Front cover image credit: Kingsgate House, Catalyst Housing
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Section 1 Spatial Strategy

Chapter 1 Setting the Scene

1.1 Introduction

1.1.1 The Local Plan sets out the future development of the borough looking ahead to 2028 and identifies where the main developments will take place, and how places within the borough will change – or be protected from change – over that period. It contains the Council’s planning policies.

1.1.2 The Local Plan forms part of the development plan. It is a development plan document. It has to go through an Examination in Public by an independent Government inspector before it can be adopted by the Council.

1.1.3 The London Plan, prepared by the Mayor of London, and ‘made’ Neighbourhood Plans also form part of the development plan.

1.1.4 The Council will keep the Local Plan up to date. Any reviews will be set out in the Local Development Scheme (LDS). The current LDS can be viewed on the Council’s website.

1.1.5 The role of the development plan is to guide decision making on planning applications. When planning applications are received, they are assessed against the development plan to see whether planning permission should be granted or not. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that “if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise”. This allows a common sense approach to the implementation of the plan. In limited situations we may have to refer applications to the Government as a ‘departure’ from the development plan.

1.1.6 The policies in the Local Plan follow the approach of the presumption in favour of sustainable development and show how it is expressed locally. The Council will ensure that planning applications that accord with policies in the Local Plan and the London Plan (and where relevant with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

1.1.7 The Local Plan is closely related to the Community Strategy, which was prepared by the Kensington and Chelsea Partnership. The Community Strategy sets out the strategic vision for the borough to 2018 and is linked into overarching regional strategies. It provides the vehicle for considering and deciding how to address cross-cutting issues such as the economic future of an area and social exclusion. The Council has also published documents called ‘The Royal Borough 2028’, which sets out a vision to 2028, and ‘Ambitious for Tomorrow’ which sets out a vision for the borough from 2014 to 2018. The Local Plan takes into account these documents and explores what the implications are for the way the borough will develop.

1.1.8 But the Local Plan has a role beyond that of managing future development proposals. It looks at the borough as a whole, and all the many agencies that affect the way places change, and sets out shared visions for use by all agencies in deciding the future direction of places.
Thus, while the Local Plan forms part of the development plan and is therefore central in assessing planning applications, it also has a much wider application than 'just' planning. The Local Plan should be the "spatial" expression of Council policy, in other words, what is going to happen, when, and who will make it happen. It is the geographical expression of Council policy, and as such is a corporate document guiding the future of the borough, as influenced by a whole range of services offered by the Council and its partners.

1.2 Policy framework

National legislation and guidance

1.2.1 The Local Plan is prepared within a hierarchical framework of planning policy for England. At the top of the hierarchy are the various Planning Acts, the National Planning Policy Framework (NPPF) issued by the Government in March 2012 and Written Ministerial Statements. Legislation requires local authorities to be consistent with the NPPF in preparation of their plans. What this means is that as a general rule of thumb we should follow national policy but if there are good reasons why it is not appropriate for us, we can prepare our own policy, so long as we can justify our different approach. The Local Plan takes account of government guidance as set out in the NPPF, particularly the requirement for the presumption in favour of sustainable development, as well as that set out in National Planning Practice Guidance (NPPG).

1.2.2 In preparing the Local Plan, we have a number of statutory duties, including: to contribute to the achievement of sustainable development; always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings, and the duty to cooperate with other authorities.

1.2.3 In addition, Local Plans (taken as a whole) must include policies designed to secure that the development and use of land contribute to the mitigation of, and adaptation to, climate change. Local Plans must also have regard to local transport authority policies, Articles 5 and 12 of the EU Directive 2012/18/EU on the prevention of major accidents and hazardous establishments and the national waste management plan.

The London Plan

1.2.4 Below national policy sits the London Plan. This is prepared by the Mayor of London. Legislation requires us to be in ‘general conformity’ with the London Plan. This means that we should be in line with the London Plan, unless there are very strong circumstances to require a different approach. The London Plan forms part of the development plan for the borough and provides the spatial development strategy for Greater London.

1.2.5 The development plan for the borough comprises The London Plan - The Spatial Development Strategy for Greater London Consolidated with Alterations since 2011 published in March 2016, the adopted Local Plan and adopted (‘made’) neighbourhood plans.

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1 Regulation 10 of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)
2 Transport for London is considered a ‘local transport authority’ for the purposes of these regulations and the Transport Act 2000 as it is an ‘Integrated Transport Authority’. Whilst TfL does not produce a Local Transport Plan, the Mayor has published the Mayor’s Transport Strategy, which is largely considered in Chapter 32 – Better Travel Choices.
3 Mostly relevant to Section 2A Allocations and Designations
4 Mostly considered under the Waste section of Chapter 36 Respecting Environmental Limits
The London Plan establishes the strategic planning framework for the Royal Borough and sets a housing target of 7,330 new homes from 2015 to 2025 (733 net additional dwellings per annum). It also sets a target for affordable housing of 17,000 units per year for the whole of London which, when taken as a proportion of the overall London Plan housing target of 42,000 units per year, represents a target of 40%. It also designates the hierarchy of the borough’s town centres which includes international, district and local designations, and the Central Activities Zone (CAZ) which aims to strengthen the economic links between the borough and the West End. The London Plan highlights, amongst other specific strategic priorities, the need for a range of work spaces of different types, sizes and costs, and with regard to the built environment, the promotion of world class architecture and design.

