Local Plan Partial Review
Shops & Centres Background Paper

December 2015
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1. Introduction

1.1 This Shops and Centres Background Paper is intended to inform the Local Plan Partial Review Issues and Options consultation relating to non B class town centre uses.

1.2 In particular the Background Paper intends to answer a number of questions:

- Are the boundaries of the Borough’s existing town centres appropriate?
- Are the primary and secondary frontages of the Borough’s larger or ‘Higher Order Centres’ as identified within the existing Local Plan still appropriate?
- Are there any parades of shops currently lying outside of any centre which are of a scale or nature that should be designated as a Neighbourhood Centre?
- Are the Borough’s centres designated correctly in terms of the London Plan’s town centre hierarchy?

1 www.rbkc.gov.uk/planningpolicy
2. **Policy context**

**National Planning Policy Framework (NPPF)**

2.1 Section 2 of the NPPF\(^2\) sets out a range of policies which are intended to “ensure the viability of town centres”. Paragraph 23 of the NPPF states that “planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period”.

2.2 Of particular relevance to this study is the statement within the NPPF that in drawing up Local Plans, Councils should “define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations”.

2.3 The NPPF identifies that Local Plans should be based on a proportionate evidence base. Plans should be based on “adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of an area,” taking full account of relevant economic and market signals. Local Plans should indicate land use designations (such as primary shopping areas and frontages) on a Proposals Map, and also “identify areas where it may be necessary to limit freedom to change the use of buildings, and support such restrictions with a clear explanation”.

2.4 Annex 2 of the NPPF includes definitions of primary and secondary frontages: “primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses”.

2.5 This study addresses these requirements.

**The London Plan**

2.6 The London Plan formalises the hierarchy of town centres across the capital. It notes that in London there are five broad types of town centre which perform different but complementary roles. The top four levels of centre are designated within the London Plan. The Borough contains centres within three of the levels, International, Major and District Centres. The Council has named these collectively the ‘Higher Order Town Centres’. The fifth tier, the Neighbourhood Centres, are designated by the Council.

\(^2\) [http://planningguidance.communities.gov.uk/blog/policy/](http://planningguidance.communities.gov.uk/blog/policy/)
### Existing Local Plan policy

#### Designation of centres

2.7 The existing Local Plan largely reflects the London Plan’s designation of the Higher Order Centres, albeit with some changes to the names of the centres. It also includes the provision of some forty smaller neighbourhood centres.

2.8 The existing hierarchy as used within the Local Plan is set out in Table 2.1 below. It includes the Mayor’s definition of each level centre.

<table>
<thead>
<tr>
<th>Type of centre</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>International Centre</strong></td>
<td>Knightsbridge</td>
</tr>
<tr>
<td>London’s globally renowned retail destinations with a wide range of higher-order comparison and specialist shopping with excellent levels of public transport accessibly.</td>
<td></td>
</tr>
<tr>
<td><strong>Metropolitan Centre</strong></td>
<td>None</td>
</tr>
<tr>
<td>Serve wide catchments which can extend over several boroughs and into parts of the wider South East region. Typically they contain at least 100,000 sq m of retail, leisure and service floor space with a significant proportion of higher order comparison goods relative to convenience goods.</td>
<td></td>
</tr>
<tr>
<td><strong>Major Centres</strong></td>
<td>King’s Road (East) Kensington High Street</td>
</tr>
<tr>
<td>Typically found in inner and some parts of outer London with a borough-wide catchment. They generally contain over 50,000 sq m of retail, leisure and service floorspace with a relatively high proportion of comparison goods relative to convenience goods. They may also have a significant employment, leisure, service and civic functions.</td>
<td></td>
</tr>
<tr>
<td>Type of centre</td>
<td>Designation</td>
</tr>
<tr>
<td>------------------------</td>
<td>-----------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>District Centres</strong></td>
<td>South Kensington King’s Road (West)</td>
</tr>
<tr>
<td></td>
<td>Notting Hill Gate</td>
</tr>
<tr>
<td></td>
<td>Fulham Road (Fulham Road West in the London Plan)</td>
</tr>
<tr>
<td></td>
<td>Brompton Cross (Fulham Road East in the London Plan)</td>
</tr>
<tr>
<td></td>
<td>The following centres are designated as District Centres within the London Plan but as ‘Special District Centres’ within the Local Plan: Portobello Road Westbourne Grove.</td>
</tr>
<tr>
<td><strong>Neighbourhood Centres</strong></td>
<td>Barlby Road, Ladbroke Grove (North), Golborne Road (North), North Pole Road, St Helen’s Gardens, Ladbroke Grove Station, All Saints Road, Westbourne Park Road, Clarendon Cross, Holland Park Avenue, Holland Road, Napier Road, Kensington High Street (West), Thackeray Street, Pembroke Road, Earl’s Court Road, Earl’s Court Road North, Stratford Road, Gloucester Road, Cromwell Road Air Terminal, Gloucester Road (South), Old Brompton Road (West), Old Brompton Road (East), Ifield Road, The Billings, Fulham Road (Old Church Street), Walton Street, Lowndes Street, Pont Street, Sloane Avenue, Elystan Street, Chelsea Manor Street, Lower Sloane Street, World’s End, and Fulham Road/ Brompton Cemetery.</td>
</tr>
</tbody>
</table>

*Table 2.1: The Borough’s Town Centres*

2.9 The location of each centre as designated within the existing Local Plan is shown on Figures 2.1 and 2.2.
2.10 The only difference between the Mayor’s and the Council’s designation relates to Earl’s Court Road. The Mayor considers this to be a District Centre, the Council designates it as a Neighbourhood Centre. This is considered in sections 4.24 to 4.35 below.

