destinations and a highly educated population with high income levels. To an extent, the issues and challenges are the result of the Borough being the victim of its own success – property prices being the prime example of that. There is no risk however, that the Council is complacent. It is not a matter of simply maintaining excellence, but seeking continual improvement.

**2.3.2** It should also be noted that the Borough is predominantly **residential**. It has important town centres, but none of the 'core' commercial activities associated with mainline stations or the centre of London. Behind the roads with heavy traffic travelling in and out of central London, much of the Borough is tranquil, with high levels of residential amenity. Many people would say that Kensington and Chelsea are the best places in which to live in London.

### Broad Spatial Patterns

**2.3.3** In terms of spatial patterns, there is one overwhelming pattern – the differentials between the **north and the rest of the Borough**. This is shown in a whole range of characteristics, from the distribution of social rented housing, through the index of deprivation, differences in health and life expectancy, to the distribution of conservation areas and car clubs, income and age profiles. The north of the Borough is a persistent area of deprivation which extends into the neighbouring London Boroughs of Brent, Hammersmith and Fulham, and into the City of Westminster.

**2.3.4** A less pronounced spatial cluster is the principal town centres and destinations of national and international reputation. Most of these are in the south and east of the borough. Visitors to the Borough are attracted to these places. They are important both for jobs and for the quality of life that they give to residents.

9 Strategic Flood Risk Assessment 2008

10 See also map 17 of the Strategic Flood Risk Assessment

11 Department for Food and Rural Affairs, Environmental Statistics / AEA September 2007/8.

12 DEFRA (2007/2008)

## Strategic Issues

**2.3.5** One of the principal issues that the Borough faces is the value of land and property, stimulated by the insatiable appetite for residential accommodation. A key feature of the Borough is the quality of life that is provided by the rich mix of land uses, closely mixed within the residential areas. Protecting other land uses on a finely grained basis is thus a vital issue to be addressed by the strategy.

**2.3.6** This is important at two levels. There is the **local level** of day to day living – shops, GPs, schools and other social and community facilities. Without these day to day facilities at a local level, the Borough would become a residential dormitory without a sense of community. Keeping Central London 'at bay' and allowing 'normal' residential community activities to flourish, was a key issue identified in the consultation in the preparation of the Core Strategy. It is also clear that a new academy for the communities of North Kensington is needed.

**2.3.7** The second level is that of the **vitality** of town centres – many of which are important to the long term success of the Borough – as well as cultural activities and employment. The number of visitors from outside the Borough that support these activities means that the facilities available to residents is much richer, and enhances their quality of life. Consultation during the preparation of the Core Strategy also identified this as an important issue, with a particular emphasis of enabling people who live in the Borough to work here, especially in finding premises for small businesses.

**2.3.8** **Housing** provision was also identified as an important element in the public consultation. The Borough can never meet the pent up demand for housing. Even if there were capacity for significant new development, it would be unlikely to have any obvious impact on the overall price of houses. Land prices mean that achieving Intermediate housing<sup>(13)</sup> is a particular challenge.

**2.3.9** There is also pressure for 'exclusive' (in other words gated) communities to meet a particular part of the Kensington and Chelsea market. This however, would have wider long term impacts, resulting in a more divided society.

**2.3.10** While the price and number of houses is an important characteristic, the principal issue that the strategy can take steps to address is to ensure that as much social rented housing is provided from the new stock as possible. New housing also needs to be provided in a way which achieves **diversity** at a local level, with different types of housing integrated with one another.

**2.3.11** Another key issue is the predominance of the main transport infrastructure running east-west and the difficulty of moving north-south. There is also an issue in North Kensington, where rail infrastructure has created significant barriers to movement, but brings no access benefits because of the lack of local stations.

**2.3.12** Compared with other parts of London, the Borough might be considered to be well served by public transport. However, within the Borough there are large differences. Much of the centre and south of the Borough has high levels of public transport accessibility (PTAL). This is due to the original pattern of the underground and bus networks and the density of development and network of local centres reflects this. However, large parts of North Kensington and parts of South West Chelsea have relatively poor public transport accessibility.

**2.3.13** Vehicular traffic also has a significant impact on our street environments, both in terms of its effect on the quality of the pedestrian and cycling environment, but also in terms of air quality. Measures to improve other **travel choices** so that car dependency is reduced is thus an important issue to be addressed in the strategy, and one reflected in public consultation.

**2.3.14** The built environment is central to the identity and success of the Borough. Passing this **legacy** to future generations is thus an important issue the strategy must address. But so too is ensuring new developments are of equivalent quality.

**2.3.15** One strong characteristic of the built environment of the Borough is the structure and quality of the street environment. For such a high density area, the Borough is remarkably green, with a significant contribution made by garden squares and street trees. There is limited public open space, but the Borough's tradition of communal external space, such as garden squares, compensates for this. Maintaining the quality of the

13 Intermediate housing includes tenures such as shared ownership, where the occupier buys part of the property and rents the remainder.



**public realm**, including repairing the street network in areas that have become fragmented, is important.

**2.3.16** The preservation and enhancement of the historic environment, achieving high quality new developments and having a high quality streetscape are all very high priorities for our residents. This is reflected not only in the comments from the earlier consultation drafts of the Core Strategy, but in the number and level of activity of the residents' amenity societies.

**2.3.17** Another important issue to emerge from the consultation was concern for the overall environmental footprint of the Borough. The carbon emissions of the Borough are among London's highest, our air quality is poor, and we have complex issues to resolve regarding flooding. Bringing our activities within the **limits of the environment** is the final strategic issue to be addressed in the Core Strategy.

**2.3.18** These broad spatial patterns and strategic issues are summarised at the beginning of the next chapter, and underpin the Vision and Strategic Objectives of the Core Strategy.

## Conclusions

**2.3.19** It can be seen that the key issues and broad spatial patterns present four components that must drive the direction of the Core Strategy.