In terms of integrating transport and development, the London Plan encourages patterns and forms of development that reduce the need to travel, especially by car, and seeks to improve public transport, walking and cycling capacity and accessibility.

**Borough policies and strategies**

In preparing the Local Plan we have ensured that the key spatial planning objectives for the borough as set out in the Local Plan are in harmony with the Community Strategy priorities.

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

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

**The Royal Borough 2028** - a long term look at the future of the borough has also informed the preparation of the Local Plan. The project developed views of ‘probable’, ‘possible’ and ‘preferred’ futures for the borough over the next 20 years and the outcome of the work included a Vision for 2028, built on a substantial evidence base, as well as a set of scenarios. The time horizons for the Local Plan and The Royal Borough 2028 have been aligned so that the Local Plan can be sensitive to the changes that will occur over the plan period and the two documents can feed from each other. A key part of the Local Plan is to set out contingencies for the future and to this end the 2028 project helps identify possible scenarios including the preferred future that the Council wishes to see.

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6 The Royal Borough 2028, A report for the Royal Borough of Kensington and Chelsea.
1.2.12 *Ambitious for Tomorrow 2014-2018* is a document which sets out the Council's vision to:
maintain our excellent services; protect our most vulnerable residents; rethink housing;
create new opportunities; and make our borough yet more beautiful.

**Neighbourhood Plans**

1.2.13 Amongst other changes, the Localism Act 2011 introduced new rights and powers to allow
local communities to shape new development by coming together to prepare
Neighbourhood Plans.

1.2.14 A Neighbourhood Plan sets out policies in relation to development and use of land in a
particular Neighbourhood area. Neighbourhood Plans are not developed by the Council but
they do have to be in general conformity with Council’s Local Plan and the London Plan.

1.2.15 Once a Neighbourhood Plan has been successful at examination and approved by a local
referendum it will been made (adopted) by the Council. Once made a Neighbourhood Plan
stands alongside the Local Plan and the London Plan in being part of the statutory
development plan for the borough.

1.2.16 There are currently two Neighbourhood areas with associated Neighbourhood Plans within
the borough, the Norland Neighbourhood Plan and the St Quintin and Woodlands
Neighbourhood Plan. Where relevant these Neighbourhood Plans have been directly
referenced within the Local Plan.

1.3 **The content of the Local Plan**

**What should be in a Local Plan?**

1.3.1 A Local Plan sets out the key elements of the planning framework for the area. It outlines
the long term vision for the area, and the broad locations for delivering housing and other
strategic development needs such as employment, retail, leisure, community, essential
public service, and transport development.

1.3.2 Local Plans should be aspirational but realistic. They should address the spatial
implications of economic, social and environmental change.

1.3.3 The Local Plan sets out strategic objectives which show how the spatial vision and other
Council spatial strategies will be delivered. The strategic objectives explain how the key
issues will be addressed within the lifespan of the Local Plan.

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7 www.rbkc.gov.uk/newsroom/all-council-statements/ambitious-tomorrow
Chapter 2  Issues and Patterns: Our Spatial Portrait

2.1  Introduction

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

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

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

2.1.4  This chapter sets out an analysis of different issues in the borough, to establish spatial patterns and common themes, to inform the shaping of the Vision and Strategic Objectives (See Chapter 3).

2.2  Analysis

Demographics

2.2.1  In 2014 the Borough's population was estimated at 156,190, the smallest of any London Borough\(^8\). This represents a modest reduction since the 2001 census.

\(^8\) Office for National Statistics (ONS) mid-year estimates via NOMIS in Strategic Housing Market Assessment (SHMA) December 2015

2.2.2 In comparison to the national average, the borough has high proportions of people aged 25-44 but fewer children and young people aged 15-24. The proportion aged 45-54 is similar to the national average but there are smaller proportions of people in the Borough in all the older age groups than the national average.\(^9\)


2.2.3 However, the picture varies spatially. According to the Census 2011, there are higher concentrations of under 16 year olds in the north and higher concentrations of the working age population in the wards of Queen’s Gate and Earl’s Court. The older population is more likely to be living in the far south.

2.2.4 In terms of place of birth, the borough is very diverse. Just under half (48 per cent) of the population is born in the UK. The rest are made up of about 17 per cent from other parts of Europe and 35 per cent from elsewhere. But, as with other statistics, this varies spatially.

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\(^9\) Office for National Statistics (ONS) mid-year estimates via NOMIS in Strategic Housing Market Assessment (SHMA) December 2015
Kensington and Chelsea has the highest proportion nationally of working age residents in the ‘managers, directors and senior officials’ category. The proportion of residents employed in ‘professional occupations’ has increased from 17.7 per cent to 23.4 per cent in 2011. Kensington and Chelsea is ranked 28th in England and Wales for this group. Roughly a quarter of working residents are employed in ‘associate professional and technical occupations’ (24.9 per cent), this is the highest proportion in England and Wales.

