

## **Response to inspector's Questions dated 25<sup>th</sup> May 2010**

### **Answers to the three questions are set out in the following sections:**

- 1) Can the Council show robust and convincing evidence that sufficient housing, including affordable housing, will be provided within the Strategic Allocations, specifically the Kensal Gasworks and Earl's Court Opportunity Areas to meet the PPS3 and London Plan requirements?
- 2) Chapter 39 offers 3 contingency plans for alternative scenarios in the event of any unusual circumstances. Can the Council provide evidence that these would be effective in delivering the level of anticipated development if required?
- 3) Is there convincing evidence to support the expected delivery rates shown in the table providing Borough Housing Trajectory Data to 2027-28?

In addition, further more detailed information is provided in the appendices:

1: a response to questions raised by the Inspector regarding deliverability of housing at the Kensal Gasworks site, and the prospect of enhancing PTAL ratings through means other than Crossrail.

#### 2: Statements of Common Ground with Key Site Delivery Agencies

- Transport for London (in respect of Kensal)
- Ballymore (in respect of Kensal)
- Sainsbury's (in respect of Kensal)
- London Borough of Hammersmith & Fulham (in respect of Earl's Court)

#### 3: Four Housing Trajectory Scenarios and explanation

- Scenario A: RBKC Core Strategy Housing Trajectory
- Scenario B: Worst Case scenario for Kensal: 880 units and decreased 'windfall' supply.
- Scenario C: Kensal site delivers 1700 units; 'windfall' supply is as assumed.
- Scenario D: Kensal site delivers 1700 units; 'windfall' supply is reduced by one-third

4: A justification for windfall allowance and the likely impact of resisting loss of offices (Policy CF5), and Hotels (Policy CF8), on 'windfall' site housing supply

**1) Can the Council show robust and convincing evidence that sufficient housing, including affordable housing, will be provided within the Strategic Allocations, specifically the Kensal Gasworks and Earl's Court Opportunity Areas to meet the PPS3 and London Plan requirements?**

- 1.1 Strategic sites are set out in chapters 20 – 27 of the Core Strategy. Kensal strategic site has a land use allocation of upwards of 2,500 new dwellings to be provided (Policy CA1). At Earl's Court, 500 units are estimated to be delivered on the part of the site within the borough boundary – policy CA7. For each site, a proportion of affordable housing is expected.
- 1.2 Crossrail will provide a high speed link from Kensal to the West End (approximately a 10 minute journey), The City (approximately a 15 minute journey) and Canary Wharf (approximately a 25 minute journey) will dramatically enhance accessibility and so allowing for the creation of homes and jobs.
- 1.3 To this effect, the Mayor of London visited the site in December 2009 and has acknowledged the huge regeneration potential of a station in Kensal stating that the issue deserved closer examination. Further to this, he provided the Royal Borough with three tests with which a Crossrail station in Kensal must comply. These were that a station in Kensal must not:
1. Degrade Crossrail's service or those of other rail services
  2. Add to Crossrail's costs
  3. Delay the Crossrail construction programme
- 1.4 It is the Royal Borough's belief that these three tests can be overcome and are currently developing a railway timetable alongside Crossrail and will undertake detailed modelling work alongside Network Rail in the coming months, with the first stage due for September and the second stage expected in November.
- 1.5 It is clear that a Crossrail station is now more than just a mere aspiration of the Borough and is becoming a reality.
- 1.6 However, it is also recognised that the total delivery from the Kensal Strategic site is partly contingent on certain requirements which could be identified as risks to delivery, particularly the delivery of a Crossrail station. In recognition of this, it is considered that a minimum 880 units can be delivered on the site, with minimal pre-development requirements in place.
- 1.7 The 880 unit figure is based on existing planning permissions, and, in the event that the gas holder safety zone is to be retained. If the PTAL rating is increased from 3 to 4, the site allocation would be increase to 1,732 dwellings, based on the Mayor's density matrix. The Crossrail Station would increase the PTAL rating and unlock more parts of the Kensal site, but there are other recognised ways of increasing the public transport access without the

Crossrail station having to be built (appendix 1 explains the measures required to enhance the PTAL rating). These have been discussed with delivery partners who indicate their willingness to facilitate development through necessary measures. Transport for London, and landowners Ballymore and Sainsbury's have been involved in the process throughout, and their recent signed Statements of Common Ground regarding Kensal are attached at appendix 2.

- 1.8 In effect, increasing the PTAL rating for the site, acts as a Plan B to housing delivery at the Kensal Strategic Site. It allows a substantially higher development to proceed, while the costs in infrastructure delivery are also reduced because a station will not be built. It remains, however, a Plan B, as the delivery of a Crossrail station confers significantly wider benefits to the area.
- 1.9 Contingency plans and risks are explained elsewhere – in particular the minimum delivery of 880 is explained in Core Strategy chapter 39, being the result of failure to achieve a higher PTAL rating.

### **Impact on 5, 10 and 15 Year Housing Land Supply and Housing Trajectory**

- 1.10 The composition of the 5 year supply is based on identified deliverable sites, in line with PPS3 requirements. Strategic sites are included within the supply, including for years 6-10. The Housing trajectory has also been updated through this process as the timing of delivery of housing becomes clearer. Therefore, the phase one delivery at Kensal, as explained in the Core Strategy, is likely to be complete by 2017. This is now reflected in the housing trajectory.
- 1.11 Differing scenarios have been run through the Housing Trajectory. These are attached at appendix 3. These show that in the worst case scenario where 880 units are delivered at Kensal, and the supply from 'windfall' sites is reduced, there may be an impact on overall housing delivery. This would occur towards the very end of the delivery period. In all other cases, the housing delivery is achievable. This is considered to be within acceptable levels of tolerance, and will allow any necessary measures to be introduced to remedy the shortfall.
- 1.12 In the worst case scenario outlined above, any shortfall against the target would occur in later phases – from year 10 onwards. Under these circumstances, the Council and its partners' commitment to raising the PTAL rating PTAL3 to PTAL4 at Kensal, means that further capacity has been identified and brought forward. Because decisions about a Crossrail station would be known well in advance of the requirement to provide public transport infrastructure, the appropriate action to achieve a higher PTAL rating through other measures could be implemented immediately.
- 1.13 The option is in fact, a fairly straightforward and achievable solution with demonstrable support (see appendices 1 and 2). Chapter 39 of the Core

Strategy also sets out scenarios and actions to be taken if there is an identified shortfall against target.

- 1.14 The proposed Earls Court Opportunity Area provides a good level of certainty for delivering the estimated level of housing and affordable housing. At appendix 2 a signed Statement of Common Ground between the London Borough of Hammersmith & Fulham and RBKC clarifies the approach to delivery, site capacity and the proportion which will be delivered within the Borough boundary demonstrated at 500 units; delivery of these units will not be affected by the need for decking over the railway lines as this is not required on that part of the site which is within the Borough.
- 1.15 The Borough's affordable housing target is 200 units p.a. – equating to one third of the target completions p.a. (600 units). Whilst the strategic sites will be expected to provide, subject to viability, the majority of these units in line with their allocation, other sources will also contribute.
- 1.16 To achieve the 200 p.a. unit affordable housing target, strategic sites will require, on average to provide affordable housing at around 36% of their estimated capacity. Although site considerations will need to be taken into account to assess viability of each site, the affordable housing policy of the Core Strategy (CH2) seeks a target of 50% affordable housing – a target based on identified high need. Viability will vary over time, there are indications that proportions close to 50% is currently viable, based on strategic analysis (see Fordham's Dynamic Viability Model update, June 2010).
- 1.17 As explained in section 2 of this report – in response to Question Number 2 – contingency plans are sufficient to ensure continued housing supply. In the event that housing delivery is shown to be below the monitoring targets, then appropriate actions will be taken. For affordable housing, the identification of further sites above the policy threshold – which would be those identified in a SHLAA process – would continue to ensure the supply of affordable housing.
- 1.18 Under the 'Plan B' option for the Kensal site, the site would deliver up to 43% of the Borough's overall affordable housing. This would occur if the site could achieve a 50% affordable housing target. At a 33% affordable housing target, Plan B delivers 29% of the Borough's overall affordable housing supply. The overall provision here will, necessarily, be dependent on detailed viability analysis. It is not possible at present to build in costs for impacts on viability for the Crossrail turnback station, but merely to account for likely scenarios and differing levels of risk, as have been introduced in the various contingency scenarios explained further in section 2 of this report. However, if the level of affordable housing did not reach the anticipated level then the practical alternatives such as a Sites Allocation DPD discussed in relation to question two would be put into operation and this will assist in bringing further affordable housing forward.