1. That the Borough is, by and large, **successful** in many aspects, but we must not be complacent, and must continue to build on that success across the Borough.
2. That **North Kensington** has a unique set of issues that require an integrated approach to its **regeneration**.
3. That there are many places within the borough that have **national and international reputations** relating to culture and retail, which need to be enhanced. Spatially, the main destinations tend to cluster in the south and east of the Borough.
4. That the Borough is largely **residential**, and a place where there is a high demand for housing. Arguably, the Borough is the best place to live in London, and maintaining that 'market position' is important. Central to that market position is a high quality of life.

**2.3.20** In addition, five strategic issues have been identified which need to be addressed if the four components above are to be successfully tackled.

1. Protecting **local uses** and those that are important to the **vitality** of the Borough from potential loss to the higher values commanded by residential land uses.
2. Improving **travel choices** to reduce car dependency, including getting better access onto the existing rail infrastructure.
3. Protecting the high quality historic environment and ensuring new developments are of equivalent quality, so that we pass on a **legacy** to future generations, including quality within the **public realm**.
4. Providing for new **residential** development in a way which **diversifies** tenure patterns and house sizes.
5. Reducing the environmental impacts of everyday activities in the Borough to better fit within **environmental limits**.



# Chapter 3 Building on Success: Our Vision and Strategic Objectives

## *Vision and Strategic Objectives*

### 3.1 Introduction

**3.1.1** Chapter 2 explored the issues and patterns of the Borough, and identified key characteristics, broad spatial patterns and strategic issues that the Core Strategy should address. These are summarised here.

#### Key Characteristics

**3.1.2** Two key characteristics were identified in Chapter 2.

**3.1.3** That the Borough is, by and large, **successful** in many aspects, but we must not be complacent and must continue to build on that success across the Borough.

**3.1.4** That the Borough is largely **residential**, and a place where there is a high demand for housing. Arguably, the Borough is the best place to live in London, and maintaining that 'market position' is important. Central to that market position is a high quality of life.

#### Broad Spatial Patterns

**3.1.5** In looking at broad spatial patterns, it was identified that:

**3.1.6** **North Kensington** has a unique set of issues that require an integrated approach to its **regeneration** to secure better transport, better housing and better social infrastructure which will together have a positive influence on deprivation and both physical and mental health;

**3.1.7** There are many places within the borough that have **national and international reputations** relating to culture and retail, which need to be enhanced. Spatially, the main destinations tend to cluster in the south and east of the Borough.

#### Strategic Issues

**3.1.8** Chapter 2 also considered what were the strategic issues that would need to be addressed to underpin the Borough's continued success. Five were identified.

**3.1.9** Protecting **local uses** and those that are important to the **vitality** of the Borough from potential loss to the higher values commanded by residential land uses.

**3.1.10** Improving **travel choices** to reduce car dependency, including getting better access onto the existing rail infrastructure.

**3.1.11** Protecting the high quality historic environment and ensuring new developments are of equivalent quality, so that we pass on a **legacy** to future generations, including quality within the **public realm**.

**3.1.12** Providing for new **residential** development in a way which **diversifies** tenure patterns and house sizes.

**3.1.13** Reducing the environmental impacts of everyday activities in the Borough to better fit within **environmental limits**.

**3.1.14** These key characteristics, broad spatial patterns, and strategic issues underpin the Vision that has been developed for the Borough.

### 3.2 Vision

**3.2.1** The vision for the Royal Borough is set out on the following page.

## CV 1

**Vision for the Royal Borough: Building on Success**

Our vision for Kensington and Chelsea over the next 20 years is to **build on success**. To further develop the strong and varied sense of place of the Borough, we will, in partnership with other organisations, and importantly with our residents:

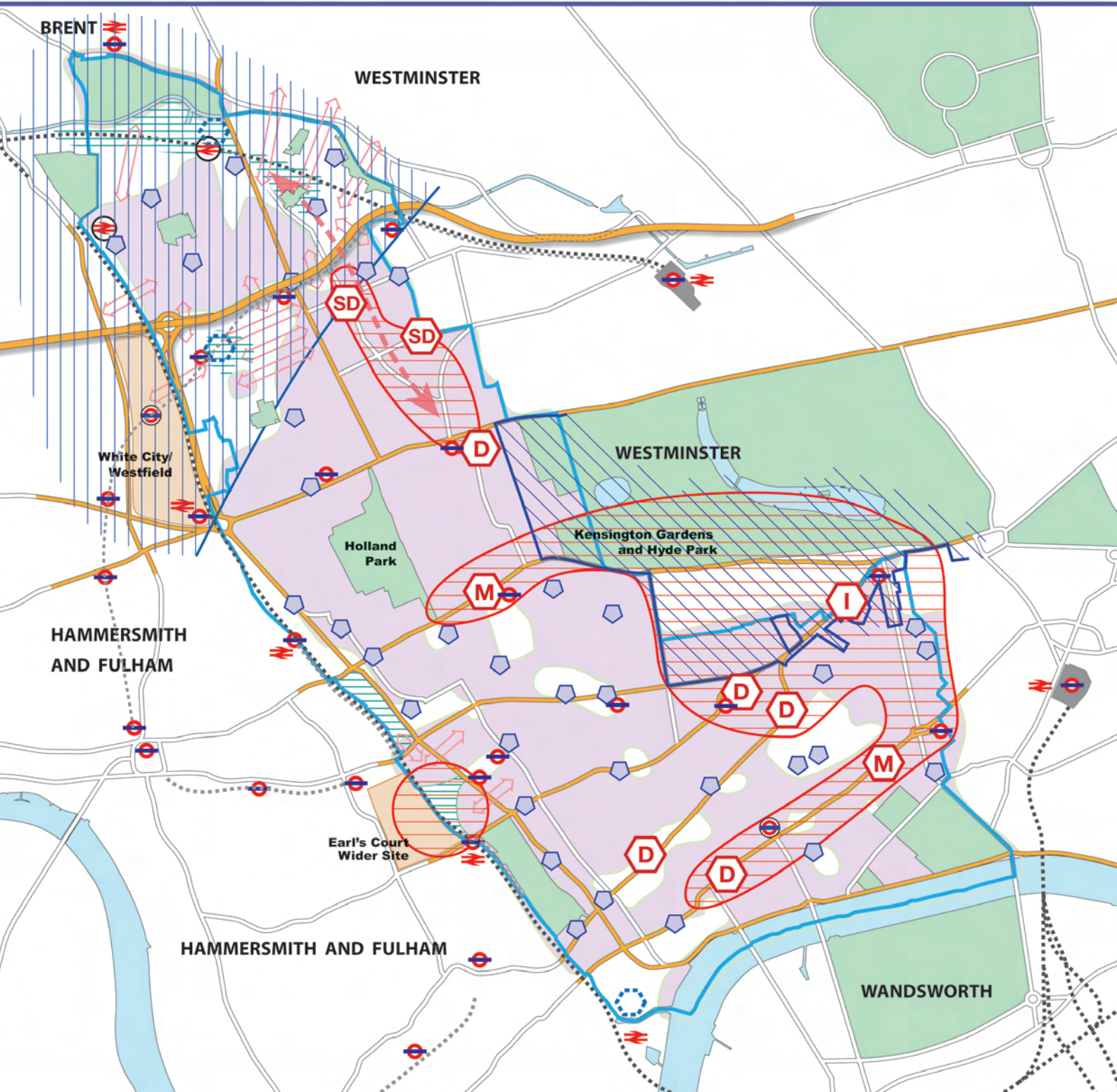
- stimulate **regeneration** in North Kensington through the provision of better transport, better housing and better facilities;
- enhance the **reputation** of our national and international destinations – Knightsbridge, Portobello Road, South Kensington, the King's Road, Kensington High Street, and Earl's Court – by supporting and encouraging retail and cultural activities in particular;
- uphold our **residential quality of life** so that we remain the best place in which to live in London, through cherishing quality in the built environment, acting on environmental issues and facilitating local living, including through strengthening **local-neighbourhood** centres.