Both Kensington and Chelsea are well known as desirable areas in which to live. A disproportionate number of residents are from professional and managerial occupations, and, similarly, incomes are also higher than average. Over 50 per cent of borough residents...
possess a university degree (Level 4 qualifications and above). This ranks the borough fourth nationally and 25 per cent higher than the national average. 10.1% of the population has no qualifications, which is a decrease by three per cent from 2001 to 2011.

<table>
<thead>
<tr>
<th>No qualifications</th>
<th>Highest level of qualification: Level 4 qualifications and above</th>
</tr>
</thead>
<tbody>
<tr>
<td>13.0</td>
<td>10.1</td>
</tr>
<tr>
<td>51.5</td>
<td>52.7</td>
</tr>
</tbody>
</table>

Qualifications. Source: Census 2011 RBKC Summary

2.2.7 However, when looked at spatially, it can be seen that household income varies considerably, with many residents in the north of the borough having income levels below £20,000 per annum, and, as might be expected, much higher levels of benefit claims. Unemployment in the Royal Borough is 2.1 per cent, which is comparable with the national average (2.2 per cent) and under the Inner London average of 2.8 per cent. This does, however, hide spatial variations, with wards such as Golborne, Notting Barns or St Charles having much higher levels of unemployment.

Economic activity. Source: Census 2011 RBKC Summary

2.2.8 As of 2014, average gross weekly earnings were £786, equating to £40,900 per annum.

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10 London Datastore (2016)
11 The data form the London Datastore (2015) includes "claimant count" for Golborne, Notting Barns and St Charles to be 5.9%, 4.3% and 4% respectively.
Weekly gross earnings over time. Source: Annual Survey of Hours and Earnings in Strategic Housing Market Assessment (SHMA) December 2015

**Deprivation**

2.2.9 The Index of Multiple Deprivation (IMD) combines a number of factors such as income, employment, health and disability, education, housing, living environment and crime. The scores are ranked to compare the levels of deprivation nationally. The IMD 2015 is the official measure of relative deprivation for small ‘Lower Super Output Areas’ (LSOAs) in England.

2.2.10 The borough has 11 (out of 103) LSOAs in the bottom 10 per cent decile in the latest 2015 data compared to only 9 in 2010. This includes parts of North Kensington. 21% of all children within the borough\(^\text{12}\) live in poverty, with this increasing significantly in the more deprived wards.

2.2.11 The deprivation in the north is long standing, dating back to the time the original Victorian development took place. Fifty six LSOAs in the Borough remained in the same decile and 47 have changed. Of those that have changes, 22 have decreased and 25 have increased.

\(^{12}\) This is a “relative poverty” measure, or children living in a household with an income of less than 60% of the current median. RBKC, Child Poverty Update July 2015.
2.2.12 The borough overall was ranked 101\textsuperscript{st} in 2007, 103\textsuperscript{rd} in 2010 and 104\textsuperscript{th} in 2015 (one being most deprived) according to its score. This means the borough is less deprived relative to Hammersmith and Fulham (92\textsuperscript{nd}) and Westminster (57\textsuperscript{th}).

Indices of Multiple Deprivation (IMD) 2015. Source: RBKC IMD 2015 Briefing
Health

2.2.13 Life expectancy in Kensington and Chelsea is amongst the highest in the country. But this statistic masks a significant difference across the borough. People living in the healthiest wards have a greater life expectancy than those in the least healthy wards. Holland ward is highest for women at 94.6 years. Queen’s Gate is highest for men at 87 years. St Charles is the lowest for both men and women at 75.4 years and 80.5 years respectively. The Council recognises that life expectancy is just a single measure of health, with higher levels of morbidity experienced by older residents.

![Graphs showing early deaths by cause and gender](image-url)

Early deaths causes. Source: Public Health England Profile 2015

2.2.14 Access to General Practitioner surgeries is good across the borough, with nearly 85 per cent of the borough being within ten minutes walk of a GP. Compared to England and London as a whole, the borough has the highest ratio of GP surgeries, with there being 2.5 GP surgeries per 10,000 people and the average in London being 1.7.

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

Education

2.2.16 The borough is well provided with primary schools, including many in the independent sector. There is a state primary school within a ten minute walk of 93 per cent of the borough but there is a slight deficiency in primary places in the south of the borough, which will be eliminated by 2018. In the secondary sector there is a sufficiency of places for Year 7 to

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13 Ambitious for Tomorrow, 2014
14 Local Government Association, 2014
Year 11 which takes into account the added pressure of increased number of primary pupils feeding through the system.\footnote{School Organisation and Investment Strategy, 2016}
Crime

2.2.17 Different types of crime show different spatial patterns. The total notifiable offences in the borough has changed from 17,973 in 2013/14 to 18,837 in 2014/15 to 19,635 in 2015/16 (annual crime count).16

Shopping

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

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

2.2.20 The proportion of comparison goods retail units is higher than the national average in all centres except for Earl’s Court Road, which has a high proportion of non-retail services. All centres have a high proportion of Class A3 restaurants/café, reflecting the strong evening economy and tourist attractions in the borough. Vacancy rates are generally lower than the national average.17

Mix of units: Comparison with National Average. Source: Goad Plans in Retail and Leisure Needs Study, April 2016.