2.11 The designation is significant in so far as the Council’s existing Local Plan requires the scale and nature of development within a town centre to reflect the position of that centre within the hierarchy (Policy CF2).

**Designation of primary and secondary frontages**

2.12 It is for a Council to decide how its centres operate and to designate primary shopping areas and primary and secondary frontages as appropriate. The Borough is unusual in that its town centres are linear in nature, often located on the main arterial routes into the capital. The entire centre is, therefore, taken to be a ‘primary shopping area’. The Council does, however, sub-divide its larger,
2.13 The existing Local Plan has a suite of policies which concern the appropriate mix of use in different parts of a centre. In essence no more than a fifth of ground floor units in a given parade within a primary retail frontage should be in a non-shop use. This figure increases to a third in the secondary retail areas (Policy CF3).

2.14 The existing designations are shown in Appendix 2.

Figure 2.2: Neighbourhood Town Centres in the existing Local Plan
3. Methodology

3.1 The purpose of this section of the Background Paper is to set out the nature of the evidence collected to inform the Local Plan Partial Review Issues and Options consultation and to explain the methodology used.

Evidence collected

3.2 The evidence to inform this assessment has a number of separate elements. These are detailed below.

Mapping of the Borough’s annual centre surveys

3.3 The use of all ground floor units for all the Borough’s designated centres have been surveyed on an annual basis for a number of years. The most recent data, that was used to inform this Background Paper, was collated in July/August 2015. However, the surveys should be considered to be a snapshot in time, and the Council recognises that changes of use may have occurred in the interim. The Council also recognises that a street-based survey is just that, street-based. Classification as a particular use in the survey should not be taken as the Council’s view as to the authorised use of that unit. This will be of particular relevance when differentiating between A1 and A3 uses, where further site visits or even examination of accounts may be necessary to establish the existing use.

A survey of all ‘out of centre’ A class uses

3.4 This survey was carried out in the summer of 2015. It was intended to identify the ‘A class’ uses outside of the designated centres.

Centre boundaries as included within the existing Local Plan

3.5 The Council’s centres are long-established entities having originally been designated as part of the Borough’s first Local Plan, adopted in 1982. A number of incremental changes have taken place over time to reflect the incremental expansion of the centres.

‘Footfall’ data commissioned by the Council from PMRS

3.6 Footfall data was collected on behalf of the Council by a specialist surveyor, PMRS. The data was collected on Friday 22nd and Saturday 23rd November 2013. A weekly count has been calculated accordingly, using PMRS’s own standard formula. The data has been represented in this report by a ‘thermal map’ whereby areas with the greatest pedestrian flows are shown by reds, and the areas with the lower flows by blues.
Rating data

3.7 The Council holds a list of properties which are subject to commercial rates. This is supplemented by data obtained by the Valuation Office. This data has been used to help identify units which do not lie within existing centres.

Site visits

3.8 Further site visits were carried out by officers in September 2015 to supplement this data.

Centre boundaries

3.9 The Council recognises that a centre should encompass the main concentration of town centre uses in a given area. In re-assessing the detailed boundaries regard has been had to the following principles:

- The presumption that units adjoining centres, which contain town centre uses, should form part that centre.
- The likelihood of expansion of retail uses in the future. The Council proposes the expansion of a centre where permission has been granted for the creation of new A Class town centre uses at ground floor level, and where this permission is currently being implemented or where implementation is imminent. Proposals to expand centres have not been made where this would reflect an extant permission where there is no certainty that that the permission will be implemented in the near future.
- A centre will have regard to physical constraints on the area, for example where a major road may limit pedestrian flows, or where two areas of shops have very different functions.
- Whilst the Council recognises the importance of frontages it is the entire property, including the flank return, that will be included within the centre designation.
- A Higher Order Centre may be extended to subsume a Neighbourhood Centre which is immediately adjacent to that centre, where the two centres are both linked and are considered to share the same function.

Primary/Secondary retail frontages

3.10 All properties within a Higher Order Town Centre will lie within either a primary or a secondary retail frontage. Neighbourhood Centres are not sub-divided in the same way. Classification has regard to the following principles:

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3 The definition of a town centre use is that used within the NPPF. It includes retail development, entertainment facilities, offices, and arts, culture and tourism development.
• Primary retail frontages will generally be characterised as those parts of centres with a high proportion of shops and with the greatest footfall. These areas are also likely to be characterised by the presence of key anchor stores and other main town centre uses, uses such as cinemas. The Council notes that such uses will both increase footfall and will, in themselves, have an impact on the character of that part of the centre.