## **Conclusion**

- 1.19 The SHLAA methodology is considered robust. Each of the sites identified as a Strategic Allocation has been tested rigorously through this process, and through ongoing work with delivery partner, such that sufficient housing delivery will come through their allocation. Risk assessments have been built in to the allocation of the sites and where necessary, contingency measures identified in advance.
- 1.20 During the Strategic Housing Land Availability Assessment process each of the Strategic sites were assessed and discussed. Elements of risk were built in to the methodology resulting in the figures used for the sites. Having weighed these risks and assessed capacity and probability of differing scenarios, both the Kensal and Earl's Court Areas have been designated as Opportunity Areas in the London Plan – a good indication that the GLA considers that significant development is likely to occur here.
- 1.21 Strategic Site Allocations more generally, should be delivered in accordance with the estimates provided as part of the SHLAA process. Contingency arrangements as set out in Chapter 39 of the Core Strategy, and explained in further detail in response to Question 2, below, will ensure that housing and affordable housing delivery continues.

2) **Chapter 39 offers 3 contingency plans for alternative scenarios in the event of any unusual circumstances. Can the Council provide evidence that these would be effective in delivering the level of anticipated development if required?**

2.1 Chapter 39 of the Core Strategy sets out 3 contingency plans for alternative scenarios of housing delivery in the event of any unusual circumstances.

“39.1.2 PPS3 states that local authorities should *“identify different delivery options, in the event that housing delivery does not occur at the rate expected”* (para 62). It adds that, as part of an implementation strategy, local authorities should identify possible risks and constraints to delivery and develop strategies to address any risks. The Council has tested its future housing growth assumptions exhaustively. However, in the event of any unusual circumstances, the Council has formulated contingency plans for three scenarios.

39.1.3 Monitoring will provide the basis on which the contingency plans within the Core Strategy would be triggered, and where necessary undertake an early review of the relevant part of the Core Strategy monitoring identifies.

39.1.4 Scenario 1 – **There is a significant (more than 20%) shortfall in the actual delivery against the cumulative total.** The Council will identify the reason for the shortfall and address any delivery constraint initially through considering amending policies on receipt of evidence and analysis, and encouraging land assembly. If this constraint cannot be overcome, the Council will return to the potential sites identified in the GLA SHLAA and Housing Capacity Study for assessment, and seek to identify further sites which would be suitable, available and achievable in light of changed circumstances.

39.1.5 Scenario 2 – **There is a shortfall against the expected provision in a site or allocation.** The Council will identify the reasons for this shortfall e.g. a delivery constraint or a false assumption made in the assessment. The Council will encourage land assembly, and consider amending policies on receipt of evidence and analysis, for example relaxing restrictions on office conversions to residential, if this is deemed appropriate from an employment perspective as well as a housing perspective. If the shortfall is significant, and will impact on delivery against cumulative total as in Scenario 1, the Council will seek to identify further sites, again from the SHLAA, which would be suitable.

39.1.6 Scenario 3 – **Failure to deliver the level of anticipated development.** The Council will seek to identify the reasons for the non-delivery and seek to eliminate any constraint, for example by identifying specific sites and encouraging land assembly. Amending policies, as in Scenarios 1 and 2 will be considered, if deemed appropriate, in addition

to the Scenario 1 option of identifying further sites. If this is not possible, the Council will review the spatial distribution of future housing sites and may need to give housing greater emphasis relative to other uses and the anticipated growth in the broad location will be encouraged in other parts of the Borough.”

2.2 PPS3 advises that policies and proposed management actions should reflect the degree to which actual performance varies from expected performance, as indicated in the housing trajectory. Paragraph 64 states:

*“Where actual performance, compared with the trajectories, is within the acceptable ranges (for example within 10-20 per cent), and future performance is still expected to achieve the rates set out in the trajectories, there may be no need for specific management actions at that time. In such circumstances, Local Planning Authorities will wish to continue to monitor and review performance closely and consider the need to update the five year supply, of deliverable sites where appropriate”.*

2.3 The Council's housing trajectory and SHLAA demonstrate that performance is within acceptable ranges and that future performance is expected to achieve the Core Strategy targets. Chapters 38 and 39 of the Core Strategy set out the Council's commitment to monitor, review and amend policies where needed to secure delivery of the spatial vision. This will be identified through the AMR housing policy performance analysis annually. Indicator CP1(1) (net additional dwellings) contains specific, measurable targets. Management actions would be introduced if analysis showed that the ten and fifteen year targets were not on track to be achieved and fell outside the acceptable range, or should the Council not be able to demonstrate a deliverable five year supply of housing.

2.4 Future performance is expected to achieve the rates set out in the housing trajectory (appendix 3). The Council does not envisage a need for specific management actions at this time. Should this position change over the course of the plan period, this will be identified through the AMR and proposed action will reflect the identified obstacle or threat to delivery at that point in time after careful consideration of the options available.

2.5 The 'Plan B' option for Kensal – increased PTAL rating through other, non-Crossrail measures - which has been considered, and gained the support of important stakeholders, eliminates the risk from this particular strategic site. The scenarios 1, 2 and 3 set out in the Core Strategy paras 39.1.4 to 39.1.6 are adequate to address most circumstances, and follow a logical sequence. For example, achieving a higher PTAL rating at Kensal through other public transport measures eliminates the constraint of failing to deliver a Crossrail Station.

2.6 More generally, a range of measures may be required such as:

- revisiting SHLAA sites that had not been included in the final capacity figures. This would require a further assessment of their probability and fully revisiting all assumptions included. Such an exercise will be required

periodically in any event, to maintain the Borough housing supply. If monitoring indicated a reduction in housing completions against target, this would become necessary.

- bringing forward a separate Site Allocations DPD; the preparation of further Site DPD /SPDs, either for site allocation purposes, or for development of specific sites which flow naturally from the above exercise. These would be included within Local Development Scheme updates and reported through annual monitoring.

2.7 The application of the three scenarios on the ground will require, and can be achieved, through the various measures. Site assembly of further sites, by working corporately with RBKC's own Property Department, and with partners for existing known sites or those involved in infrastructure delivery. The Kensington & Chelsea Partnership (the Local Strategic Partnership), for example, are involved in identifying site requirements and will assist with identification of site owners as part of a Site Allocations DPD to further add to the overall process.

### **Conclusion**

2.8 A combination of the above approaches will sufficiently guard against failure to deliver the housing target through the Council's established monitoring systems. The Council's AMR five year housing supply includes only schemes that are either under construction or have full planning permission as it can be demonstrated they are available, suitable and achievable in line with PPS3. Whilst, in reality, other identified and windfall sites will come forward and be developed in this timeframe that had no planning status at the time of AMR preparation, by close attention to the 5 year supply, necessary action can be taken to ensure continued housing supply.

2.9 The above discussion focuses on the impact of a 'Plan B' for the largest strategic site in the Borough – Kensal. It also explains the range of measures at the Council's disposal should other sites fail. These are the intervention measures referred to in the scenarios outlined in Chapter 39 of the Submission Core Strategy.

2.10 In addition to Plan Bs or individual contingency arrangements for specific sites, the range of measures which would ensure delivery of housing against the target is achieved as explained above. The key is to select the appropriate contingency for the situation which presents itself, and to have a package of measures available. Clearly, it cannot be possible to identify every scenario, but by careful monitoring, and identification of the risks, housing delivery risk is minimised to an acceptable degree.

**3) Is there convincing evidence to support the expected delivery rates shown in the table providing Borough Housing Trajectory Data to 2027-28?**

3.1 The Housing Trajectory data is underpinned by the SHLAA process, and on-going monitoring of residential supply. Full details of the London wide SHLAA methodology and results are set out in The London Strategic Housing Land Availability Assessment and Housing Capacity Study 2009 published by the GLA in October 2009. The study was led by the GLA in conjunction with the boroughs and the involvement of house builders. The Government Office for London (GOL) were also represented in the SHLAA process, and confirmed, in a joint statement with the GLA, that The 2004 HCS underpinning current targets was exceptionally rigorous and appropriate to the unique circumstances of London. This statement forms part of the SHLAA.

<http://legacy.london.gov.uk/mayor/planning/docs/15-yr-land-supply.pdf>

3.2 The GLA study identified housing capacity in London from 4 broad sources:

- Capacity from large sites (0.25 hectares or above) through consideration of theoretical constraints and probability of development of large housing sites;
- Capacity from small sites based on historical trends;
- Capacity from non-self contained units based on historical trends; and
- Capacity from vacant housing returning to use also based on agreed methodology.