16 http://maps.met.police.uk/
17 Retail and Leisure Needs Study, April 2016
2.2.21 Retail is the number one reason why people visit the borough, topping the South Kensington museums for visitor numbers\textsuperscript{18}.

\begin{center}
\textbf{NEIGHBOURHOOD CENTRES}

Within 400m or 5 minutes walk of a local or larger town centre
\end{center}

\begin{center}
\includegraphics[width=\textwidth]{neighbourhood_centres.png}
\end{center}

**Employment**

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

\textsuperscript{18} Study of the Visitor Economy, 2009
The borough has relatively few large employers. Instead, it has a wealth of small businesses. Kensington and Chelsea has a higher ratio of residential properties to commercial compared to many other central London Boroughs. The main commercial occupiers are retail and offices with few occupiers of light industrial and warehouse premises. The profile of the office market varies across the borough and can be identified with specific features of demand, tenant profile and values. As with all markets, the borough provides a mix of stock from small mews style office buildings scattered across the Borough, to larger purpose built office developments or converted warehouses in the core commercial clusters. Kensington and Chelsea has a full cross section of business types, and in the same way as the City of London is known for its financial services, so Kensington is known for its music, fashion and creative businesses19.

More than one-fifth (21.5 per cent or 17,494 residents) work in ‘financial and insurance activities’. This is the largest group overall and ranks the borough 2nd in England and Wales, after City of London (22.5 per cent). Westminster is ranked third with 17 per cent. The London average is 7.7 per cent20.

Industry of employment. Source: Census 2011 RBKC Summary

19 Frost Meadowcroft Office Market Review, 2014
20 Census 2011 RBKC Summary
Transport

2.2.25 Well over half of all households in Kensington and Chelsea (56 per cent) do not have access to a car or van. This is the ninth highest percentage nationally and has increased by 5.6 per cent since 2001. The national average is 25.6 per cent and in London 41.6 per cent of households have access to no car. The proportion of journeys made on foot by London residents originating in the Royal Borough is 40.2 per cent - the joint highest of all London Boroughs.

Vehicle ownership. Source: Census 2011 RBKC Summary

2.2.26 Because of the shortage of on and offstreet residential parking in the borough, the Council has encouraged car clubs.

2.2.27 There are 207 km (127.6 miles) of roads in the borough. 28 km (17 miles) (13.5 per cent) are A roads, ten km (six miles) (4.8 percent) are B roads and the remaining 169 km (105 miles) (81.6 per cent) are C roads or unclassified. Six per cent (12.5 km (7.8 miles)) of the roads in the borough are designated as part of the Transport for London Road Network (TLRN). Access from the south is restricted to the Albert, Battersea and Chelsea bridges across the River Thames. North-south through routes are restricted because of the presence of the Westway, the Hammersmith and City Underground line, the Grand Union Canal, Holland Park and Kensington Gardens. East-west routes are less restricted but the West London Railway Line is a significant barrier to access into and out of the borough to the west. The restrictions mean that those routes that are available are heavily trafficked. These routes are also often major retail areas with heavy pedestrian flows, resulting in competition for road space. This competition is likely to increase still further as the Opportunity Areas surrounding the borough are developed over time.

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21 Census 2011 RBKC Summary
22 Local Implementation Plan (LIP), January 2014
23 Local Implementation Plan (LIP), January 2014
2.2.28 The Underground network reflects this east-west geography, with the Central, Circle, District and Piccadilly lines together servicing central Kensington and northern Chelsea,
and the Hammersmith and City line serving North Kensington\textsuperscript{24}. North-south movement on the Underground (apart from High Street Kensington to Notting Hill Gate) is not possible.

2.2.29 South Kensington is the busiest station, and is one of the busiest on the Underground network as a whole. Station overcrowding is a particular problem at Earl's Court, especially on the District Line platforms and at High Street Kensington\textsuperscript{25}.

2.2.30 North-south movement is facilitated by the West London line, running down the western boundary of the borough with stations at Shepherd's Bush, Olympia, West Brompton and Imperial Wharf serving the far south west of the borough, in the London Borough of Hammersmith and Fulham. However, there is no station in North Kensington on this line\textsuperscript{26}.

2.2.31 There are no mainline rail termini in the borough. Paddington and Victoria lie a kilometre or so to the east, in the City of Westminster\textsuperscript{27}.

2.2.32 If a journey starts or ends at Kensington High Street, there are a wealth of buses taking north-south routes. However, there are only three services that extend both north and south of Kensington High Street\textsuperscript{28}.

2.2.33 Looking at Public Transport Accessibility Levels as a whole, they vary from ‘excellent’ around Notting Hill Gate and South Kensington, to ‘poor’ or ‘very poor’ in the far south and north west of the borough.

\textbf{Public Transport Accessibility Levels}  
\textit{Source: Local Implementation Plan (LIP), January 2014}

\textsuperscript{24} Local Implementation Plan (LIP), January 2014 \hfill \textsuperscript{25} ibid. \hfill \textsuperscript{26} ibid. \hfill \textsuperscript{27} ibid. \hfill \textsuperscript{28} ibid.
Housing

2.2.34 Land prices in the Royal Borough are very high, resulting in the highest house prices in England. Demand for private sector housing in the borough is insatiable and, given the relatively little development land available, can never be met. For that reason, we need to make the best use of the sites that we have, while ensuring schemes fit into their surroundings.