• Secondary retail frontages will generally be the areas with a wider range of uses, including A2 Financial and Professional services, A3, A4 and A5 restaurants, cafes, bars and public houses and hot food takeaways.

• A degree of flexibly will be appropriate, and there may be circumstances where an historic classification should remain despite changing land uses or patterns of footfall.

Creation of new Neighbourhood Centres

3.11 The existing centres include all but approximately 5% of the A class uses within the Borough. The majority of these units are either ‘stand alone’ (be these large supermarkets or smaller shops) or lie within small parades. They are not concentrations of town centre uses, and as such it would not be appropriate to include as a Neighbourhood Centre. There are, however, some larger concentrations which are of a scale and nature that warrant a centre designation. These are set out in section 4 below.

3.12 Regard will be had to proximity to other centres as well as the scale of the concentration.
4. Proposals

Neighbourhood Centres

Amending existing Neighbourhood Centre boundaries

4.1 The stippled areas show the existing extent of the centre. The blue shaded area shows the areas of proposed extension.

Clarendon Cross

4.2 Extend centre to east to include the commercial uses at Nos. 73 and 73a Clarendon Road.

Cromwell Road Air Terminal

4.3 Extend centre to include the large Sainsbury’s supermarket beneath Point West, 158a Cromwell Road.
4.4 Extend the centre to the west to include the commercial unit at No. 13b Stratford Road.
Ladbroke Grove Station

4.5 Extend the centre to the west of Lancaster Road to include No. 103 Lancaster Road, a retail unit immediately adjacent to the existing boundary.

Golborne Road

4.6 Add the commercial units being constructed as part of phase one of the Womington Green redevelopment to the north-west of the centre, to the west of Portobello Road.

4.7 The commercial units running from Nos. 349 to 373 Portobello Road appear to have been omitted from the Proposals Map of the 2010 Core Strategy. For clarity these will be reinstated.
Figure 4.5: Proposed change to Golborne Road Neighbourhood Centre

**Pont Street**

4.8 Extend the centre to the west to include the public house immediately abutting No. 1 Pont Street, No 20. Lowndes Street.

Figure 4.6: Proposed change to Pont Street Neighbourhood Centre
**Sloane Avenue**

4.9 Extend the centre to the north-west to the junction with Makin’s Street to include the retail units at Nos. 75 to 81 Sloane Avenue.

![Map of Sloane Avenue](image)

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*Figure 4.7: Proposed change to Sloane Avenue Neighbourhood Centre*

**De-designating existing Neighbourhood Centres**

**Ifield Road**

4.10 Ifield Road is a small Neighbourhood Centre that lies on the western side of Finborough Road at the junction with Ifield Road.

4.11 Whilst it originally contained ten ‘town centre’ units, a number of these are no longer occupied by retail units. This has been the case for some time. Planning permission was granted between 1998 and 2006 for changes of use from A class uses to residential at Nos. 106, 108, 110 and 112 Finborough Road and No. 121 Ifield Road. In addition No. 178 is no longer in use as a shop.

4.12 This leaves just four units in ‘town centre’ uses as of September 2015, Nos. 114, 116 and 118 Finborough Road and No. 176 Ifield Road. Whilst of some value as serving, or having the potential to serve, a local day-to-day need it is no
longer appropriate to suggest that they have a critical mass which functions as a centre. As such 'de-designation' of the remaining units is proposed.

4.13 The shaded blue areas within Figure 4.8. are those units which remain within an A class use. The stippled areas are those units which lie within the current centre but which no longer contain a town centre use.

4.14 De-designation does not remove protection from the remaining units as the existing Local Plan supports the Borough-wide protection of all A class units which lie outside of a centre. Furthermore, the recently adopted prior approval process intended to ease changes of use from shops to residential does not apply for the units in question as they lie within a Conservation Area\(^4\). Changes of use from shops to restaurants must still have regard to the “adequate provision of services of the sort being provided.”\(^5\)

\(^4\) Schedule 2, Part 3, Class M of the Town and Country (General Permitted Development (England) Order 2015

\(^5\) Schedule 2, Part 3, Class C of the Town and Country (General Permitted Development (England) Order 2015
Designating new Neighbourhood Centres

Talbot Road Neighbourhood Centre

4.15 A number of units are clustered around Talbot Road, close to the junction with Powis Mews. These are set out in Table 4.1 below.