3.3 The process of defining the capacity for each borough has involved discussion with the GLA in order to agree figures. During this process each of the Strategic sites were assessed and discussed in accordance with the detailed methodology. Having weighed risks and assessed capacity and probability of differing scenarios, the Kensal and Earls Court sites have still been designated as Opportunity Areas in the London Plan – a good indication that significant development is anticipated by the GLA.

3.4 The requirement for Strategic Housing Land Availability Assessments is set out in Planning Policy Statement 3<sup>1</sup> (PPS3) as a proactive approach to identifying housing land supply. The primary role of a SHLAA is to identify sites with potential for housing; consider their housing potential; and assess when they are likely to be developed.

3.5 PPS3 sets out the national requirement for Local Development Frameworks (LDFs) to demonstrate a 15-year supply of land for housing from the date of adoption. This should be based on information from a SHLAA and/or other relevant evidence to identify deliverable sites for the first five years, developable sites for years 6-10 and where possible, potential housing sites for years 11-15.

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<sup>1</sup> CLG. Planning Policy Statement 3: Housing. CLG 2006

- 3.6 National guidance on carrying out SHLAA provides flexibility in applying PPS3 in light of local circumstances. The challenge for this study was to address PPS3 policy and the principles of national SHLAA guidance in the very distinct circumstances of inner-London, and the particularly densely built-up nature of the Royal Borough. The approach employed for the Royal Borough has addressed national requirements for:
- An assessment which is based as far as is possible on specific sites with housing potential, on minimal dependence on ‘windfall assumptions’,
  - An assessment of the housing potential of these sites, and
  - Realistic phasing of the development.
- 3.7 This study was driven by the nationally set requirement to identify sufficient sites for at least the first 10 years of an LDF and where possible for longer than the whole 15 year plan period. In line with national guidance, the study recognises it is not possible to accurately identify sufficient sites in London for the whole of the life of an LDF. Thus, the study provides the evidence base to support judgements around whether broad locations should be identified and/or whether there are genuine local circumstances that mean a windfall allowance may be justified in the first 10 years of the plan.

### Strategic Sites

- 3.8 Strategic Sites state their land use allocation within each chapter of the Core Strategy (see table below). These are based on the SHLAA housing capacity study and on-going work with the relevant parties involved in delivering development at each site.

**Table 1: Strategic Site Estimated Capacity**

<b>Strategic Site</b>	<b>Total Estimated Housing Provision</b>
Kensal	2500
Wornington	380 (new units from private sale)
Land Adjacent to Trellick Tower	60
North Kensington Sports Centre	No housing is allocated on this site. Some housing may be possible depending on the design of this site.
The former Commonwealth Institute	None/negligible
Warwick Road (separate sites listed below)	
- Charles House	530
- Former TA	255
- Telephone Exchange	158
- Homebase	300
- 100 West Cromwell Rd	350
Lots Road	420
Earl's Court	500
<b>TOTAL</b>	<b>5453</b>

- 3.9 These allocations may vary from the data used to underpin the housing trajectory. For example, and as outlined earlier, estimates built into the HCS

and therefore the trajectory, will be lower. Kensal is one example, where the lower site capacity of 880 units has been used to provide a greater certainty. The SHLAA process itself relies more on windfall sites than the allowance built into the trajectory, in effect shifting the balance away from a 'windfall' site reliance.

### **'Windfall' Supply**

- 3.10 In addition to the large sites identified there are other sources of capacity that are calculated by an allowance based on past trends. These additional sources of supply include small sites (<0.25ha), non-self contained units and supply from bringing vacant stock back into use. In the unique circumstances of London, the SHLAA states that "*these sources of housing supply have historically been important in addressing housing need*". This source of supply is particularly important in the case of the Royal Borough.
- 3.11 In keeping with a key principle of government guidance on SHLAA preparation, boroughs are strongly advised, in presenting their evidence, to minimise dependence on 'windfall' capacity (in the SHLAA/HCS these are small sites, NSC and vacants) in order to meet their targets, and maximise use of evidence of capacity coming forward from identified sites – i.e. those in excess of 0.25ha.
- 3.12 It recognises, explicitly, that in the unique circumstances of London many boroughs are nevertheless likely, in varying degrees, also to have to draw on evidence of the contribution of windfalls. Government policy in PPS3 provides flexibility to include windfall contributions, where justified, providing authorities have maximised the likely contribution of identified sites.
- 3.13 It is considered that an allowance for windfall sites is justified in the case of the Royal Borough. The allowance made for windfall provision in the housing supply trajectory has been minimised, while recognising it's importance to the Borough . This evidence and justification was explained further to GOL in a paper dated 18<sup>th</sup> March 2010 ("Further Supporting Information on Windfall Sites submitted to GOL 18.3.10"), and forms part of the evidence library prepared for the Core Strategy examination in public.
- 3.14 Therefore, the assumed 'windfall' allowance contained within the housing trajectory is set at 130 units p.a. In arriving at this assumption, past trends have been analysed, in addition to assumptions regarding policy changes (further explanation at Appendix 4). This contains a conservative estimate of the 'windfall' supply. A further reduction in the 'windfall' supply, is built into the scenarios in appendix three, which demonstrates the impact of a further reduction of one third.
- 3.15 The reliance on 'windfall' sites is not dissimilar to other London Boroughs such as LB Camden. RBKC recognise that a more restrictive approach to the supply of housing from offices and hotels is likely to reduce the supply of

'windfall' sites. This has been factored in to the assumed 'windfall' supply and should not harm overall supply further.

## **Conclusion**

- 3.16 The full 2,500 unit capacity at Kensal has not been built in to the trajectory. The current housing trajectory is shown in Appendix 3. The assumptions built in to this trajectory are based on known estimates for the Kensal site – at a reduced rate of 880.
- 3.17 The trajectory, and the assumptions contained within the SHLAA are based on a sound and robust methodology, in accordance with PPS3. This contains evidence to support the expected delivery rates shown in Borough Housing Trajectory Data.
- 3.18 The supply of housing at strategic sites is expected to come forward as explained in the answer to question 1. Sufficient contingency plans are in place, should circumstances dictate that delivery cannot be as high as anticipated, for any site.
- 3.19 The reliance on windfall supply was previously addressed in response to GOL in a paper dated 18<sup>th</sup> March 2010 (Further Supporting Information on Windfall Sites submitted to GOL 18.3.10), part of the evidence library prepared for the Core Strategy examination in public. The assumed 'windfall' supply for the borough has been minimised. It has been included, in recognition of supply as a useful source of housing, but has been reduced by proportion. Appendix 4 explains the reasons for the assumptions made in arriving at the current figure. The scenarios in Appendix 3 demonstrate the impact of changing the 'windfall' allowance.

## 4 Overall Summary/Conclusion

- 4.1 Overall it is considered that RBKC has identified housing sites to meet housing requirements set out in the current target and to potentially meet any higher targets in favourable circumstances. The Core Strategy sets out how its vision will be implemented and delivered through a combination of private sector investment, the work of other agencies and bodies and the Council's own strategies and initiatives and makes a commitment to continue to work with all its partners to ensure that the Core Strategy policies can be delivered. The Core Strategy identifies broad locations which are key to implementation of housing delivery policies on the Key Diagram. It outlines how development to accommodate projected growth will be mainly located in and around the Borough's Strategic Sites. Specific chapters set out in detail the vision for each site identified for growth and the obstacles and constraints which need to be overcome to deliver housing and other development in each location.
- 4.2 The Core Strategy has inbuilt flexibility to ensure the continued delivery of housing through changes to economic cycles, but other risks to delivery have been identified and contingencies developed to ensure the minimum impact on the delivery of the Core Strategy. However, if supply of housing continuously fails to meet target, management actions will be put in place to alter this trend, as identified in Chapter 39.
- 4.3 This report demonstrates how the procedures in place will ensure, through continued joint working and monitoring of housing delivery, the borough's targets will continue to be met. It demonstrates the commitment to delivering development at Kensal in the event that a Crossrail Station cannot be secured, it explains the procedures to implement a 'Plan B' option, which enhances the transport accessibility to deliver in excess of 1700 dwellings at the site. Furthermore, it demonstrates that even in the worst case scenario, the shortfall would be small. It is in the event of such circumstances the contingency scenarios would be required for continued housing delivery – e.g. site assembly and policy review.
- 4.4 The windfall allowance used is *already* a conservative estimate. Past trends would suggest 35% of dwellings from windfalls, based on completions. The housing trajectory has sought to allow for just 22% and this would be further reduced in later years. This already builds in some element of change, and reflects PPS3 requirements that there should not be excessive reliance on windfall sites.
- 4.5 Testing the windfall allowance further, by reducing by up to 50 units per year, should not affect the trajectory, which shows how we meet the housing target overall, provided that development occurs broadly as expected.
- 4.6 The 'worst case' scenario consists of a low level of development at Kensal – 880 units - and a further reduction in completions from previously unidentified sites – by around one third. The effect on the housing trajectory shows that there would be an overall shortfall in supply of housing. This is a small shortfall relative to the overall supply of housing.