By 2028 **regeneration** in **North Kensington** will have resulted in **significantly improved transport**, with a new Crossrail station at Kensal, better links to Hammersmith and Fulham across the West London line and improved north-south bus links overcoming the generally lower levels of accessibility in the north. 2-3000 new **homes** will have been built, both private market and affordable, addressing the serious shortfall in housing need, and helping to **diversify supply**. It will be of a **high quality design**, well integrated into its context, overcoming some of the barriers to movement by which the North of the Borough is characterised. Better **facilities** will have been provided by the building of a new **academy** to serve the communities of North Kensington to address the serious shortage of secondary school places in the borough, helping to make life more **local** for residents. The deficiency in local shopping will have been addressed with two **new town centres** at Kensal and Latimer. The unique character of **Portobello Road** will have flourished, including the antiques and street market, adding to the **vitality** of the area. Jobs will be readily available as the Employment Zones will have been **protected from encroaching residential** and be thriving centres for small businesses and the cultural industries sector. The north of the Borough will be at the heart of **environmental** sustainability with the combined heat and power network extending from the hubs at the major new developments at Kensal, Latimer and Wornington Green.

In the Borough as a whole our **reputation** as a national and international destination will have been further enhanced. The Borough will have avoided becoming little more than a residential suburb, with a flourishing and **rich variety of retail and cultural** activities adding so much to the quality of life of the residents. Our **top retail destinations** of **Knightsbridge, King's Road, Kensington High Street** and **Portobello** will have been maintained and enhanced. Opportunities to expand retail floorspace in Knightsbridge, King's Road, Fulham Road and South Kensington will have been taken up. **Earl's Court** will remain an important cultural destination, as well as providing offices and around 2000 new dwellings on surrounding sites. Exhibition Road in **South Kensington** will be providing a first class experience to visitors to the national institutions, and have set a new standard nationally of streetscape design. The Royal Marsden and Brompton hospitals will continue to further its international reputation for delivering world class **health care**, education and research activities.

Our **residential quality of life** will be improved for everyone and we will remain the best place to live in London with our **glorious built heritage** protected and improved, the removal of eyesores, and new buildings of **exceptional design quality**. New **homes** will have further diversified **housing tenure**, and provide high standards of **environmental performance**. The waste we produce will be re-used, recycled or disposed of in or very near to the borough. Sustainable Urban Drainage systems will be commonplace throughout the borough, **reducing the risk of flood events**, especially in the west of the Borough when combined with the upgrading of Counters Creek sewer and storm drain. Green links will help to improve **biodiversity** and **air quality** and **noise** will have been significantly improved.

# KEY DIAGRAM





### 3.3 Strategic Objectives

**3.3.1** To deliver this vision, strategic objectives are needed to guide decisions of spatial planning. These objectives could be set around the 'end state' of the vision, which could be summarised as: "We will build on success, by stimulating regeneration in North Kensington; enhancing the reputation of our national and international destinations; and upholding residential quality of life so that the Borough remains the best place to live in London". This contains three clear, linked, components: continued success built on **regeneration, reputation and residential quality of life**. These are the desired outcomes of the plan.

**3.3.2** However, these do not necessarily translate into useful strategic objectives to deliver the vision. In setting strategic objectives, it is important that they are focused, directional, and articulate 'how' matters facing a decision maker can be resolved.

**3.3.3** For each of the three components, there are a wide range of issues to be addressed, as indicated in the vision statement itself. These issues are also shared. Thus the attractiveness of the Borough as a place to live, and the very high housing need, is an issue in regeneration and quality of life. The resulting residential land values being able to out compete other land uses has a knock on effect on local, social and community, uses - fundamental to residential quality of life, and those that bring vitality to our destinations of national and international importance. Overcoming existing transport issues is important in regenerating North Kensington, but is also an important component in residential quality of life. The quality of the built environment and public realm we pass on is fundamental to regeneration, but also to our national and international reputation, and to our residents' quality of life. Issues such as flooding and climate change are also cross cutting.

**3.3.4** At an early stage of the preparation of this plan, when North Kensington had its own section, many readers interpreted this to mean that the rest of the plan did not apply to North Kensington. Similar problems may arise if the plan's objectives are too closely focused on geographical areas of the Borough.

**3.3.5** By contrast, the underpinning issues can more readily be shaped into directional statements of intent, which can directly guide decision making.