2.2.35 There is a clear concentration of social rented homes in the north, where most wards have less than 50 per cent owner occupation, and a third have less than 20 per cent owner occupation.

Source: Strategic Housing Market Assessment (SHMA), December 2015
2.2.36 Owner occupation is low across the borough as a whole. The private rental sector is unusually large. This reflects both the traditional role that the borough has played in the London housing market – a place to rent a flat when people arrive in London. According to the 2011 Census the private rented sector had just overtaken owner-occupation as the largest single tenure in the borough, with both housing 36% of households. The social rented sector tenure amounted to nearly 25%, with shared ownership only representing less than 1%. Within the owner-occupier sector, 23% of dwellings were owned outright, with 13% having a mortgage or loan. This proportion of outright ownership is higher than neighbouring authorities and the inner London average.\(^{29}\)

![Tenure Chart]

Tenure. Source: Census 2011 in Strategic Housing Market Assessment (SHMA), December 2015

2.2.37 There are 85,550 residential dwellings in the borough (2014) which represents a net increase of around 1,000 homes since 2009.\(^{30}\) When comparing the current make-up of stock in the borough with neighbouring authorities, the most striking differences are the low proportion of houses, and the preponderance of purpose built flats. With the exception of Westminster, where approaching 90% of dwellings are flats, the borough has a lower proportion of houses (17%), and a higher proportion of both purpose-built and converted flats (79%) than the Inner London and London-wide averages.\(^{31}\)

\(^{29}\) Strategic Housing Market Assessment (SHMA), December 2015  
\(^{30}\) Based on DCLG Live Tables in Strategic Housing Market Assessment (SHMA), December 2015  
\(^{31}\) Strategic Housing Market Assessment (SHMA), 2015
2.2.38 The current house building target, set by the London Plan, is 7,330 houses from 2015 to 2025. Annualised to 733 a year. The nature of sites within the borough is such that there are many small sites and very few larger sites. House building rates, when reported on an annual basis, thus have peaks and troughs. A study of the capacity of the borough has been completed as part of a London-wide study\textsuperscript{32}.

2.2.39 A stock condition survey of local authority dwellings undertaken in 2012 identified a requirement of an additional £108 million needed to fund condition-related works to the stock between 2013-2017. The latest Local Authority Housing Statistics (LAHS) dataset (2013-2014) indicates that within the local authority stock managed by the Tenant Management Organisation (TMO), there were 1,159 'non-decent' homes, 1,343 homes not in a reasonable state of repair, and 68 homes with Category 1 (severe) hazards under the Housing Health and Safety Rating System\textsuperscript{33}. Some of our estates date from the 1960s and 70s and exhibit all the faults of that far from golden era of public architecture. A few of them are coming to the end of their lives\textsuperscript{34}. Ninety nine per cent of the Council’s stock met Decent Homes Standards in 2009\textsuperscript{35}.

2.2.40 The borough has consistently had the highest median house prices amongst its neighbouring and inner London Boroughs (and the highest in both London and England), by a considerable margin. The median sale price in 2014 was £1,198,500\textsuperscript{36}. The borough’s housing stock only caters for those with either very high or very low incomes – there are ever fewer opportunities for those on ordinary incomes to live in the borough\textsuperscript{37}.

\textsuperscript{32} Strategic Housing Land Availability Assessment, 2013
\textsuperscript{33} Strategic Housing Market Assessment (SHMA), December 2015
\textsuperscript{34} Ambitious for Tomorrow, 2014
\textsuperscript{35} Housing Strategy 2013-17, April 2013
\textsuperscript{36} Strategic Housing Market Assessment (SHMA), December 2015
\textsuperscript{37} Ambitious for Tomorrow, 2014
2.2.41 In common with other central London Boroughs, there are high numbers of second home owners and empty homes in the borough. Only 37% who bought a home in the borough in 2014 described their purchase as being for "as a main residence". In addition the 2011 census indicated that some 9,000 residents in England and Wales owned a second home in the borough, and 18% of the borough’s residents have a second home elsewhere. Compared to regional and national average.

![Median house prices 2008-14](image)
Source: Strategic Housing Market Assessment (SHMA), December 2015

**Built environment**

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

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

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38 The World in London, Dynamics of a Global City, Savills (2014)
39 ONS (2011)
40 Ibid
2.2.44 Another important characteristic that is also part of this legacy is the interspersal of small scale studios, shops, pubs and other mixed uses within the residential areas. This adds vitality and variety to the street scene – mixed uses are not confined only to town centres or employment zones in the borough.

2.2.45 This legacy provides a built environment that is one of the finest in the country with over 4,000 listed buildings in the borough and over 73 per cent of the borough being within a conservation area, including some of metropolitan importance such as the Thames, Royal Hospital and South Kensington Museums conservation areas.