- 4.7 Due to the contingency plans in place, such a circumstance would be avoided by introducing contingency measures for Kensal, or on other sites as necessary. 'Plan B' demonstrates how additional housing can be delivered at the site. It involves co-operation and joint working to which the relevant parties have shown their commitment.
- 4.8 Through the SHLAA/Housing Capacity Study process risks and probabilities of site development and quanta were assessed. This rigorous methodology concluded that development will occur at Kensal sufficient for it to be designated as an Opportunity Area. By increasing the strategic site capacity to over 1,700, the housing trajectory demonstrates that the supply of housing will meet the target, with minimal reliance on 'windfall' sites.

## **Appendices**

### **Appendix 1: Response to questions raised by the Inspector regarding deliverability of housing at the Kensal Gasworks site**

### **Appendix 2: Statements of Common Ground with Key Site Delivery Agencies**

- Transport for London (in respect of Kensal)
- Ballymore (in respect of Kensal)
- Sainsbury's (in respect of Kensal)
- London Borough of Hammersmith & Fulham (in respect of Earl's Court)

### **Appendix 3: Housing Trajectory Scenarios and explanation**

- Scenario A: RBKC Core Strategy Housing Trajectory
- Scenario B: Worst Case scenario for Kensal: 880 units and decreased 'windfall' supply.
- Scenario C: Kensal site delivers 1700 units; 'windfall' supply is as assumed.
- Scenario D: Kensal site delivers 1700 units; 'windfall' supply is reduced by one-third

### **Appendix 4: Justification for windfall allowance and the likely impact of resisting loss of offices (Policy CF5), and Hotels (Policy CF8), on 'windfall' site housing supply**

## Appendix 1

### Response to questions raised by the Inspector regarding deliverability of housing at the Kensal Gasworks site

#### 1. Introduction

- 1.1 It is noted that the Inspector requires reassurances that the level of development stated in the submission Core Strategy is achievable without a Crossrail Station being established in the area.

#### 2. Use of PTALs to determine appropriate locations for development and density

- 2.1 Consistent with PPG13 and the Mayor's draft replacement London Plan the submission Core Strategy requires in policy CT1(a) *"high trip generating development to be located in areas of the Borough where public transport accessibility has a Public Transport Accessibility Level (PTAL) score of 4 or above."* Transport for London (TfL) state in their document *"Measuring Public Transport Accessibility Levels"* (2005) that *"PTALS are a detailed and accurate measure of the accessibility of a point to the public transport network, taking into account walk access time and service availability. The method is essentially a way of measuring the density of the public transport network at any location within Greater London."* The PTAL method is retained as the primary way of measuring public transport accessibility within the Mayor's draft replacement London Plan. PTAL four is defined as a 'good' level of public transport accessibility by TfL, with three defined as 'moderate'.
- 2.2 Table 3.2 of the Mayor's draft replacement London Plan seeks to ensure levels of new housing are optimised by setting out a density matrix. The matrix seeks greater housing densities as PTAL increases. The highest levels of housing density are appropriate only at sites that are PTAL four or greater. The London Plan notes that local context, design quality and public transport capacity are key factors relevant to optimising housing potential and therefore the density matrix should not be applied mechanistically. As the Kensal Gasworks site is relatively self contained in terms of its relationship with the surrounding townscape, local context is unlikely to require a reduction in housing density. The design quality of new development will be of vital importance but with careful consideration of factors such as bulk, massing and layout this is unlikely to require a reduced housing density, especially given that one of the characteristics of the Borough as a whole is low-to-medium rise high density residential development. The capacity of public transport will be a key factor in achieving the desired housing densities. The major landowners have set out in Statements of Common Ground that they are willing to fund the public transport improvements necessary to realise the full potential of the site. TfL have also indicated in a Statement of Common Ground that they are willing to provide improved bus services to the site to meet the new demand arising.

2.3 PTAL four at this site will allow the levels of development set out in the submission Core Strategy to be achieved in accordance with the density matrix of the Mayor's draft replacement London Plan.

### **3. Consideration of alternative options for delivering high density development at Kensal Gasworks**

3.1 The provision of a Crossrail station would increase the PTAL from three to four. This would allow the levels of development set out in the submission Core Strategy to be achieved. The submission Core Strategy sets out a plan B should a Crossrail station not be delivered. This is to *"improve local accessibility through bus-based improvements and off site rail improvements."* Off site rail improvements relate to the provision of a new West London Line Station near North Pole Road. For the Kensal Gasworks site to benefit from this station, there would need to be new pedestrian links over the railway lines north of the North Pole Depot site. However, the delivery of the North Pole Depot site for redevelopment is uncertain.

3.2 Given this uncertainty the Council's focus is on alternative improvements. These improvements include additional local buses and / or the bridging of the Grand Union Canal to allow pedestrians easier access to the Kensal Green underground and overground station, via Kensal Green Cemetery.

### **4. Summary of PTAL analysis at the Kensal Gasworks site**

4.1 PTAL scores are determined by using PTAL indexes and eight banded levels, from 1a (very poor) up to 6b (excellent). PTAL 4 is based on a PTAL index of between 15.01 and 20

4.2 Based on the existing provision of public transport the PTAL index in the centre of the Kensal Gasworks is 14.00. This means that an increase of 1.01, to 15.01, would be sufficient to increase the site's accessibility to PTAL 4.

### **5. Impact on PTAL of bus improvements**

5.1 The 295 bus route already terminates at the Gasworks site. If, as it has indicated that it would expect to, TfL extended the route closer to the centre of the site and increased its frequency from 7.5 buses per hour (bph) to 10 bph this would increase the PTAL index of the site to 15.28. This example demonstrates that a comparatively small change is sufficient to increase the public transport accessibility of the site to a level suitable for higher density development. In reality existing bus capacity would also need to be assessed and it is highly likely that more substantial improvements would be necessary to accommodate the level of demand likely to be generated by a high density residential development.

### **6. Impact on PTAL of pedestrian links over the Grand Union Canal**

6.1 The Gasworks site is bounded to the north by the Grand Union Canal and Kensal Green Cemetery. There is currently no pedestrian access over the canal. If pedestrian access was provided Kensal Green underground and overground station would be within an eight minute walk of the centre of the Gasworks site. This would increase the index of the site from 14 to 18.83

## **7. Impact on PTAL of a combination of bus and access improvements**

7.1 If the example bus improvements set out in paragraph 5.1 were secured as well as the improvement in paragraph 6.1, the PTAL index of the site would increase to 20.11. This would give the site a PTAL of 5 and would provide residents of the site with a very good mix of public transport options.

## **8. Summary and conclusion**

8.1 A PTAL score of 4 is required in order to allow the quantum of development envisaged in the submission Core Strategy to be delivered. This would be achieved by the provision of a Crossrail station. However if a Crossrail station could not be delivered it has been demonstrated above that it is possible to increase the PTAL score on the site to at least PTAL 4 using alternative transport improvements.



## **Appendix 2 Statements of Common Ground with Key Site Delivery Agencies**

*All as separate .pdf scanned documents*

Transport for London (in respect of Kensal) Statement of Common Ground signed by Colin Lovell, the Head of Land Use Planning.

Ballymore (in respect of Kensal) by David Laycock, Senior Town Planning Manager, Ballymore

Sainsbury's (in respect of Kensal), signed by Jeff Wilson, Regional Town Planning manager, Sainsbury's

London Borough of Hammersmith & Fulham (in respect of Earl's Court), signed by John Whitwell, Assistant Director (Planning), LBHF

## Appendix 3: Housing Impact of Strategic Sites and ‘windfall’ Allowance on Housing Trajectory.

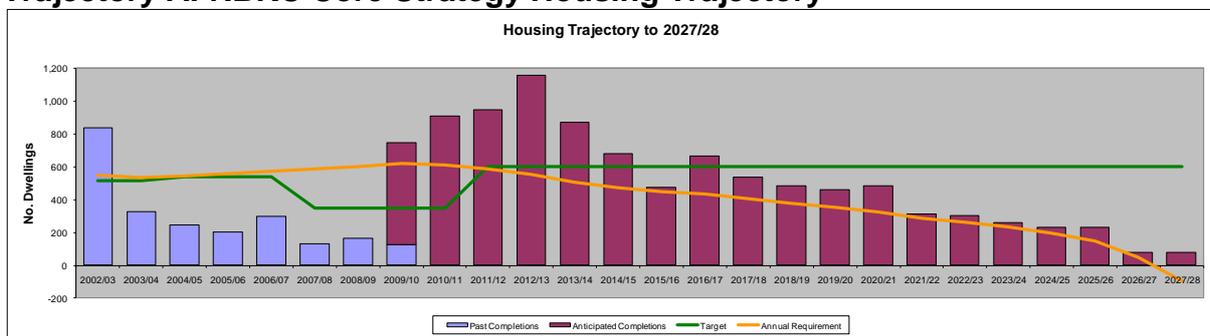
### Introduction

4 different scenarios (A to D) are set out below, with differing assumptions regarding the level of development at Kensal and from ‘windfall’ sites. Only in scenario B does this fail to deliver the London Plan housing targets. The combination of assumptions in scenario B is very unlikely to occur. It is therefore concluded that there is convincing evidence that the housing target can be achieved.