Table 3.1 shows the relationship between the issues and the strategic objectives. The strategic objectives are:

#### Strategic Objectives

1. To keep life local.
2. To foster vitality.
3. To offer better travel choices.
4. To maintain and extend our engaging public realm.
5. To renew our legacy.
6. To achieve a diversity of housing.
7. To respect environmental limits.

**3.3.6** We have taken great care to ensure that the strategic objectives are not simple 'topic' statements. Instead, the headline encapsulates the strategic issue for the Borough. In this way, we believe we have avoided the risk of them being bland, anywhere statements. For example, we do not have a theme 'transport', but 'better travel choices' – ensuring sustainable modes are easy and convenient. It is 'diversity of housing' that matters most, not just 'housing'.

**3.3.7** It would be possible for a decision maker to take the vision, and the titles of the strategic objectives, and use that alone as a guide.

The way that the issues translate into strategic objectives, and relate to topic areas, is shown in Table 3.1 below.

**3.3.8** ~~For each Strategic Objective we set out Core Policy, encapsulating~~ Each strategic objective 'headline' is given further explanatory text to encapsulate it in a nutshell the council's ambitions for the Borough. These ~~are set out~~ follow the table below.



The issue...	... Expanded and translated into...	... a Strategic Objective...	... addressing these topics
Protecting <b>local uses</b> and those that are important to the <b>vitality</b> of the Borough from potential loss to the higher values commanded by residential land uses.	Loss of social, community and local uses to residential, and the difficulty of land for new 'local' uses being made available.	To keep life local.	<i>social and community uses, local shopping facilities, 'walkable neighbourhoods'.</i>
	Loss of the range of uses that bring vitality to the Borough - shops, arts and cultural uses, offices and so forth, also as above from the pressure from residential land values.	To foster vitality.	<i>town centres, retail, arts and culture, creative industry and business.</i>
Improving <b>travel choices</b> to reduce car dependency, including getting better access onto the existing rail infrastructure.	The difficulty of moving north-south in the Borough, and the lack of access onto existing rail infrastructure in the north of the Borough, along with the continued need to reduce car dependency.	To offer better travel choices.	<i>public transport, walking and cycling, parking.</i>
Protecting the high quality historic environment and ensuring new developments are of equivalent quality so that we pass on a <b>legacy</b> to future generations, including quality within the <b>public realm</b> .	The need to ensure that the public realm - the space between our buildings, and our green spaces - matches in quality of so much of the architecture of the Borough.	To maintain and extend our engaging public realm.	<i>sense of place, attractive streets, parks and outdoor spaces.</i>
	The need to protect the built heritage passed down to us and to ensure new developments are equally valued by our successors.	To renew our legacy.	<i>quality design, conservation and enhancement.</i>
Providing for new <b>residential</b> development in a way which <b>diversifies</b> tenure patterns and house sizes.	The demand for housing of all types and the current concentrations of housing tenures.	To achieve a diversity of housing.	<i>affordable and market housing, estate renewal.</i>
Reducing the environmental impacts of everyday activities in the Borough to better fit within <b>environmental limits</b> .	Issues relating to our use of natural resources and the impact upon the planet's systems.	To respect environmental limits.	<i>climate change, waste, flooding, biodiversity, air quality and noise.</i>

Table 3.1 : Issues and Strategic Objectives

### Strategic Objective One: Keeping Life Local

*Social and community uses, local shopping facilities, 'walkable neighbourhoods'*

**3.3.9** In spite of the recession which started in 2008/9, residential land values will continue to out-compete those 'local' borough functions which are essential for a successful residential neighbourhood – the local shops and community facilities, and the Borough or London wide, or in

some cases international facilities, such as our hospitals. One of our strategic priorities therefore is to protect and promote functions that otherwise might be lost to residential use.

## CO 1

### Strategic Objective One: Keeping Life Local

Our strategic objective to **keep life local** is for strong, effective local centres and for social and community facilities to be widely available and for neighbourhood functions, including ~~local-neighbourhood~~ shopping facilities, to be easily accessible so that residential communities can flourish.

### Strategic Objective Two: Fostering Vitality

*Town centres, retail, arts and culture, creative industry and business*

**3.3.10** We have a finely grained mix of uses such as shops, businesses, arts and cultural facilities, some of which are world class. These uses have benefited from the Borough's high residential density and from visitors to the Borough. These uses have been under pressure from residential development, and there is a risk that they could decline to such an extent that it will be detrimental to the collective quality of life of the Borough.

## CO 2

### Strategic Objective for Fostering Vitality

Our strategic objective to **foster vitality** is that the quality of life of our predominantly residential Borough is enhanced by a wide variety of cultural, creative and commercial uses which can significantly contribute to the well being of residents and to the capital's role as a world city.

### Strategic Objective Three: Better Travel Choices

*Public transport, walking and cycling, parking*

**3.3.11** We have one of the lowest rates of car ownership nationally, but many of our streets are still dominated by parking and vehicular traffic. By making it easier to live without a car, we can improve resident's quality of life ~~and~~ opportunities for physical fitness through walking and cycling, as well as improving the local built environment and ~~and-reduced~~ reducing our environmental impact.

## CO 3

### Strategic Objective for Better Travel Choices

Our strategic objective for **better travel choices** is that walking, cycling and public transport are safe, easy and attractive, and preferred by our residents to private car ownership and use.

### Strategic Objective Four: An Engaging Public Realm

*Sense of place, attractive streets, parks and outdoor spaces*

**3.3.12** Kensington and Chelsea is distinguished by a high quality network of streets, squares and public spaces. The public realm is widely recognised and valued for providing the setting for our rich architectural heritage. This is a strategic matter for the Royal Borough, being central to our success as an attractive place to live, work and visit.

## CO 4

### Strategic Objective for An Engaging Public Realm

Our strategic objective for an **engaging public realm** is to endow a strong local sense of place by maintaining and extending our excellent public realm to all parts of the Borough.

### Strategic Objective Five: Renewing the Legacy

*Quality design, conservation and enhancement*

**3.3.13** We have inherited a remarkable historic townscape and a large number of historic buildings. The exceptional quality of our built environment underpins our success as a highly desirable place in which to live, work and invest. Over 4,000 buildings are listed and there are over 100 garden squares. Conservation Areas cover more than 70% of the Borough. The Royal Borough is known for its legacy of Georgian, Victorian and Edwardian architecture but there are also a number of twentieth century buildings which continue the legacy of high quality design. Our listed buildings and conservation areas contribute immensely to local distinctiveness both within the Borough and to London as a whole.