2.2.46 However, away from the borough’s traditional central belt, there are many examples of twentieth century estate developments. These have a varying degree of success. Erno Goldfinger’s Trellick Tower for example, is a much loved icon. However, certain estates (such as Lancaster West and Silchester in the Latimer area, and the World’s End Estate in the south west) have become relatively isolated from the rest of the borough with residents often being deficient of local facilities.
2.2.47 The Georgian legacy in the borough has left us with a tremendous number of garden squares. These are communal spaces enjoyed by the surrounding properties, but their construction has also resulted in a lack of public open and playable space in some parts the borough. This however, is counter-balanced somewhat by Holland Park and Kensington Gardens which act as the borough’s primary public open spaces. The Council is responsible for some 28 parks, two cemeteries and a further 60 green spaces. The Council and its stakeholders share a common endeavour to maintain and, where possible, improve the condition of the parks.  


41 Parks Strategy 2016-25, July 2016
The whole borough is designated as an Air Quality Management Area. The primary sources of air pollution are vehicular traffic and diesel trains. A number of the borough’s roads produce significant air pollution, such as the Cromwell Road and the Earl’s Court one-way system. According to Public Health England figures, the London average for deaths related to air quality in those aged over 25 is 7.2 per cent. Kensington and Chelsea and Westminster are the worst boroughs in London, with 8.3 per cent of deaths attributable to air quality, which equates to 68 deaths out of a total of 824 deceased over-25s in the borough\(^4\). London Atmospheric Emission Inventory estimates for 2012 showed that 906 tonnes of NO\(_x\) and 76 tonnes of PM\(_{10}\) are emitted annually from sources within the borough.

Potential flooding from the River Thames would affect areas along the embankment, but most of the borough is not under threat\(^4\). There have however, been two events of sewer flooding caused by the Counters Creek combined sewer and storm water drain, which runs down the western boundary with the London Borough of Hammersmith and Fulham. This has insufficient capacity in extreme storm events.

In terms of carbon dioxide emissions, 60% of the borough’s CO\(_2\) came from commercial buildings, 29% from residents’ homes and 11% from road transport\(^4\). Total CO\(_2\) emissions

\(^4\) Ambitious for Tomorrow, 2014
\(^3\) Strategic Flood Risk Assessment, March 2014
\(^4\) Air Quality and Climate Change Action Plan 2016-21
2.2.51 Biodiversity in the borough is remarkably rich given its urban setting. There are 24 Sites of Importance for Nature Conservation (SINCs). Ninety two per cent of these SINCs are classed as being in ‘positive management’. The remaining 8% are rail-side land, over which the Council has little formal control.

Waste

2.2.52 Nearly all of the borough’s waste is transported by barge from Wandsworth by the Western Riverside Waste Authority. In 2015-16 22.9 per cent of our household waste was recycled, which is below the national average 44.9 per cent.

2.3 Spatial patterns and common issues

Key characteristics

2.3.1 The most obvious conclusion that can be drawn from examining the characteristics that have been outlined is that the borough has the potential to be hugely successful. It has a high quality built environment, a number of places that are international or national destinations and a highly educated population with high income levels. To an extent, the issues and challenges are the result of the borough being the victim of its own success. This is not, however, the entire story. Much of the borough suffers from poor air quality, from traffic congestion and has property prices out of reach of many of those who might have expected to live within it. There are also some areas where residents suffer from real deprivation. There is no risk that the Council is complacent. It is not a matter of simply maintaining excellence, but seeking continual improvement and building on success to ensure that the entire borough thrives.

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

Broad spatial patterns

2.3.3 In terms of spatial patterns, there is one overwhelming pattern – the differentials between the north and the rest of the borough. This is shown in a whole range of characteristics, from the distribution of social rented housing, through the index of deprivation, differences in health and life expectancy, to the distribution of conservation areas and car clubs, income and age profiles. The north of the borough is a persistent area of deprivation which extends into the neighbouring London Boroughs of Brent, Hammersmith and Fulham, and into the City of Westminster. North Kensington has a unique set of issues that require an integrated approach to its regeneration to have a positive influence on deprivation and both physical and mental health.

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

45 Local and Regional CO₂ Estimates for 2005-13, DECC, 2015
Strategic issues

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

2.3.6 This is important at two levels. There is the local level of day to day living – shops, GPs, schools and other social and community facilities. Without these day to day facilities at a local level, the borough would become a residential dormitory without a sense of community. Keeping Central London ‘at bay’ and allowing ‘normal’ residential community activities to flourish, was a key issue identified in the consultation in the preparation of the Local Plan.

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

2.3.8 Housing provision was also identified as an important element in the public consultation. The borough can never meet the pent up demand for housing. Even if there were capacity for significant new development, it would be unlikely to have any obvious impact on the overall price of houses. Land prices mean that achieving Intermediate housing\(^{46}\) is a particular challenge.

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

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

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

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

\(^{46}\) Intermediate housing includes tenures such as shared ownership, where the occupier buys part of the property and rents the remainder, and intermediate rent
2.3.13 Vehicular traffic also has a significant impact on our street environments, both in terms of its effect on the quality of the pedestrian and cycling environment, but also in terms of air quality. Measures to improve other travel choices so that car dependency is reduced is thus an important issue to be addressed in the strategy, and one reflected in public consultation.

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

2.3.15 One strong characteristic of the built environment of the borough is the structure and quality of the street environment. For such a high density area, the borough is remarkably green, with a significant contribution made by garden squares and street trees. There is limited public open space, but the borough’s tradition of communal external space, such as garden squares, compensates for this. Maintaining the quality of the public realm, including repairing the street network in areas that have become fragmented, is important.