### Scenario A

The trajectory below demonstrates housing supply trajectory, and the ‘windfall’ allowance as currently assumed:

#### Trajectory A: RBKC Core Strategy Housing Trajectory



### Variables:

Kensal Site: 880 units

‘Windfall’ allowance: 130 p.a. (this is 22% of the total target of 600 units p.a.).

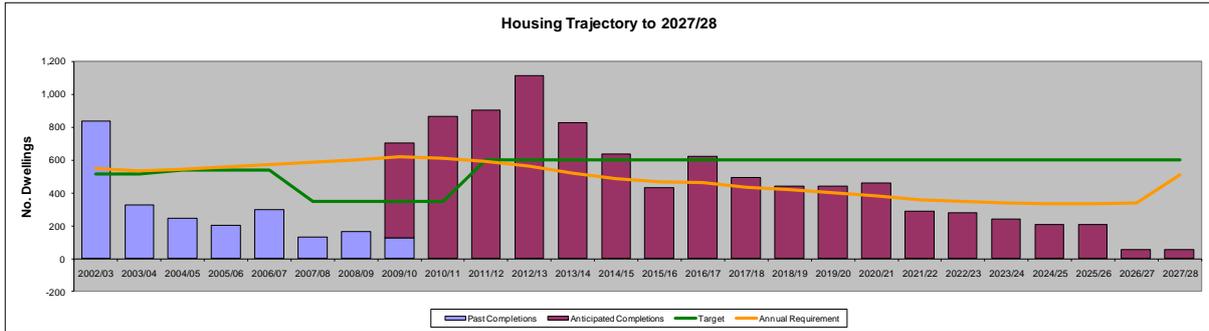
This indicates that the target will be met when the supply line crosses the zero axis - in this case 2026/27. It is therefore similar to the annual monitoring trajectory, covering the entire Core Strategy period, as advised by GOL and GLA.

This shows delivery at the Kensal Strategic Site coming forward within the period up to 2017, at an estimated supply of 880 units. These units are expected to come in phases over a number of years. The supply of ‘windfall’ units in this trajectory, is 130 p.a. for the earlier years. As detailed in the main report, this represents 22% of the total delivery of residential units per year, which is already a reduction on the actual delivery as a proportion of housing completions.

### Scenario B

The trajectory below is as for Scenario A, but the ‘windfall’ allowance has been reduced. In this case, only two thirds of the expected ‘windfall’ supply would be delivered. This shows that the overall supply target would not be met. The availability of sites in the very late stages of the trajectory is unknown or uncertain at this point in time.

**Trajectory B: Worst Case scenario for Kensal: 880 units and decreased ‘windfall’ supply.**



**Variables:**

Kensal Site: 880 units

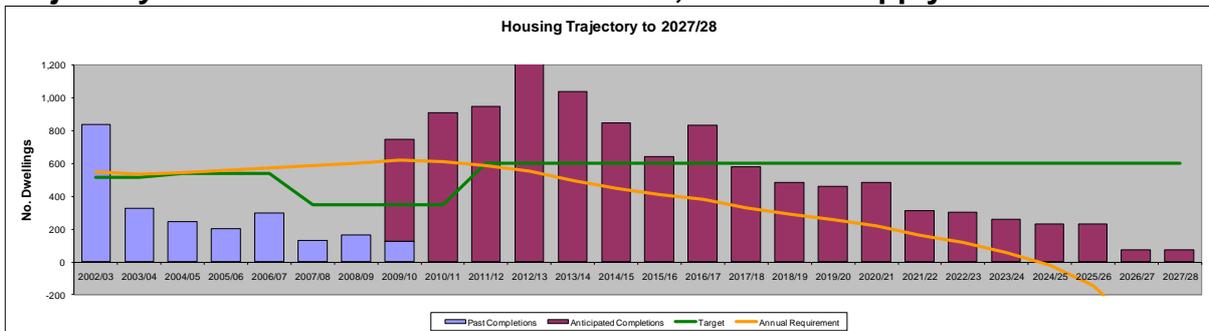
'Windfall' allowance: set to two-thirds of assumed – i.e. 86 p.a.

The scenario is unlikely due to the high possibility of exceeding the minimum known capacity at Kensal, and the fact that the supply from 'windfall' sites is likely to continue as assumed – at a higher rate. The trajectory as shown in scenario A, above, at around 130 units p.a. from 'windfall' sites, is expected to continue. As set out in appendix 4, this an already reduced reliance on 'windfall' sites when compared to the rate demonstrated through analysis of development trends.

**Scenario C**

The trajectory below demonstrates overall housing supply trajectory where Kensal delivers at it's Plan B' rate (1,700), and the 'windfall' allowance is as currently assumed – at 130 units p.a. This indicates that the target will be met when the supply line crosses the zero axis, in this case 2024/25.

**Trajectory C: Kensal site delivers 1700 units; 'windfall' supply is as assumed.**



**Variables:**

Kensal Site: 1700 units

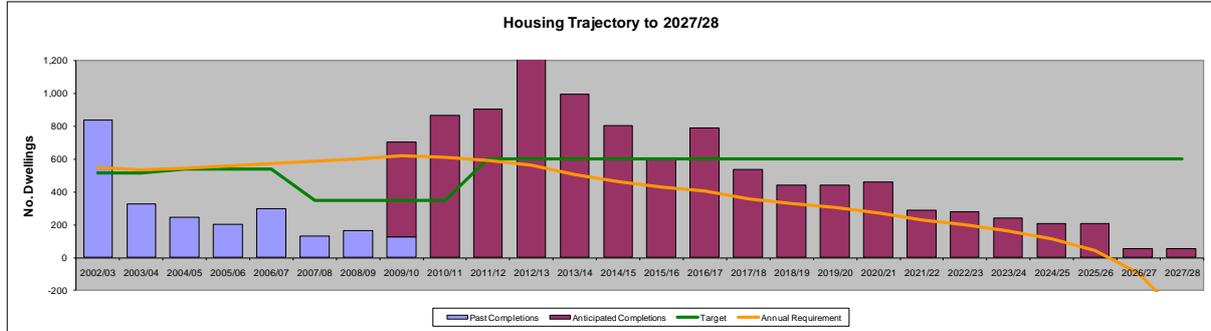
'Windfall' allowance: the assumed 'windfall' allowance of 130 units p.a.

As explained in the main report, the capacity at the Kensal site is likely to be increased to over 1,700 if the PTAL rating increases to PTAL4.

## Scenario D

The scenario below is as for C, but with a reduced 'windfall' allowance to two-thirds of that expected. This shows the target being met also, but later - in 2025/26.

### **Trajectory D: Kensal site delivers ,1700 units; 'windfall' supply is reduced by one-third**



### Variables:

Kensal Site: 1700 units

'windfall' allowance: set to two-thirds of assumed – i.e. 86 p.a.

## Appendix 4: Justification for windfall allowance and the likely impact of resisting loss of offices (Policy CF5), and Hotels (Policy CF8), on 'windfall' site housing supply

Through on-going monitoring, it can be seen that in the borough the proportion of housing delivered on small sites has been high, and is an important source of housing.

More detailed analysis of 'windfall' sites within the London Development Database from 2004 again demonstrates that for RBKC, more than one third of the Borough's housing completions are from windfall sites each year. These range from around 74 units per year, to 112 per year (see table 2 below). There is a relationship between overall completions and the supply through windfalls, though it is not a direct correlation. Any assumptions about increased supply relative to overall should be, and have been, treated cautiously in making assumptions about future windfall allowances.