### CO 5

#### Strategic Objective for Renewing the Legacy

Our strategic objective to **renew the legacy** is not simply to ensure no diminution in the excellence we have inherited, but to pass to the next generation a Borough that is better than today, of the highest quality and inclusive for all, by taking great care to maintain, conserve and enhance the glorious built heritage we have inherited and to ensure that where new development takes place it enhances the Borough.

### Strategic Objective Six: Diversity of Housing

*Affordable and market housing, estate renewal*

**3.3.14** House prices in the Royal Borough are among the highest in the country. Affordability is therefore a significant issue, especially with 'part ownership' schemes. Demand for all types of housing is insatiable. However many houses we build, we cannot begin to satisfy demand, either for private sale or 'affordable' homes<sup>(14)</sup>.

### CO 6

#### Strategic Objective for Diversity of Housing

Our strategic objective to have a **diversity of housing** is that at a local level it will cater for a variety of housing needs of Borough residents, and is built for adaptability and to a high quality.

### Strategic Objective Seven: Respecting Environmental Limits

*Climate change, waste, flooding, biodiversity, air quality and noise*

**3.3.15** We have to play our part in reducing the impact of human activities on the global and local environment. This will require changes to the way we live, modifications to our existing buildings, and environmentally aware design for our new buildings.

### CO 7

#### Strategic Objective for Respecting Environmental Limits

Our strategic objective to **respect environmental limits** is to contribute to the mitigation of, and adaption to, climate change, significantly reduce carbon dioxide emissions, maintain low and further reduce car use, carefully manage flood risk and waste, protect and attract biodiversity, improve air quality, and reduce and control noise within the Borough.

14 Affordable Housing is defined in section 3. 44: Glossary

# Chapter 4 Delivering Success: Our Spatial Strategy

## 4.1 Introduction

**4.1.1** 'Spatial' is a relatively new word within planning. There is still confusion about what it means. At its most basic, it means what, when, where and how. Critical to this is the 'where', the '**geography**', because in working out the 'where' it is necessary to bear in mind how different policies interact. Thus spatial also involves the **integration** of initiatives and policies and the work of different partners. This integration is essential in order to 'shape places', and to make sure that policy decisions of different public agencies as well as private investment through development, add up to more than the sum of their parts. In turn, integration requires clarity on **delivery** - who is responsible for delivering what, when, and how. This results in a **locally distinctive** approach, tailor-made for the specific locality. A spatial plan, must, therefore, contain all these four elements.

**4.1.2** In this document, **delivery** is set out in the second section, the **Delivery Strategy**. This contains Strategic Site Allocations (Section 2A), Policies and Actions (Section 2B), Infrastructure (Section 2C), and Monitoring, Contingencies and Risks (Section 2D).

**4.1.3** It is this first section of the plan, the **Spatial Strategy**, that sets the scene for a **locally distinctive, geographic and integrated** approach. The spatial strategy comprises three parts: The Vision (in detail in the last chapter) which sets out the locally distinctive approach; the Broad Quanta of Development which sets out the geography of the plan, what will happen where, and the Place Profiles which integrate the strategic objectives of the plan in 14 places in the Borough.

## 4.2 Vision

**4.2.1** The Vision is set out in Chapter 3. It is useful here to summarise its main thrust: it identifies that to remain **successful** the Borough must stimulate **regeneration** in the north of the Borough and enhance the **reputation** of the national and international destinations of the Borough. Both of these have a clear spatial

dimension, as shown on the key diagram. A third element is the need to uphold the **residential quality of life** which applies across the whole Borough.

**4.2.2** This sets a high level, locally distinct, approach, which is shown on the Key Diagram in Chapter 3.

## 4.3 Broad Quanta of Development

**4.3.1** This section sets out **geographically** how much housing, retail, employment and infrastructure is expected in different parts of the Borough.

**4.3.2** The Borough has to provide a minimum of 3,500 homes between 2007/8 and 2016/7 - or 350 units a year. This **housing target** is set out in the London Plan. The revised London Plan, issued for public consultation in October 2009, raises this figure to 585. This is not yet an agreed target, and will not be until the the Examination in Public into the revised London Plan has concluded. The Borough is therefore planning for 600 units a year to allow for some flexibility from 2011/12, the estimated date of adoption of the revised London Plan<sup>(15)</sup>, for a 10 year period. This increase can be accommodated because of significant redevelopment sites. Two sites, Kensal and Earl's Court, are designated as Opportunity Areas in the revised London Plan. Earl's Court also includes land in the London Borough of Hammersmith and Fulham. The proposed housing provision on the strategic sites in this Borough allocated in this plan is over 5,000 dwellings.

**4.3.3** Regarding affordable housing, the London Plan does not set a figure, but the London-wide Housing Strategy sets a target of 90 units from all sources. The Borough is planning for 200 units from all sources when the new London Plan is adopted.

**4.3.4** In broad spatial terms, half of this housing will be located in the north of the Borough, and half in the Earl's Court area, on the western borough boundary. The housing in the north is expected to be spread evenly over the plan period. In the Earl's Court area, the vast majority is expected in the first half of the plan period.

15 The Housing Trajectory is shown in Section 3 of this plan.



**4.3.5** In terms of **business uses**, the Employment Land and Premises Study shows there is a forecast demand of just short of 70,000m<sup>2</sup> (750,000 ft<sup>2</sup>) of net additional space in the plan period. Of this, just over 45,000m<sup>2</sup> (484,000 ft<sup>2</sup>) is in the pipeline in existing permissions. That leaves approximately 20-25,000m<sup>2</sup> (269,000 ft<sup>2</sup>) of office floorspace to be provided for. **Much of** this is to be located at Kensal and Earl's Court. Further work may reveal that there is a greater capacity for office uses in these locations.