2.3.16 The preservation and enhancement of the historic environment, achieving high quality new developments and having a high quality streetscape are all very high priorities for our residents and a key consideration within the environmental dimension of sustainable development. This is reflected not only in the comments from the earlier consultation drafts of the Local Plan, but in the number and level of activity of the residents’ amenity societies.

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

Conclusions

2.3.18 It can be seen that the key characteristics and broad spatial patterns present four components that must drive the direction of the Local Plan:

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

2.3.19 In addition, five strategic issues have been identified which need to be addressed as part of the vision and strategic objectives if the four components above are to be successfully tackled:

- Protecting local uses and those that are important to the vitality of the borough from potential loss to the higher values commanded by residential land uses. The Council will also seek to assist in the provision of additional premises to try to meet objectively assessed need.
- Improving travel choices to reduce car dependency, including getting better access onto the existing rail infrastructure.
• Protecting the high quality historic environment and ensuring new developments are of equivalent quality, so that we pass on a legacy to future generations, including quality within the public realm.
• Providing for new residential development in a way which diversifies tenure patterns and house sizes reflecting the needs of existing and future residents.
• Reducing the environmental impacts of everyday activities in the borough to better fit within environmental limits.
Chapter 3  Building on Success: Our Vision and Strategic Objectives

3.1  Vision

3.1.1  The vision for the Royal Borough is set out below.

**CV1 Vision for the Royal Borough: Building on Success**

Our vision for Kensington and Chelsea to 2028 is to build on success. To further develop the strong and varied sense of place of the borough, we will, in partnership with other organisations, and importantly with our residents:

**Stimulate regeneration across the borough and in areas of change** through the provision of better transport, better housing and better facilities, aiding better health.

By 2028 regeneration of areas of change will have resulted in significantly improved transport, including a new Elizabeth Line station at Kensal, better links to Hammersmith and Fulham across the West London line and improved north-south bus links overcoming the generally lower levels of accessibility in the north. A significant quantum of new homes will have been built, both private market and affordable, addressing the serious shortfall in local housing need, and helping to diversify supply.

It will be of a high quality design, well integrated into its context, overcoming some of the barriers to movement by which the north of the borough is characterised. New development should establish the ‘Conservation Areas of the future’, reflecting and matching the high quality urban design that already exists in the borough.

Better facilities will have been provided by ensuring sufficient primary and secondary school places in the borough, helping to make life more local for residents. The deficiency in local shopping will have been addressed with new town centres at Kensal and Latimer and the Earl’s Court Opportunity Area.

Jobs will be readily available across the borough as a range of new businesses have been allowed to grow and to thrive. The employment zones will have been enhanced with new and improved employment floorspace and some supporting residential development providing a mix of uses and thriving centres for small businesses and the cultural and creative industries sector.

The north of the borough will be at the heart of environmental sustainability through, for example, the combined heat and power network at Kensal and Wornington Green.

**Enhance the reputation of our national and international destinations** – Knightsbridge, Portobello Road, South Kensington, the King’s Road, Kensington High Street, – by supporting and encouraging retail and cultural activities in particular. The unique character of Golborne and Portobello Roads will have flourished, including the antiques and street market, adding to the vitality of the area.

In the borough as a whole our reputation as a national and international destination will have been further enhanced. The borough will have avoided becoming little more than a residential suburb, with a flourishing and rich variety of retail and cultural activities adding so much to the quality of life of the residents.

Our top retail destinations of Knightsbridge, King’s Road, Kensington High Street and Portobello will have been maintained and enhanced. Construction will have started on a Crossrail 2 station at King’s Road, scheduled to open in the early 2030s.
Earl's Court will remain an important cultural destination, as well as providing offices, at least 2000 new homes within the borough and a new town centre to address local shopping deficiency within the Opportunity Area.

Exhibition Road in South Kensington will be providing a first class experience to visitors to the national institutions, and have set a new standard nationally of streetscape design. Opportunities to promote Kensington High Street as a cultural hub will have been taken following the opening of the new Design Museum.

The Royal Marsden, and Royal Brompton hospitals and the Institute of Cancer Research will continue to further their international reputation for delivering world class health care, education and research activities.

**Uphold our residential quality of life** so that we remain the best place in which to live in London, through cherishing quality in the built environment, acting on environmental issues and facilitating local living, including through strengthening neighbourhood centres and maintaining and updating social infrastructure.

Our residential quality of life will be improved for everyone and we will remain the best place to live in London with our network of local neighbourhood centres offering a wide range of everyday services within easy walking distance, our glorious built heritage protected and improved, new buildings of exceptional design quality and the creation of the Conservation Areas of the future.

A significant quantum of new homes will have further diversified housing tenure, and provide high standards of environmental performance to further the aim of sustainable development, including through the use of Council assets.

The waste we produce will be re-used, recycled or disposed of in or very near to the borough. Sustainable Drainage systems will be commonplace throughout the borough, reducing the risk of flood events, especially in the west of the borough when combined with the upgrading of Counters Creek sewer and storm drain.

Green links will help to improve biodiversity and air quality and noise levels will have been significantly improved.