**Table 2: Completions per year 2004-2008: Total and Windfall percentage**

Financial Year	Windfall Completions*	Total Completions	Windfall % of total
2004	92	245	37.6
2005	74	203	36.5
2006	86	296	29.1
2007	112	245	45.7
2008	92	282	32.6
<b>Totals</b>	<b>456</b>	<b>1271</b>	<b>35.8</b>

Source: LDD

*Completions from unstated sources not previously identified\**

This reliance on windfalls is not considered excessive, given the characteristics of the Borough. While historically 36% of completions have come from 'windfall' sites, varying from 29% of total completions to 45% (see table 4 above) the allowance built in to the Housing Trajectory is substantially lower, at 22% of total (130 from the total of 600).

This ensures that the reliance on windfall supply is minimised, and keeps the figure in accordance with the findings of the SHLAA, and accounts for the likely impacts of policy changes- the restrictions on office and hotel losses in Policies CF5 and CF8 (see discussion below). This figure used, therefore, is a conservative estimate; 35% of the new 600 per annum housing target, would be 210 units.

Even with a further reduced reliance on 'windfall' sites beyond that already assumed, due to changes in policy, it can be demonstrated that overall housing delivery against target will continue to be achieved.

### **Offices**

Analysis taken from the London Development Database shows that that the historical contribution of office floorspace to small sites' residential development is

relatively small, i.e. the enhanced protection of the loss of small offices will not substantially affect the supply of housing from this source.

The total supply over 5 years is 187 (at an average of 37 units per year), although this has not been at the expense of all office floorspace – in some cases the office floorspace has been retained or provided elsewhere. Of the 63 instances where windfalls have been provided in former office floorspace, 2 cases (PP/05/00843 and PP/06/00863) were known sites, and so could not be considered to be windfalls (these account for 15 residential units in total).

A more restrictive policy as proposed could, therefore, limit the supply to housing by around 35 units per year, from these sources, compared with what may otherwise have been assumed.

### ***Hotels***

Policy CF8 resists the loss of hotels in the Borough except for Earls Court Ward. The Hotels Survey identified Earl's Court Ward as containing nearly half of the Borough's hotels. Due to this concentration, the restrictions do not apply here. Analysis shows a loss of hotel space to supply 70 additional residential units across the borough, over a 5 year period. The majority of these have been from the aforementioned ward of Earl's Court as well as Courtfield, although there remains a significant hotel stock there. If we assume the restrictive policy of CF8 reduces the stock of housing by the equivalent amount – which provides an optimistic view of the policy use - then the supply may be reduced by a further 14 per year.

### ***Impact***

The combined effect of these policies cannot be fully assessed in advance of their implementation. However, from a housing delivery perspective if we assume a worst case scenario – that the policies work and therefore protect the loss of these uses to housing - the effect may be to reduce windfall supply of housing by up to 50 units per year.

### ***Conclusion***

The windfall allowance assumed for housing delivery in RBKC has been minimised. In arriving at the allowance, past trends have been used, combined with an impact analysis for policies CF5 and CF8. The reduction has therefore been factored in to the assumed windfall allowance. Past trends indicate that 35% of the total completions have been from 'windfall' sites, whereas the housing trajectory reduces this to 22%.

In Appendix 3, analysis contained on housing trajectory, and on assumed 'windfall' supply demonstrates what will happen if the windfall supply is further reduced. This is considered to be highly unlikely due to the already minimised reliance on supply.

**Statement of Common Ground between the Royal Borough of Kensington and Chelsea and Transport for London**

**Declaration**

Transport for London (TfL), which within its Surface Transport directorate contains London Buses, the organisation responsible for managing and developing the bus network within London, confirm that the attached statement is an accurate representation of our position with regard to the Kensal Gasworks Strategic Site and make no representation to the contrary.

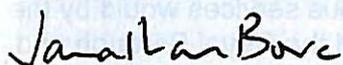
Signed on behalf of TfL:



Print Name: COLIN LOVELL

Date: 2/6/10

and Countersigned on behalf of the Royal Borough of Kensington and Chelsea:



JONATHAN BORE  
Executive Director of Planning and Borough Development

Date: 2 June 2010

## Statement

It is noted that the inspector requires reassurances that the level of development stated in the submission Core Strategy is achievable without a Crossrail Station being established in the area.

It is understood that achieving this level of development would require the Public Transport Accessibility Level to increase from PTAL3 to at least PTAL4. In order for this to be realised without a Crossrail station, alternative transport arrangements would be required. These arrangements are likely to entail the provision of additional local bus services, most likely the extension of bus services into the development site and an increase in bus frequency.

TfL understands that the key landowners of the site, Ballymore Group and J Sainsbury plc have set out in Statements of Common Ground that they would be willing, in principle and subject to negotiation, to provide the development contributions required to improve transport links in the area including the identified measures stated above.

Any changes to the bus network would need to be agreed by TfL, via London Buses. In principle and subject to negotiation TfL would agree to provide additional bus services to the site, which might include extending existing bus routes into the site or increasing the frequency of bus service, with the level of new provision being commensurate with the size of the development and the demand generated, taking into consideration existing spare capacity. The additional bus services would be the subject of a Sponsored Route Agreement between TfL and the Royal Borough and the additional services would be funded by the landowners. TfL believes that it is highly likely that the scale of development set out in the submission Core Strategy would justify additional bus services. TfL agrees with the Council that additional bus services could increase the PTAL of the site from three to four.

-end-

**Statement of Common Ground between the Royal Borough of Kensington and Chelsea and the Ballymore Group (page 1 of 2)**

**Declaration**

The Ballymore Group, a major landowner of the Kensal Gasworks Strategic Site confirm that the attached statement is an accurate representation of our position and we consider that the Local Development Framework Submission Core Strategy to be sound in respect of matters relating to the Ballymore Group and make no representation to the contrary.

Signed on behalf of the Ballymore Group:



Print Name:

*D. Laxton*

Date: *01 JUNE 2010*

*and Countersigned on behalf of the Royal Borough of Kensington and Chelsea:*



JONATHAN BORE  
Executive Director of Planning and Borough Development

Date: *2 June 2010*

## **Second Statement of Common Ground between the Royal Borough of Kensington and Chelsea and Ballymore Group (page 2 of 2)**

### **Context**

The Council in preparation of its Core Strategy in accordance with Planning Policy Statement 12 requires a secondary Statement of Common Ground with Ballymore Group to establish principle pertaining to the queries set out by the Planning Inspector in his letter of 25<sup>th</sup> May 2010.

### **Statement**

Ballymore consider that there are no outstanding issues with the Royal Borough's Submission Draft Core Strategy and support the designation of Kensal Gasworks as a strategic site.

It is noted that the inspector requires reassurances that the level of development stated in the submission Core Strategy is achievable without a Crossrail Station being established in the area.

It is understood that to achieving this level of development would require the Public Transport Accessibility Level to improve. In order for this to be realised without Crossrail, an alternative transport arrangement would be required. The Council has informed the Ballymore Group that this is likely to entail the provision of additional local bus services in Kensal and/or the bridging of the canal to improve access to Kensal Green underground station (via Kensal Green Cemetery) or other measures which may be identified.

As confirmed in our initial Statement of Common Ground of 19<sup>th</sup> March 2010, Ballymore together with fellow landowners Sainsbury's are committed to delivering regeneration in Kensal and therefore will, in principle and subject to negotiation, provide the development contributions required to improve transport links in the area including the identified measures stated above (in accordance with Circular 05/05).

-end-

Sainsbury's Supermarkets Ltd  
33 Holborn  
London  
EC1N 2HT

Telephone 020 7695 6000  
Fax 020 7695 7610  
www.sainsburys.co.uk

02 June 2010

Mr. James Masini  
Planning Policy Officer  
Royal Borough of Kensington and Chelsea  
The Town Hall  
Horton Street  
London  
W8 7NX

Dear Mr. Masini,

**Second Statement of Common Ground between the Royal Borough of Kensington and Chelsea and J Sainsbury Plc**

Please find enclosed the signed Second Statement of Common Ground between the Royal Borough of Kensington and Chelsea and J Sainsbury Plc.

Yours sincerely



Jeff Wilson  
Regional Town Planning Manager

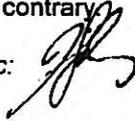
Encl: Second Statement of Common Ground between the Royal Borough of Kensington and Chelsea and J Sainsbury Plc

**Second Statement of Common Ground between the Royal Borough of Kensington and Chelsea and J Sainsbury plc (page 1 of 1)**

**Declaration**

J Sainsbury plc, a major landowner of the Kensal Gasworks Strategic Site confirm that the attached statement is an accurate representation of our position and we consider that the Local Development Framework Submission Core Strategy to be sound in respect of matters relating to J Sainsbury Plc and make no representation to the contrary.