<table>
<thead>
<tr>
<th>Address</th>
<th>Description</th>
<th>Use Class</th>
</tr>
</thead>
<tbody>
<tr>
<td>104 Talbot Road</td>
<td>Homeware</td>
<td>A1</td>
</tr>
<tr>
<td>106 Talbot Road</td>
<td>Veterinary clinic</td>
<td>D1</td>
</tr>
<tr>
<td>108 Talbot Road</td>
<td>Jewellers</td>
<td>A1</td>
</tr>
<tr>
<td>110 Talbot Road</td>
<td>Restaurant</td>
<td>A3</td>
</tr>
<tr>
<td>112 Talbot Road</td>
<td>Wax/ beauty</td>
<td>SG</td>
</tr>
<tr>
<td>114 Talbot Road</td>
<td>Grocers and convenience shop</td>
<td>A1</td>
</tr>
<tr>
<td>116 Talbot Road</td>
<td>Flooring</td>
<td>A1</td>
</tr>
<tr>
<td>118 Talbot Road</td>
<td>Interior Designers</td>
<td>A1</td>
</tr>
<tr>
<td>120 Talbot Road</td>
<td>Laundrette</td>
<td>SG</td>
</tr>
<tr>
<td>99 c and d Talbot Road</td>
<td>Clothing Wholesalers</td>
<td>SG</td>
</tr>
<tr>
<td>99 Talbot Road</td>
<td>Children’s clothes/ equipment</td>
<td>A1</td>
</tr>
<tr>
<td>101 Talbot Road</td>
<td>Vacant office</td>
<td>B1</td>
</tr>
<tr>
<td>103 Talbot Road</td>
<td>Restaurant/Bar</td>
<td>A3</td>
</tr>
<tr>
<td>105/107</td>
<td>Restaurant/Bar</td>
<td>A3</td>
</tr>
<tr>
<td>109 Talbot Road</td>
<td>Residential</td>
<td></td>
</tr>
<tr>
<td>111 Talbot Road</td>
<td>Film Developers</td>
<td>A2</td>
</tr>
<tr>
<td>127 Ledbury Road</td>
<td>Restaurant</td>
<td>A3</td>
</tr>
<tr>
<td>125/123 Ledbury Road</td>
<td>Clothing wholesaler</td>
<td>SG</td>
</tr>
</tbody>
</table>

Table 4.1: Uses within prospective Talbot Road Neighbourhood Centre.

4.16 These include a number of retail units, including a grocers, as well as a veterinary surgery and a laundrette, uses which directly serve the day-to-day needs of residents and which may contribute to a ‘walkable neighbourhood’.

4.17 These units provide a critical mass of units which is likely attract visitors and which allow the units to support one another. This would suggest that designation as a Neighbourhood Centre is justified.
4.18 A number of retail units run north and south of the Latimer Road Underground station, including the newly-created retail floorspace on the Silchester Garages site.

<table>
<thead>
<tr>
<th>Address</th>
<th>Description</th>
<th>Use Class</th>
</tr>
</thead>
<tbody>
<tr>
<td>3 Bramley Road</td>
<td>Car hire</td>
<td>SG</td>
</tr>
<tr>
<td>5 Bramley Road</td>
<td>Grocery/ Convenience store</td>
<td>A1</td>
</tr>
<tr>
<td>7 Bramley Road</td>
<td>Homeware</td>
<td>A1</td>
</tr>
<tr>
<td>9 Bramley Road</td>
<td>Drycleaners</td>
<td>SG</td>
</tr>
<tr>
<td>11 Bramley Road</td>
<td>Cafe</td>
<td>A3</td>
</tr>
<tr>
<td>21-31 Bramley Road</td>
<td>Homeware (Lighting)</td>
<td>A1</td>
</tr>
<tr>
<td>35</td>
<td>Vacant shop</td>
<td>A1</td>
</tr>
<tr>
<td>37</td>
<td>Vacant shop</td>
<td>A1</td>
</tr>
<tr>
<td>39</td>
<td>Book markers</td>
<td>A2</td>
</tr>
<tr>
<td>41</td>
<td>Public House</td>
<td>A4</td>
</tr>
<tr>
<td>Silchester garages site,</td>
<td>Vacant, construction recently completed</td>
<td>A1</td>
</tr>
<tr>
<td>Freston Road</td>
<td>Permission for a shop</td>
<td></td>
</tr>
<tr>
<td>92 Bramley Road</td>
<td>Public House</td>
<td>A4</td>
</tr>
<tr>
<td>86 Bramley Road</td>
<td>Supermarket</td>
<td>A1</td>
</tr>
</tbody>
</table>

Table 4.2: Uses within prospective Latimer Road Neighbourhood Centre
4.19 The designation of a Neighbourhood Centre will support the ambition articulated within the existing Local Plan to encourage the provision of additional local retail uses in an area relatively poorly served by shops.

4.20 A majority of the units proposed to be included in the centre have existed for some time. The increased protection afforded by a centre designation may prove valuable given the recently relaxed provisions to the General Permitted Development Order (GPDO) for retail units lying outside of Conservation Areas.

4.21 A number of the units currently lie within the Latimer / Freston Road Employment Zone. There is nothing mutually exclusive about the two designations, with the Council recognising that shops can play a role in supporting the function of an Employment Zone.

4.22 Historically parades of shops have run along both sides of Kensington High Street close to the junctions with Warwick Road and Holland Road. These are being supplemented by a significant amount of new A class floorspace being provided by the Charles House and Warwick Road sites. Whilst these units
have yet to have been provided or occupied they do form part of the major development sites where construction is under way.