**4.3.6** The Retail Needs Assessment identifies a need for just over 25,000m<sup>2</sup> (269,000 ft<sup>2</sup>) (gross) of comparison **retail floorspace** to 2015 for the south of the Borough. Very little of this is forecast to be required in the centre and north of the Borough. A proportion of this would be accommodated by making better use of existing premises and sites and filling vacant units. In terms of new sites, there are no large sites for retail development identified in the plan that could be regarded as 'strategic'. It is thus not appropriate for them to be allocated in the Core Strategy. However, in Knightsbridge, South Kensington, Brompton Cross and the King's Road a number of smaller sites have been identified (not allocated) with the potential for ground floor retail in the *Place Profiles* (see below). In total, the combined site area amounts to about 21,000m<sup>2</sup> (210,000 ft<sup>2</sup>). It is therefore envisaged that the identified demand can be accommodated within or immediately adjacent to existing centres.

**4.3.7** Turning to **infrastructure**, the Council is planning for a Crossrail Station at Kensal, which would transform accessibility in the north of the Borough, as well as unlock significant development potential on the Kensal Gas Works Sites. A new academy to serve the communities of North Kensington will also be built in the north of the Borough. Thames Water is planning to undertake a major upgrade of the Counters Creek Sewer (which runs along the western Borough boundary), to resolve current flooding issues. In addition, work is planned to the Thames Tunnel to address London-wide infrastructure needs. A new area of public open space is to be provided in the Earl's Court area as part of the Warwick Road developments. A great deal of smaller infrastructure is required, and is set out elsewhere in Chapter 37.

## Policy CP 1

### Core Policy: Quanta of Development

The Council will provide:




1. 350 additional new homes a year until the London Plan is reviewed, and 600 a year (of which 200 will be affordable) thereafter for a 10 year period;
2. 69,200m<sup>2</sup> of office floorspace to 2028;
3. 26,150m<sup>2</sup> of comparison retail floorspace to 2015 in the south of the Borough;
4. Infrastructure as set out in the infrastructure plan, including through developer contributions.

To deliver this the Council has, in this document:


- a. allocated strategic sites with the capacity for a minimum of 5300 dwellings;
- b. allocated in the strategic sites of Kensal and Earl's Court a minimum of 20,000m<sup>2</sup> business floorspace to meet identified unmet demand above the existing permissions;
- c. identified in the south of the Borough sufficient small sites with the potential for retail development to demonstrate identified retail needs of the Borough can be met;
- d. set out current infrastructure requirements, to be updated as part of the regular infrastructure plan review process.

# QUANTUM OF DEVELOPMENT

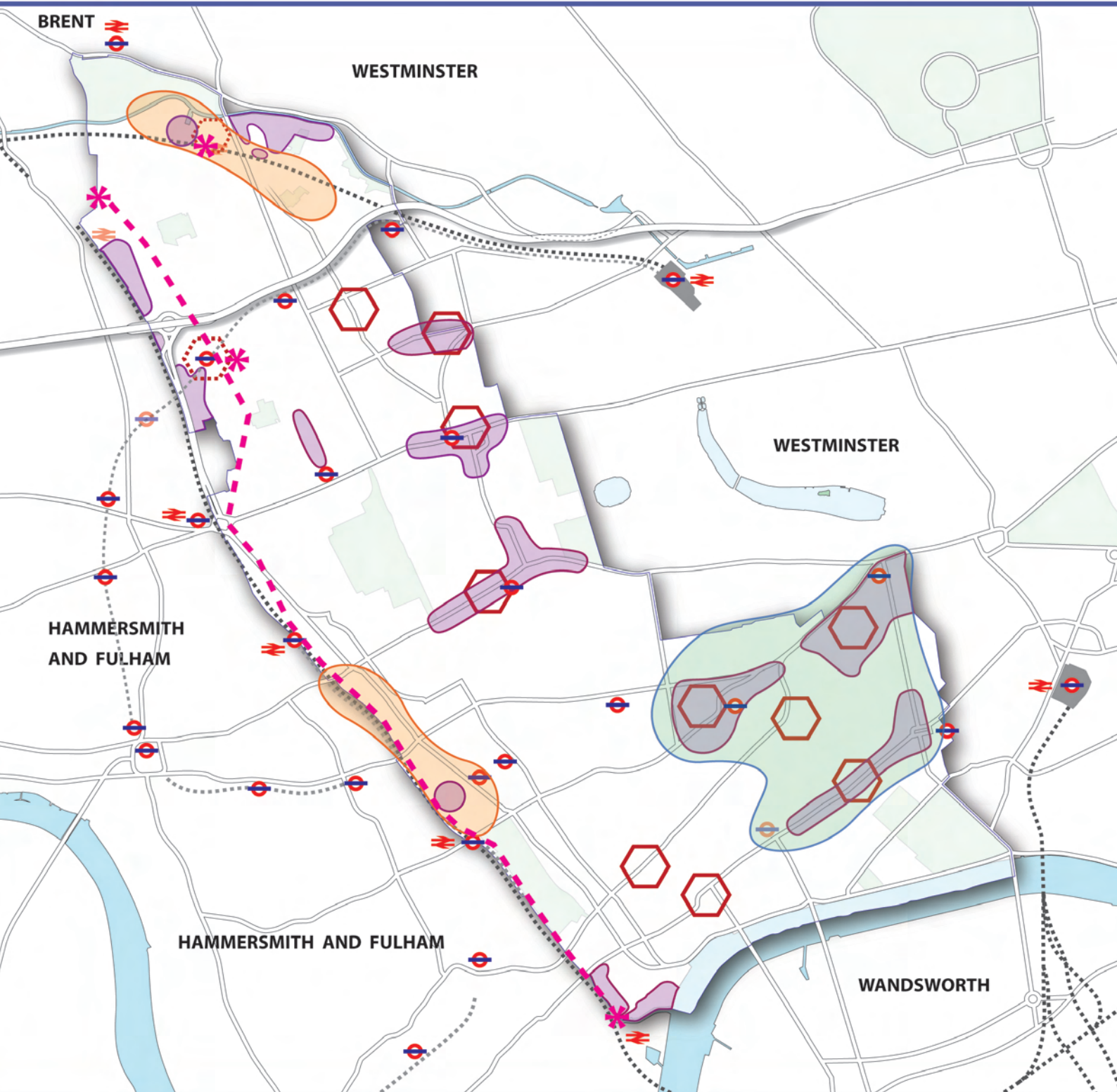
## Broad Locations

-  Broad locations of main existing and proposed employment uses
-  Broad locations of significant new housing
-  Location of town centres with scope for possible expansion