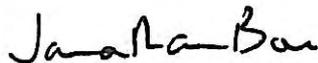
Signed on behalf of J Sainsbury plc:



Print Name: **JEFF WILSON**

Date: **2 JUNE 2010**

and Countersigned on behalf of the Royal Borough of Kensington and Chelsea:



**JONATHAN BORE**  
Executive Director of Planning and Borough Development

Date: **2 June 2010**

**Second Statement of Common Ground between the Royal Borough of Kensington and Chelsea and J Sainsbury plc**

**Context**

The Council in preparation of its Core Strategy in accordance with Planning Policy Statement 12 requires a secondary Statement of Common Ground with J Sainsbury plc to establish principle pertaining to the queries set out by the Planning Inspector in his letter of 25<sup>th</sup> May 2010.

**Statement**

Sainsbury's consider that there are no outstanding issues with the Royal Borough's Submission Draft Core Strategy and support the designation of Kensal Gasworks as a strategic site.

It is noted that the inspector requires reassurances that the level of development stated in the submission Core Strategy is achievable without a Crossrail Station being established in the area.

It is understood that to achieve this level of development would require an improvement in the accessibility of the site. In order for this to be realised without Crossrail, an alternative transport arrangement would be required. The Council has informed Sainsbury's that this is likely to entail the provision of additional local bus services in Kensal and/or the bridging of the canal to improve access to Kensal Green underground station (via Kensal Green Cemetery) and/or other measures which may be identified.

As confirmed in our initial Statement of Common Ground of 18<sup>th</sup> March 2010, Sainsbury's together with fellow landowners Ballymore, are committed to delivering regeneration in Kensal and therefore will, in principle and subject to negotiation, provide the development contributions required, in accordance with the Community Infrastructure Levy Regulations 2010 and Circular 05/05, to improve transport links in the area, including the identified measures stated above.

-end-



**Executive Director of Planning and Borough Development**

Jonathan Bore

**Head of Policy and Design**

Penelope Tollitt

Nigel Pallace  
Director of Environment  
London Borough of Hammersmith and Fulham  
Town Hall  
King Street  
Hammersmith  
W6 9JU

28 May 2010

My reference: PDB/PD/Core Strategy/SOCG-LBHF

Your reference:

Please ask for: Brendon Roberts

Dear Mr Pallace,

As I am sure you are aware, on the 19 March 2010 the Royal Borough of Kensington and Chelsea submitted its Core Strategy with a Focus on North Kensington to the Secretary of State for Examination in Public.

In considering the Submission Documents, the Inspector, Mr Patrick Whitehead, has requested further information. In accordance with best practice in Planning Policy Statement 12, I would like to submit this information in the form of a Statement of Common Ground.

This Statement of Common Ground is required to ensure agreement between the two authorities regarding the following matters:

- Matter 1: The RBKC Strategic Site for Earl's Court is able to accommodate the land uses set out in the strategic site allocation, including 500 residential units, in terms of capacity;
- Matter 2: The delivery of the land use allocation, including 500 residential units, for Earl's Court as set out in the RBKC Core Strategy is not compromised by requirements to fund decking over the depot and railway lines and returning the Earl's Court one-way to two-way working in terms of viability;
- Matter 3: The route forward for producing a joint Supplementary Planning Document for the Opportunity Area.

This statement, as set out below, has been drafted for your convenience and provides detailed clarification for each of these matters. As we are working to a Pre-Examination meeting on the 9 June 2010, I would be grateful if this statement could be signed and returned to the Council no later than noon on Wednesday 2 June 2010.

Yours Sincerely,

Jonathan Bore (Executive Director of Planning and Borough Development)

**Direct Line:** 020 7361 3234

**Fax:**

**Email:** james.masini@rbkc.gov.uk

**Web:** www.rbkc.gov.uk



**Statement of Common Ground between the Royal Borough of Kensington and Chelsea and the London Borough of Hammersmith and Fulham (page 1 of 2)**

**Declaration**

The London Borough of Hammersmith and Fulham confirm that the attached statement accurately represents the agreed position and we consider that the Royal Borough of Kensington and Chelsea's Local Development Framework Core Strategy, as submitted with proposed changes, to be sound in respects to matters relating to the Earl's Court Strategic Site Allocation for land within the Royal Borough and make no representation to the contrary.

*Signed on behalf of the London Borough of Hammersmith and Fulham:*



Print Name:

Date: 1.6.10

J. Whitwell, ASSISTANT DIRECTOR PLANNING

*and Counter signed on behalf of the Royal Borough of Kensington and Chelsea:*

PP 

JONATHAN BORE  
Executive Director of Planning and Borough Development

Date: 01-06-10

## **Statement of Common Ground between the Royal Borough of Kensington and Chelsea and the London Borough of Hammersmith and Fulham (page 2 of 2)**

### **Context**

This Statement of Common Ground has been prepared by the Royal Borough of Kensington and Chelsea. It sets out the areas of agreement between the above two authorities and has been produced to aid the Inspector in his consideration of the Core Strategy.

The Royal Borough of Kensington and Chelsea consider that the Core Strategy is a sound document as submitted to the Secretary of State. The Royal Borough has proposed changes to the Core Strategy to clarify the policy position following representations made during Publication.

Matters set out below seek to further clarify the approach set out in the Royal Borough's Core Strategy to ensure that the Earl's Court Strategic Site allocation accurately reflects the intentions of both authorities.

### **Matter 1 – Site Capacity**

The Earl's Court Strategic Site, as allocated within the Royal Borough, has the capacity to accommodate the land use allocation set out in the Council's Core Strategy, namely a minimum of 500 residential units, in terms of site capacity.

### **Clarification – Site Capacity**

The London Plan - Spatial Development Strategy for Greater London (Consultation draft replacement plan), October 2009, indicates that the Earl's Court Opportunity Area has the capacity to accommodate a minimum of 2,000 new homes and an indicative employment capacity of 7,000 jobs.

The Opportunity Area is made up of:

1. the Earl's Court Strategic Site, as allocated in the Royal Borough of Kensington and Chelsea's Submission Core Strategy March 2010; and
2. part of the West Kensington, Earl's Court and North Fulham Regeneration Area, as designated in the London Borough of Hammersmith and Fulham's Core Strategy Options June 2009.

This Statement only relates to the land within the Royal Borough, known as the Earl's Court Strategic Site, which has been allocated to accommodate a minimum of 500 of the 2,000 homes in the Opportunity Area required in accordance with the draft London Plan.

The Council has calculated this minimum housing figure using the site area (excluding any potential for decking over the railway lines), land required for non-residential land uses and average housing capacity calculated in accordance with the density matrix set out in the London Plan.

The Earl's Court Strategic Site has an area of 74,000sqm. This includes an area of 5,683sqm that cannot be developed without decking over the railway lines. Therefore an area of **68,317sqm** is available to accommodate the proposed land uses.

The number of homes allocated within the Strategic Site is a minimum. The Royal Borough's Core Strategy provides some flexibility to increase the number of residential

units within the Strategic Site, if the evidence in the joint Supplementary Planning Document indicates that some non-residential uses may be better located in LBHF.

The schedule below gives an indicative approach to delivering the land use allocation in the Core Strategy, including the minimum 500 residential units. The floor areas for roads, open space, cultural use and retail are not specified in the Core Strategy as the exact figures and distribution across the site will be confirmed through the evidence being produced as part of the joint SPD.

Allocation:	Footprint (sqm):	Note:
Open space	20,000	2 hectares for a local park in accordance with the draft London Plan Public Open Space Hierarchy
Cultural use	8,000	Using the floor area of the O2 Arena as an example
Retail	1,500	Identified as being sufficient to meet the needs of the new development in the form of 15 - 20 small retail units (taking the GLA definition of a small shop as one with a GIA of 80 sqm) or a 'small' local centre in terms of the Borough's Retail Needs Study. In accordance with PPS4 development with a retail footprint of less than 2,500sqm does not require a retail impact assessment, recognising that the impact of proposals significantly smaller than 2,500sqm on the existing neighbouring centres is less likely to be significant.
Office	2,000	10,000sqm to contribute to the borough wide demand for Employment floor space from 2005 to the end of the plan period of 23,000sqm and contribute to the 7,000 jobs.
Residential (calculated using the London Plan Density Matrix)	30,000	<p>The area of Earl's Court is considered <b>Urban</b> as being predominantly dense development of terraced houses; a mix of uses; medium building footprints; typically two to four storeys; located within 800 meters walk of Earl's Court Road (as designated in the London Plan) and Fulham Road West District Centre; and bounded by at least two main arterial routes being West Cromwell Road and Old Brompton Road.</p> <p>The Strategic Site is located within a Public Transport Accessibility Level of between <b>5 and 6</b> which suggests the middle to higher end of the density ranges.</p> <p>To ensure a balanced mix of unit sizes (flats &amp; houses), the <b>3.1 – 3.7 hr/unit</b> range is used, resulting in a density range of between <b>120 - 225 u/ha</b>.</p> <p>Considering a site area of 3 hectares, this results in an range of 360 – 675 units, with an average <b>517</b> residential units.</p>
Roads	6,817	Approximately 10% of the site area
Site area	68,317	<b>Site area (74,000sqm) less area of railway lines (5,683sqm)</b>

It can be seen from the above example that 500 homes can be comfortably accommodated on the Earl's Court Strategic Site, as designed in the RBKC Strategic Site.