<table>
<thead>
<tr>
<th>Address</th>
<th>Description</th>
<th>Use Class</th>
</tr>
</thead>
<tbody>
<tr>
<td>346 Kensington High Street</td>
<td>Supermarket</td>
<td>A1</td>
</tr>
<tr>
<td>348 Kensington High Street</td>
<td>Vacant</td>
<td>A1</td>
</tr>
<tr>
<td>360 Kensington High Street</td>
<td>Vacant</td>
<td>A1</td>
</tr>
<tr>
<td>361-367 Kensington High Street</td>
<td>Hardware DIY</td>
<td>A1</td>
</tr>
<tr>
<td>369 Kensington High Street</td>
<td>Vacant to (to be hardware DIY)</td>
<td>A1</td>
</tr>
<tr>
<td>371 Kensington High Street</td>
<td>Estate Agent</td>
<td>A2</td>
</tr>
<tr>
<td>373 Kensington High Street</td>
<td>Restaurant</td>
<td>A3</td>
</tr>
<tr>
<td>Former Charles House, fronting</td>
<td>A class uses</td>
<td>A classes</td>
</tr>
<tr>
<td>Kensington High Street</td>
<td></td>
<td></td>
</tr>
<tr>
<td>West side of Warwick Road</td>
<td>A class uses</td>
<td>A classes</td>
</tr>
</tbody>
</table>

Table 4.3: Uses within prospective High Street Kensington Warwick Road Neighbourhood Centre

4.23 When taken together, the existing units and those which are currently under construction are of both a form and of a volume that would be characteristic of a Neighbourhood Centre.

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Figure 4.11: Proposed Kensington High Street (Warwick Road) Neighbourhood Centre
Upgrading Neighbourhood Centres to District Centres

Earl’s Court Road

4.24 Since 1995 and the adoption of the Council’s Unitary Development Plan, Earl’s Court Road has been considered by the Council to be a Local Centre rather than a District Centre. This approach, and designation as a Neighbourhood Centre was confirmed with the adoption of the Core Strategy in 2010.

4.25 The Earl’s Court Road is, however, now designated within the London Plan as a ‘District Centre’. As a District Centre the centre is included in the wider London Hierarchy of centres and is subject of the regular town centre health checks carried out by the Greater London Authority (GLA). Furthermore it has been identified by the Mayor of London as a centre with the potential for “medium growth”\(^6\) in the future. This reflects what the London Plan considers to be “moderate levels of demand with physical public transport capacity to accommodate it”.

Size

4.26 The London Plan states that a District Centre typically contains 10,000 to 50,000 sq m of retail and leisure and service floorspace. A Neighbourhood Centre will typically be much smaller.

4.27 The GLA’s Town Centre Heath Check published in 2013\(^7\) lists the total floorspace for town centre uses for the Earl’s Court Road as 12,261 sq m, of which 5,265 sq m is described as “leisure” and 1,995 sq m “service retail”. The Town Centre Health Check states that the centre contains 12,690 sq m of office floorspace.

4.28 As such the Earl’s Court Road centre is of a size which would fall within the range expected to classed as a District Centre.

Function

4.29 Earl’s Court Road is unusual in that it does serve a duel function as both the Local Centre serving the day-to-day needs of those living in the immediate area as well as those visiting the Earl’s Court Exhibition Centre. The high proportion of ‘leisure’ floorspace reflects the latter.

4.30 The Council recognises that whilst the recent closure of the Earl’s Court Exhibition Centre in 2015 may alter the dynamic, the provision of a significant amount of new housing will increase the immediate catchment of the centre.


\(^7\) [https://www.london.gov.uk/priorities/planning/publications/2013-london-town-centre-check](https://www.london.gov.uk/priorities/planning/publications/2013-london-town-centre-check)
The provision of the convenience retail element would support either a District or Neighbourhood Centre classification. Just 26% of the total occupied retail floorspace is currently classified within the Town Centre Heath Check as being for ‘comparison’ shopping. The large ‘service’ element is better suited to a classification as a District Centre.

**Implications of a change of designation**

A change of designation will not, in itself, affect the type or scale of new retail development which would be suitable within the centre. The principle of the creation of additional retail floorspace will normally be acceptable within a centre. Similarly the quantum likely to be acceptable will be similar for a small District and a large Neighbourhood Centre.

The Council does, however, take a different approach as to what it deems to be a suitable mix of uses in Neighbourhood and District Centres. In a Neighbourhood Centre there is a presumption against the loss of any shops unless it is to a social and community use. A more flexible approach is taken within a District Centre. Within the primary frontages of District Centres a loss of a shop will be permitted as long as 80% of the units remain as shops. In secondary areas the proportion of shops can drop to 66%.

However, this difference will largely be theoretical for Earl’s Court Road given the high proportion of shops which already exist in the centre. As of the summer of 2015 a little over a third of all the ground floor units were in an A1 use (or 52 of 146 units). Furthermore there are no parades within the centre where more than half the units are shops. As such, re-designation will not pave the way for the wide spread loss of A1 uses.