 Town Centres (excluding neighbourhood centres)

 Possible new centre

 Main strategic infrastructure investment



## 4.4 Places

**4.4.1** The *Place Profiles* provide the **integrating** function of the spatial strategy. They take the 'what', 'when', 'where' and 'how', and bring these together to show, through a vision, how that Place will develop over the lifetime of the plan. There are 14 Places identified (see Plan). The Borough comprises many more places than these. The Places selected for the Core Strategy are those where significant change is planned, and the district, major and international town centres which are the focus for activity. The one exception to these criteria is the Westway. This has been included because of its particular negative impacts, which need to be addressed as part of the programme of regeneration in North Kensington.

**4.4.2** Place shaping is at the centre of spatial planning. Place shaping requires that different plans and programmes from across the Council and its partners are integrated. It also requires a clear vision of how different places are to evolve in the future, to give a clear framework for future actions, both of the Local Planning Authority, other parts of the Council, and our partners. This is the function of the *Place Profiles*.

**4.4.3** Each Place profile starts with an introduction that sets out the basic issues, and a Vision to guide the future evolution of that place. Future actions by the Council and its partners are then set out under Priorities for Action. These are grouped under the strategic objectives of the plan as a whole. Footnotes are used to show where the policies are in the plan that will implement these actions.

**4.4.4** The last section of each Place Profile is Delivery. A policy to guide development management decisions is provided, and an indication of the likely extent of development is given in each Place. The quantum of development envisaged in each Place is included at the end of each Place Profile. In many Places, potential development opportunities in addition to the strategic sites are identified, but these are small, and thus to allocate them would be inappropriate in a Core Strategy.

**4.4.5** They must not be confused with allocations. Strategic allocations are included in this plan in Section 2(B). Each of the strategic allocations is located within one of the places - but not every place has such an allocation.

### Policy CP 2

#### Places

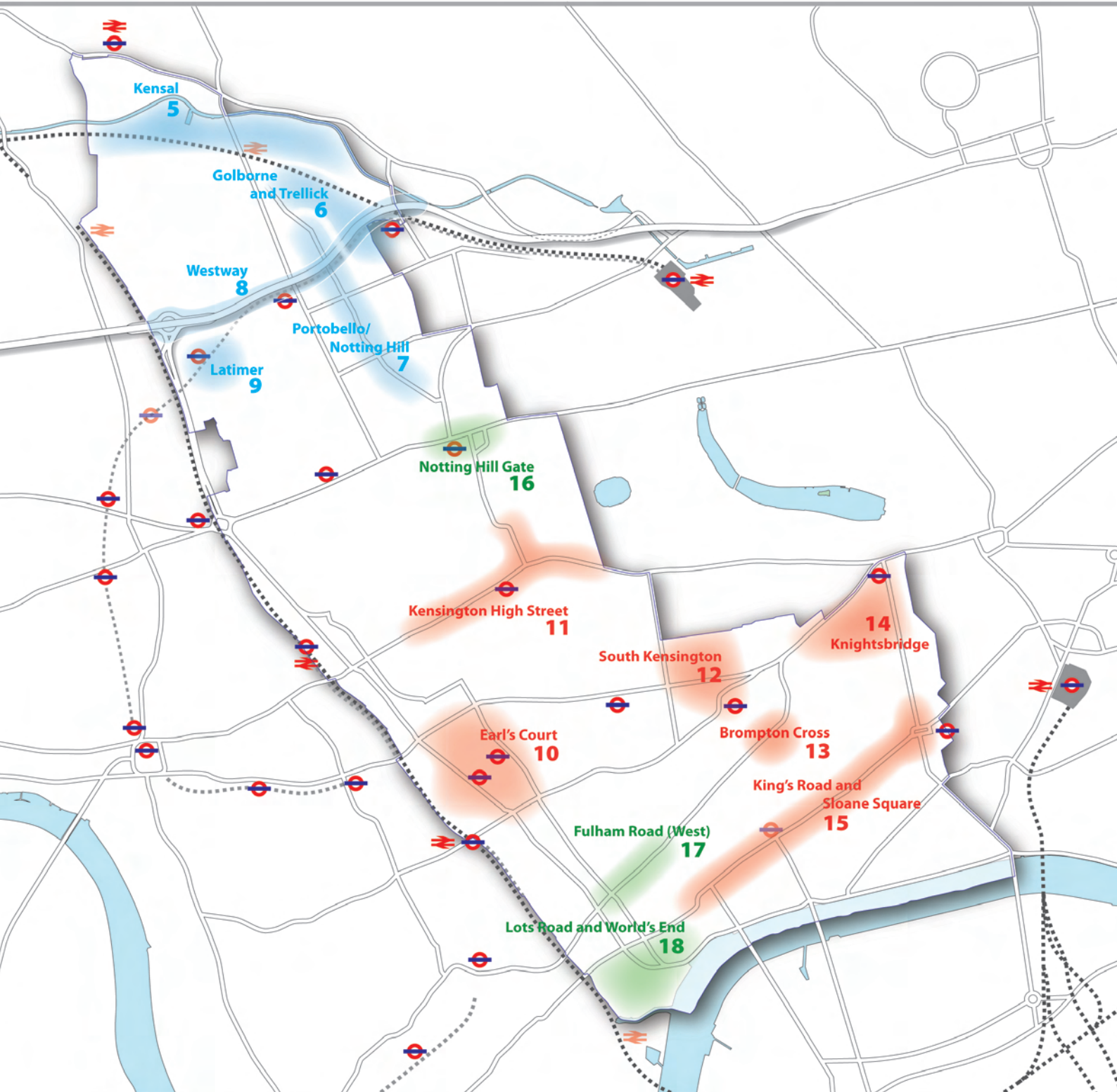
The Council will protect, promote and enhance the local distinctiveness of the Places of the Borough, and improve their character and quality and the way they function.