## Matter 2 – Viability

The question is being asked as to whether the inclusion of the decking over of the railway tracks, which would be expensive, and the funding to tackle the Earl's Court one-

way system are risks? The Inspector seeks clarification as to how the delivery of the 500 residential units may be affected by this additional expense.

The London Borough of Hammersmith and Fulham is not expecting to include a policy requirement to deck over the railway lines in its LDF Core Strategy. Policy CA7 of the Royal Borough's Core Strategy requires the investigation and implementation of measures to return the Earl's Court road from one-way to two-way working and improve the pedestrian environment.

### **Clarification – Viability**

#### Decking over the railway lines

The LBHF Core Strategy Preferred Options June 2009 requires that *"if the TFL depot has to remain it should be decked over, in which case the West London Line should also be decked over provided that it is viable with an acceptable scheme"*.

This requirement was reflected in the Royal Borough's Core Strategy, which in Para 26.2.5 states "It will be necessary to deck over the TfL depot and West London Line in multiple locations to allow good connections". The Royal Borough's Core Strategy also highlights the potential risk (Chapter 39) that the "comprehensive development including the decking over of the rail tracks is so expensive that there is insufficient funding or support from TfL to return the one-way system to two-way working". However, the decking over the depot and railway lines is not included as a policy requirement in Policy CA7.

LBHF officers have recently advised that they do not expect to recommend that a policy requirement to deck over the West London Line railway lines should be included in the LDF Core Strategy. Therefore RBKC proposes to remove this reference to decking over the depot and railway lines from paragraph 26.2.5 and Chapter 39 of the Core Strategy, should the Inspector be minded to accept this change.

#### Earl's Court one-way system

Policy CA7(l) of the RBKC Core Strategy states that the Council requires securing highway contributions including the investigation and implementation of measures to return the Earl's Court one-way system to two-way working and improve the pedestrian environment. Policy CT1(n) states that the Council will work with TfL to improve the streets within the Earl's Court one-way system by (i) investigating the return of the streets to two-way operation, and by implementing the findings of this investigation.

This policy does not necessarily require returning the Earl's Court one-way to two-way working, but only the implementation of those measures which have been identified as a result of the investigation.

### **Matter 3 – Working arrangements on a joint SPD**

The Royal Borough of Kensington and Chelsea and the London Borough of Hammersmith and Fulham are preparing a joint Supplementary Planning Document for the Earl's Court and West Kensington Opportunity Area, with input from the Mayor of London.

## **Clarification**

Para 26.3.2 of the RBKC Core Strategy states that a joint Supplementary Planning Document will be produced working in partnership with the LBHF and the GLA.

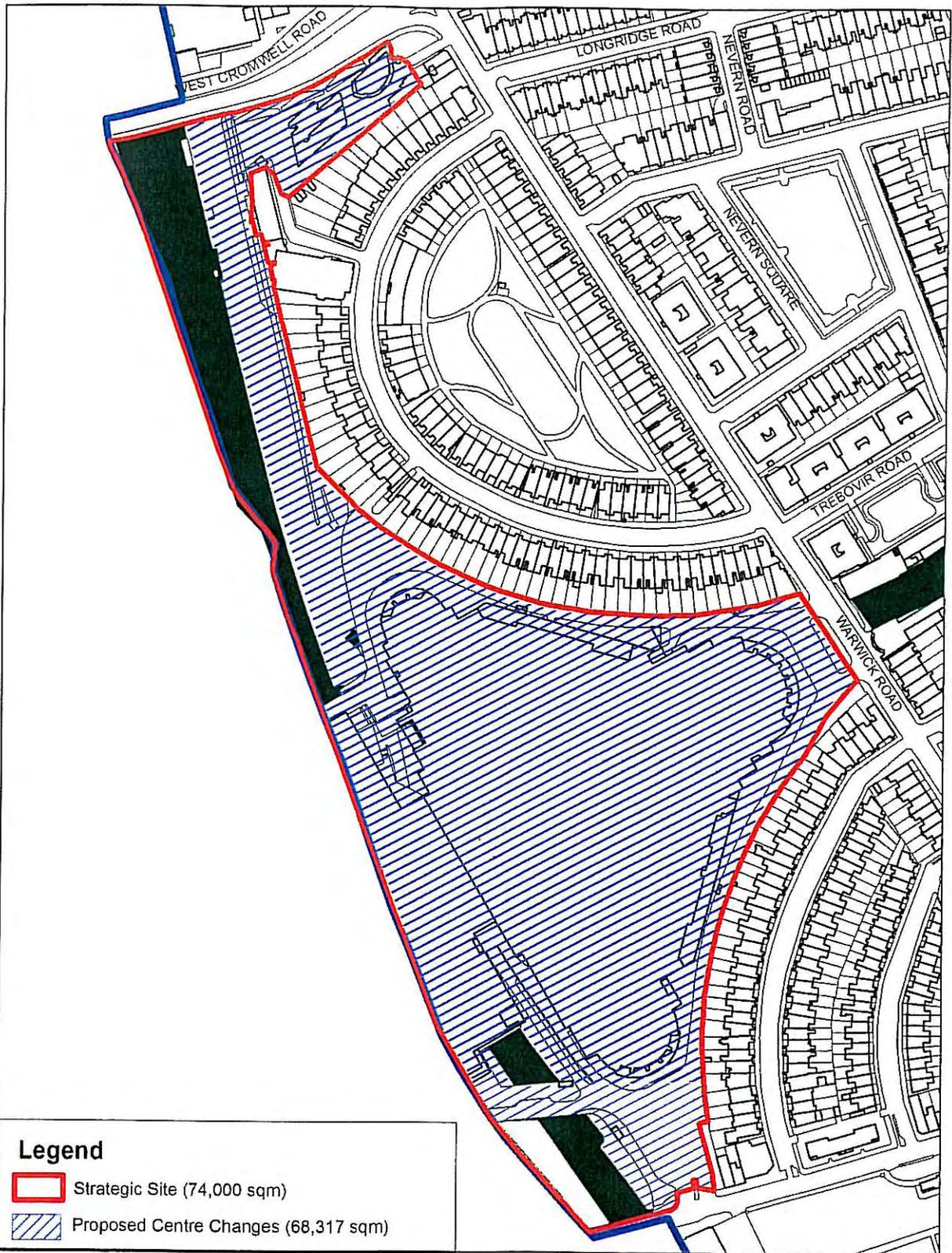
The three planning authorities have discussed the content and working arrangements for the preparation of this SPD over the last six months.

This has been agreed at a meeting of the Earl's Court and West Kensington Opportunity Area Joint Planning Board on the 20 May 2010. In doing so, the Joint Planning Board agreed a detailed project management structure, timetable and draft content for the SPD.

The Joint Planning Board consists of various Officers from RBKC, LBHF and the GLA, including Nigel Pallace (Director of Environment, LBHF), Jonathan Bore (Executive Director of Planning and Borough Development, RBKC) and Colin Wilson (Strategic Planning Manager, GLA).

This SPD will set out the planning authorities requirements for the Opportunity Area to achieve the policy set out in the each Core Strategy and the draft London Plan. The contents of the SPD will have regard to various supporting evidence, such as a detailed Urban Design Framework and Transport Assessment, which will inform the most appropriate land use distribution for the site. The SPD will be prepared to be adopted as an Opportunity Area Planning Framework subject to the adoption of the draft London Plan.

The joint SPD will be published for Regulation 17 Consultation in January 2011. RBKC will be looking to adopt the SPD in June 2011, once the policies in the RBKC Core Strategy to which this SPD relates have been adopted. LBHF and the GLA will be looking to adopt the SPD towards the end of 2011 in accordance with their timescales.



**Legend**

-  Strategic Site (74,000 sqm)
-  Proposed Centre Changes (68,317 sqm)



**Earl's Court Strategic Site  
Statement of Common Ground with LBHF**

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0 37.5 75 150 Metres



THE ROYAL BOROUGHS OF  
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