**Proposal**

The Council proposes to re-designate the Earl’s Court Road centre as a District Centre. The primary retail frontage will reflect the highest levels of footfall, the proximity to the entrance to the Earl’s Court Underground Station and those areas with a higher proportion of shop uses. This is shown in Figure 4.12 below. The distribution of uses for the centre is included within Appendix 1. The footfall is shown in Figure 4.13.
Figure 4.12: Proposed Earl’s Court Road District Centre
Figure 4.13: Estimated weekly footfall for Earl’s Court

No changes to Neighbourhood Centres

4.36 Those Neighbourhood Centres where no changes are proposed are:

- Barlby Road
- Ladbroke Grove (North)
- Golborne Road (North)
- St Helen’s Gardens
- Napier Road
- Kensington High Street (West)
- Gloucester Road (North)
- North Pole Road (other than to correct drafting error)
- All Saints Road
- Westbourne Park Road
- Holland Park Avenue
- Holland Road
- Gloucester Road
- Gloucester Road (South)
- Lowndes Street
- Lower Sloane Street
- Elystan Street
- Chelsea Manor Street
- Old Brompton Road (West)
- Fulham Road (Old Church Street)
- The Billings
- Walton Street
- Old Brompton Road (East)
- Pembroke Road
- Thackeray Street
Higher Order Centres

Fulham Road (West) District Centre

4.37 The centre should be extended to the west to subsume the properties currently lying within the Fulham Road/ Brompton Cemetery Neighbourhood Centre, Nos. 451–459 and 268-306b Fulham Road.

4.38 Whilst the footfall thermal map (Figure 4.15) does show that the ‘break’ in frontage created by Redcliffe Gardens appears to cause a reduction in pedestrian flow this may partially be due to the nature of the units at the time of the survey, with much of the parade running from Redcliffe Gardens to Finborough Road being re-developed. The new units created are of a type intended to attract ‘higher end’ users, comparison shops more characteristic of a District than a Neighbourhood Centre.

4.39 As such the character of this area would sit more comfortably as a secondary retail frontage within a District Centre than as a Neighbourhood Centre. This change is proposed.

4.40 The thermal maps show one of the areas with the highest footfall close the entrance of the Chelsea and Westminster Hospital. This would suggest
designation as a primary rather than a secondary retail frontage. However, a hospital is considered to be a use that would be expected to lie within secondary frontage, and as such the existing frontage designation is considered to be appropriate.

Figure 4.15: Estimated weekly footfall for Fulham Road

**Brompton Cross District Centre**

4.41 There is a close correlation between the concentrations of shop uses and the areas of greatest footfall (Figure 4.15 above. Brompton Cross is the northern most part of the Fulham Road). This strongly suggests that the primary retail
frontage designation close to the junctions of Pelham Street, Draycott Avenue and Sloane Avenue is appropriate. There is a reduction in footfall along Walton Street, but the concentration of shops does suggest that its primary retail frontage designation remains appropriate.

4.42 There has been some doubt as to the designation of No. 2a Pond Place. No 2a has a residential use, a use which dates to a permission granted in 2008. As such it would not be appropriate to include this unit within the centre. No changes are proposed to this centre.

**Knightsbridge International Centre**

4.43 The centre should be extended to include the four commercial units on the western side of Yeoman’s Row Nos. 2 to 8 Yeoman’s Row. These will extend the secondary retail frontage which already runs down Yeoman’s Row (see Figure 4.17).

4.44 In addition, for clarity, the secondary retail frontage should be extended to include the Egerton Gardens frontage of No 251 Brompton Road. Currently No. 251 is included within the centre but only the Brompton Road frontage is designated as a frontage.

4.45 The existing primary and secondary retail frontages are considered to remain appropriate. They largely correlate to both the variations in footfall and to the concentrations of retail uses.

4.46 There are two exceptions. The measured footfall drops away south of the junction with Basil Street along Sloane Street. This is more of a factor of the extremely ‘high end’ nature of the designer clothes shops located in this part of Sloane Street than an indication of a more peripheral retail location.

4.47 The footfall also drops away in Beauchamp Place. In this case, there is also a reduction in the concentration of retail uses, which could suggest a more secondary retail location. However, a re-designation to a secondary frontage is not considered appropriate. Beauchamp Place has been designated as a primary retail frontage for many years as it is seen to be a location where the Council would like to support a concentration of shop uses.
Figure 4.16: Estimated weekly footfall for Knightsbridge

Figure 4.17: Proposed alterations of Knightsbridge International Centre
King’s Road (East) Major Centre

4.48 An extension is proposed to reflect the new A class units being created on the western side of Pavilion Road as part of the Liscartan & Granville House Redevelopment, 127-135 Sloane Street & 237-255 Pavilion Road (PP/11/1729). It is proposed to include these units within the secondary retail frontage of the centre (see Figure 4.18).

4.49 Three small units lie at nos. 2-6b Holbein Place (outlined in red) opposite the flank wall of the Sloane Square Underground station. Whilst close to the edge of the centre, extension of the centre to subsume these units is not considered to be appropriate. There is no flow of pedestrians to these units, and they are not ‘linked’ to the larger centre the north.

4.50 The existing primary and secondary retail frontages are considered to remain appropriate. They largely correlate to the variations in footfall and to higher concentrations of shop uses. The secondary frontage to the north of Sloane Square running up Sloane Street does have lower footfall than some other parts of the centre. However, designation as a primary frontage is considered to remain appropriate given the concentration of shop units.
4.51 The two units in the western side of Old Church Street directly abut the southern boundary of the centre, 67 an 71 Old Church Street. Whilst the large blank flank wall of the cinema reduces the flow of pedestrians down Old Church Street the proximity of the units to the centre does support their inclusion.