# PLACES

Showing their numbers and general areas in the context of the Borough

- Places in the North Kensington Regeneration Area
- Places with a particular national or international reputation
- Other Places





## 4.5 A Particular Focus on North Kensington

**4.5.1** As the Vision identifies, our spatial strategy is built around three core components: the stimulation of **regeneration** of North Kensington, the enhancement of the **reputation** of our national and international destinations, and the upholding of our **residential** quality of life, so that we remain the best place to live in London.

**4.5.2** But one of these is regarded as of such importance that the whole plan is titled *The Core Strategy for the Royal Borough of Kensington and Chelsea with a focus on North Kensington*. This section sets out why North Kensington is of such importance.

**4.5.3** The key diagram in Section 3.1 shows the area regarded as North Kensington. It falls within a Regeneration Area in the London Plan <sup>(16)</sup>, and has been a persistent area of deprivation, in part since its original construction in the Victorian period. There are a unique combination of opportunities which provide real potential for change.

**4.5.4** Looking at the history of the development of North Kensington, it can be seen that most of its development took place in a 20 year period at the end of the nineteenth century. The area was transformed into a close network of streets, predominantly for the less well off of London.



OS Plan from 1874 and 1882

16 The Regeneration Areas in the London Plan are based on indices of deprivation, and identify the 20% most deprived wards in London.



OS Plan dated 1896



OS Plan dated 1920



**4.5.5** A hundred years later, in the period to 2028, there is again potential for significant change in North Kensington. By bringing together different opportunities such that they add up to more than the sum of their parts, there is the potential to address many of the indices that mark North Kensington out from the rest of the Borough.

**4.5.6** There is a significant redevelopment opportunity at Kensal. The combined sites have an area of nearly 18 hectares (40 acres). To put this in perspective, it is the size of Paddington Basin, or half the size of King's Cross. A key part of the redevelopment would be the provision of bridges over the railway to allow the redevelopment to integrate with the wider St Charles area.

**4.5.7** With the inclusion of a Crossrail station there is scope for a development of 2,500 houses and other mixed uses, to provide jobs in business and retail for local people. The Council understands that Kensal will be included as an 'Opportunity Area' in the revised London Plan. The redevelopment at Kensal would have regeneration effects well beyond the site itself. The Crossrail station would act as a magnet for the north of the Borough, creating a pedestrian connection to Notting Hill Gate underground station, down the length of Portobello Road.

**4.5.8** Many of the specific areas needing attention in North Kensington are the social housing estates built in the post-war period, often replacing Victorian terraced housing that was no longer regarded as offering quality housing. These estates were typical of their period. They used new forms of housing as social experiments - such as deck access and linked walkways - which have since been shown to have failed.

**4.5.9** As part of the Housing Stock Options Review, the Council is looking into different ways the shortfall in the Housing Revenue Account can be overcome<sup>(17)</sup>. One of the possible options is estate renewal, where the existing social rented housing is re-provided through funding from additional private housing on the estate.

**4.5.10** Estate renewal is being actively considered at Wornington Green, which is an estate owned by Kensington Housing Trust, just south of the Paddington mainline. A planning application for the redevelopment of the estate in a number of phases has been granted subject to the signing of the necessary s106 agreements. In addition to the

provision of new social rented accommodation and market housing, the redevelopment will reconnect Portobello Road to Ladbroke Grove at the Barlby Road junction.

**4.5.11** Whilst Wornington Green is the only estate allocated in this plan for renewal, there is active consideration of the potential of estate renewal in Latimer. The Council will begin preparatory work on an Area Action Plan for the Latimer area in 2010.

**4.5.12** As part of the masterplanning work, it is intended to reconnect the street pattern that has been completely destroyed by the post-war redevelopments. This will allow the Latimer Road Underground Station to be a better focal point. The area is currently without a local centre, and the masterplanning proposals will address this deficiency.

**4.5.13** Housing estate renewal is, however, a complex and difficult thing to achieve without destroying the very communities it is intending to assist. North Kensington has a very strong sense of community, both as a whole, and within individual areas. Maintaining that sense of community and making sure people are able to influence plans as more concrete proposals emerge, is essential in making any regeneration of North Kensington a success. That is not to say that estate renewal is a phenomenon that will only take place in the north of the Borough. The Council owns housing estates across the Borough, which may or may not be subject to renewal in due course. However, in North Kensington, estate renewal is seen as part of a wider package of regeneration measures to impact upon the area as a whole.

**4.5.14** The Council has an ambitious secondary school building programme. The first is under construction in the south of the Borough in the Lots Road area. The second has planning permission at Holland Park School. The third is planned for the north of the Borough. The Kensington Sports Centre site is allocated for a new academy, along with a leisure centre.

**4.5.15** Existing secondary education in North Kensington serves the Catholic community. This new academy will mean that those pupils who currently have to travel out of the Borough to school will be able to go to school locally. This has a significant impact on educational achievement.

17 The Housing Revenue Account is the specific account that by law funds improvements to Council owned property

Pupils who travel out of Borough have a noticeably lower GCSE score. A bid for central government funding for the school is planned to be made in 2009/2010.

**4.5.16** The Primary Care Trust is in the process of renewing St Charles Hospital to provide improved health facilities, including improving the dental service<sup>(18)</sup>. The Primary Care Trust have identified the existing provision in the Golborne/Trellick area as substandard, and the infrastructure plan has highlighted this as a priority area for action.

**4.5.17** The Council has also initiated a worklessness programme to tackle the long standing low levels of economic activity.

**4.5.18** Portobello Road market is home to one of London's most iconic markets. It provides for a rich mix of antique, clothing and fresh produce stalls. Golborne Road Market provides a more traditional local function by nature of its stalls but still has a London-wide appeal.

**4.5.19** As can be seen, the range of active programmes goes well beyond that of traditional land-use planning, to provide an integrated programme of activities affecting the spatial area of North Kensington.

### Policy CP 3

#### North Kensington

The Council will ensure opportunities for change in North Kensington deliver the widest possible regeneration benefits commensurate with the scale of the development.

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18 10 year Primary Care Strategy July 2009 - July 2018