4.52 Extension of the centre to include these units would correct the anomaly. The units should lie within the secondary frontage of the centre.

4.53 No other change to the wider boundary of to the primary/secondary retail frontage is proposed. The current primary retail frontage largely correlates to those areas with the greater concentration of A1 units. Footfall is broadly consistent along the entire length of the centre, dropping off slightly to the west (see Figure 4.19).
There is a close correlation between the concentrations of shop uses, the areas of greatest footfall, and the primary shopping areas along Kensington High Street. However, the heat map (Figure 4.22) does show a significant fall off in pedestrian flow along Kensington Church Street. The concentration of shops is also lower on the east side of Kensington Church Street, including within Lancer Square. It also contains more service and supporting uses. As such designation as secondary frontage is appropriate. This area is shown in Figure 4.21 below. A high proportion of shop units on the western side of the road confirms that the primary designation remains appropriate.
Figure 4.21: Proposed change to Kensington High Street frontage designation

Figure 4.22: Estimated weekly footfall for Kensington High Street
There is a high level of foot flow running along the Portobello Road. It only falls off to the north of the Westway. Similarly there is a high concentration of shop units along the Portobello Road. Levels of footfall drop off significantly on the side streets and in particular along Kensington Park Road (see Figure 4.24).

This largely corresponds to the primary and secondary retail frontages as designated. The frontage to the north of the junction of Lancaster Road on each side of Portobello Road has, however, been designated as secondary frontage. This is not considered to be appropriate given the high level of footfall and the number of shop units. Re-designation as primary shopping areas is proposed (Figure 4.23).
Figure 4.24: Estimated weekly footfall for Portobello Road
Notting Hill Gate

4.57 There is a correlation between the areas designated as the primary retail frontage, the areas with the greatest footfall and the main concentrations of shop uses. There are, however, two exceptions. Firstly, the footfall does drop off at the western edge of the centre. The primary designation on the north side of Notting Hill Gate reflects the concentration of shops in this parade, and as such remains appropriate.

4.58 Secondly, the west side of Kensington Church Street has been designated as primary frontage despite much lower levels of footfall being recorded. The primary designation remains appropriate given the relatively high proportion of shop units and given the Council’s ambition to retain the character of this part of the centre as a shopping area. No changes to the centre are proposed.

Figure 4.25: Estimated weekly footfall for Notting Hill
South Kensington District Centre

4.59 South Kensington is an unusual centre in that much of the footfall is generated by those travelling north from the Underground station, up Exhibition Road to the museums. As such there is little correlation between the highest footfall and the functioning of the traditional centre.

4.60 As such the Council has questioned, as part of the issues and options consultation, whether it should be relaxing the current percentage based policies for different frontages in the centre.

Westbourne Grove Special District Centre

4.61 This is a small centre. Given its unusual nature, containing a number of high end shops, the entire centre has been designated as primary frontage. No changes to this designation, or to its boundary are proposed.
Appendix 1 – Higher Order Town Centre maps showing ground floor uses
Appendix 2: Existing Higher Order Town Centre designations
Kensington High Street
Major Centre

Primary Shopping Frontage
26-74 (even) Kensington High Street
80-206 (even) Kensington High Street
37-237 (odd) Kensington High Street
2-28a (even) Kensington Church Street
1-23 (odd) Kensington Church Street
2-18 (even) Lancer Square
Kensington Station Mall
1-3 Young Street
Barkers Arcade

Secondary Shopping Frontage
9 Phillimore Walk
1/1a Argyll Road
1-5 (odd) Campden Hill Road
4 Campden Hill Road
4-10 Hornton Street
116 Kensington High Street (1 Phillimore Walk)
1-7 (odd) Holland Street
4-14 (even) Holland Street
25-39 (odd) Kensington Church Street
43-81 (odd) Kensington Church Street
30-64 (even) Kensington Church Street
21-23 (inclusive) Vicarage Gate
47 Kensington Court
8 Old Court Place
King's Road (East)
Major Centre

Primary Shopping Frontage
9-97a (odd) King's Road
105-115 (odd) King's Road
119-163 (odd) King's Road
2-234 (even) King's Road
King's Walk Mall (all units), 122 King's Road
15 Flood Street
27a-36 (inclusive) Sloane Square
Block A, Duke of York HQ, King's Road
6 Duke of York's Square

King's Road (East)
Major Centre

Secondary Shopping Frontage
2a-12 (even) Symons Street
15-16 Symons Street
214-224 (even) Pavilion Road
257-261 (odd) Pavilion Road
1-18 (inclusive) Sloane Square
Sloane Square Station
Royal Court Theatre, Sloane Square
48-55a (inclusive) Sloane Square
16-18 Sloane Square
127-145 (inclusive) Sloane Street
146-162c (inclusive) Sloane Street
10-12 Blacklands Terrace
183-209 (odd) King's Road
1-6 (inclusive) Ellis Street
250 King's Road
Chelsea Old Town Hall, King's Road

Chelsea Sports Centre, Chelsea Mancr Street
184-194 (even) Pavilion Road
265-267 Pavilion Road
1, 1a, 215, 4a Duke of York's Square

9 Duke of York's Square
12-17, 22-24, 30-41 Duke of York's Square
50-55, 65 Duke of York's Square
70-75, 80-90, 100 Duke of York's Square
King's Road (East)
Major Centre

Primary Shopping Frontage
9-97a (odd) King's Road
105-115 (odd) King's Road
119-163 (odd) King's Road
2-234 (even) King's Road
King's Walk Mall (all units), 122 King's Road
15 Flood Street
27a-36 (inclusive) Sloane Square
Block A, Duke of York HQ, King's Road

King's Road (East)
Major Centre

Secondary Shopping Frontage
2a-12 (even) Symons Street
15-16 Symons Street
214-224 (even) Pavilion Road
257-261 (odd) Pavilion Road
1-14 (inclusive) Sloane Square
Sloane Square Station
Royal Court Theatre, Sloane Square
48-55a (inclusive) Sloane Square
127-145 (inclusive) Sloane Street
146-162c (inclusive) Sloane Street
10-12 Blacklands Terrace
183-209 (odd) King's Road
1-6 (inclusive) Ellis Street
250 King's Road
Chelsea Old Town Hall, King's Road
Chelsea Sports Centre, Chelsea Manor Street

Due to both the Primary and Secondary Shopping Frontages being spread across both maps in this instance, the lists to the left are a duplicate of those on the preceding page.
Brompton Cross
District Centre

**Primary Shopping Frontage**
- 69-117 (odd) Walton Street
- 148-206 (even) Walton Street
- 122-132 (even) Draycott Avenue
- 303-315 (odd) Brompton Road
- 264-280 (even) Brompton Road
- 77-79 Fulham Road (Eden House)
- 81 Fulham Road (Michelin House)
- 91-103 (odd) Fulham Road

**Secondary Shopping Frontage**
- 96-118 (even) Draycott Avenue
- 139-155 Draycott Avenue
- 163-177 (odd) Draycott Avenue
- 117a-121 Walton Street
- 283-301 (odd) Brompton Road
- 250-262 (even) Brompton Road
- 6 Fulham Road
- 44-78 (even) Fulham Road
- 105-195 (odd) Fulham Road
- 42-48 (even) Pelham Street
- 91-93 (odd) Pelham Street
- 60-86 Sloane Avenue
- 77-79 Ixworth Place
- 5-7 Pond Place
- 2 Pond Place
Fulham Road
District Centre

Primary Shopping Frontage
299-365 (odd) Fulham Road
152-232 (even) Fulham Road
367 Fulham Road (Ellesmere Site)

Secondary Shopping Frontage
134-144 (even) Fulham Road
234-238 (even) Fulham Road
273-297 (odd) Fulham Road
240-266 (even) Fulham Road
369a-f Fulham Road
2-6 (even) Park Walk
18-24 (even) Park Walk
5-13a (odd) Park Walk
97d-f Drayton Gardens
99 Drayton Gardens
1a/b Hollywood Road
Notting Hill Gate
District Centre

Primary Shopping Frontage
25-144 (even) Notting Hill Gate
47-101 (odd) Notting Hill Gate
233-237 (odd) Kensington Church Street
2-34 (even) Pembridge Road

Secondary Shopping Frontage
2-24b (even) Notting Hill Gate
15-35 (odd) Notting Hill Gate
133-159 (odd) Notting Hill Gate
146-164 (even) Notting Hill Gate
1-7 (inclusive) Wellington Terrace
(Notting Hill Gate)
156-196 (even) Campden Hill Road
1-3 (odd) Hilgate Street
11059 (odd) Pembridge Road
1-7 (odd) Ladbroke Road
7-15 (odd) Portobello Road
2-6 (even) Kensington Park Road
Portobello Road
Special District Centre

Primary Shopping Frontage
65-177 (odd) Portobello Road
82-83 (even) Portobello Road
100 Portobello Road
138-154 (even) Portobello Road
156-238 (even) Portobello Road
179-251 (odd) Portobello Road
303/303a Westbourne Park Road
281 Westbourne Grove

Secondary Shopping Frontage
240-252 (even) Portobello Road
253-275 (odd) Portobello Road
289-309 (odd) Portobello Road
266-292 (even) Portobello Road
72-83 (even) Tavistock Road
74 Lancaster Road
126-132 (even) Talbot Road
262-284 (even) Westbourne Park Road
305-317 (odd) Westbourne Park Road
17-37 (odd) Kensington Park Road
112-120 (even) Kensington Park Road
184-216 (even) Kensington Park Road
(excluding the Synagogue)
1-15 (odd) Blenheim Crescent
2-14 (even) Blenheim Crescent
4-14 (even) Elgin Crescent
Portobello Road
Special District Centre

Secondary Shopping Frontage
continued...
5-15 (odd) Elgin Crescent
283-305 (odd) Westbourne Grove
284-306 (even) Westbourne Grove
Portobello Green Shopping Arcade
(underneath Westway)
61a, b, d Lancaster Road
Appendix 3 – Higher Order Town Centre maps, as proposed

Earls Court Road: Proposed District Centre
Fulham Road: District Centre Proposed Amendments
Kings Road (east): Major Centre Proposed Amendments
Appendix 4: Neighbourhood Centre maps where no changes proposed