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**Do you consider this policy: satisfies the tests of soundness (positively prepared; justified; effective; and consistent with national policy); is legally compliant; and is in accordance with the duty to cooperate?**

Please complete the Response Form at [https://planningconsult.rbkc.gov.uk/consult.ti/LPPRPP/](https://planningconsult.rbkc.gov.uk/consult.ti/LPPRPP/)
3.2  **Strategic objectives**

3.2.1  To deliver this vision, strategic objectives are needed to guide decisions of spatial planning. The underpinning issues can be shaped into directional statements of intent, which can directly guide decision making. The table below shows the relationship between the issues and the strategic objectives.

3.2.2  We have taken great care to ensure that the strategic objectives are not simple ‘topic’ statements. Instead, the headline encapsulates the strategic issue for the borough. In this way, we believe we have avoided the risk of them being bland, anywhere statements. For example, we do not have a theme ‘transport’, but ‘better travel choices’ – ensuring sustainable modes are easy and convenient. It is ‘diversity of housing’ that matters most, not just ‘housing’.
3.2.3 It would be possible for a decision maker to take the vision, and the titles of the strategic objectives, and use that alone as a guide. The way that the issues translate into strategic objectives, and relate to topic areas, is shown in the table below.

<table>
<thead>
<tr>
<th>The issue...</th>
<th>Expanding and translated into...</th>
<th>...a Strategic Objective...</th>
<th>...addressing these topics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protecting local uses and those that are important to the vitality of the Borough from potential loss to the higher values commanded by residential land uses</td>
<td>Loss of social, community and local uses to residential, and the difficulty of land for new ‘local’ uses being made available</td>
<td>To keep life local.</td>
<td>social and community uses, local shopping facilities, ‘walkable neighbourhoods’.</td>
</tr>
<tr>
<td>Protecting the high quality historic environment and ensuring new developments are of equivalent quality so that we pass on a legacy to future generations, including quality within the public realm.</td>
<td>Loss of the range of uses that bring vitality to the Borough - shops, arts and cultural uses, offices and so forth, also as above from the pressure from residential land values.</td>
<td>To foster vitality.</td>
<td>town centres, retail, arts and culture, creative industry and business.</td>
</tr>
<tr>
<td>Improving travel choices to reduce car dependency, including getting better access onto the existing rail infrastructure.</td>
<td>The difficulty of moving north-south in the Borough, and the lack of access onto existing rail infrastructure in the north of the Borough, along with the continued need to reduce car dependency.</td>
<td>To offer better travel choices.</td>
<td>public transport, walking and cycling, parking.</td>
</tr>
<tr>
<td></td>
<td>The need to ensure that the public realm - the space between our buildings, and our green spaces - matches in quality of so much of the architecture of the Borough.</td>
<td>To maintain and extend our engaging public realm.</td>
<td>sense of place, attractive streets, parks and outdoor spaces.</td>
</tr>
<tr>
<td></td>
<td>The need to protect the built heritage passed down to us and to ensure new developments are equally valued by our successors.</td>
<td>To renew our legacy.</td>
<td>quality design, conservation and enhancement.</td>
</tr>
</tbody>
</table>
The issue...

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

...Expanded and translated into...

The demand for housing of all types and the current concentrations of housing tenures.

...a Strategic Objective...

To achieve a diversity of housing.

...addressing these topics

affordable and market housing, estate renewal.

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

Issues related to our use of natural resources and the impact upon the planet’s systems.

To respect environmental limits.

climate change, waste, flooding, biodiversity, air quality and noise.

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<td>To respect environmental limits.</td>
<td>climate change, waste, flooding, biodiversity, air quality and noise.</td>
</tr>
</tbody>
</table>

**Strategic Objective One: Keeping Life Local**

Social and community uses, local shopping facilities, ‘walkable neighbourhoods’

3.2.4 Residential land values will continue to out-compete those ‘local’ borough functions which are essential for a successful residential neighbourhood – the local shops and community facilities that are often interspersed within the residential environment, and the borough or London wide, or in some cases international facilities, such as our hospitals. One of our strategic priorities therefore is to protect and promote functions that otherwise might be lost to residential use.

**CO1 Strategic objective for Keeping Life Local**

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

Do you consider this policy: satisfies the tests of soundness (positively prepared; justified; effective; and consistent with national policy); is legally compliant; and is in accordance with the duty to cooperate?

Please complete the Response Form at [https://planningconsult.rbkc.gov.uk/consult.ti/LPPRPP/](https://planningconsult.rbkc.gov.uk/consult.ti/LPPRPP/)

**Strategic Objective Two: Fostering Vitality**

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

3.2.5 We have a finely grained mix of uses such as shops, businesses, arts and cultural facilities, some of which are world class and important institutions in their own right. These uses have benefited from the borough’s high residential density and from visitors to the borough. These uses are under pressure from higher value residential development, and there is a risk that, without appropriate support and protection, they could decline to such an extent that it will be detrimental to the collective quality of life of the borough.

**CO2 Strategic objective for Fostering Vitality**

Our strategic objective to foster vitality is that the quality of life of our predominantly residential borough is enhanced by a wide variety of cultural, creative and commercial uses which can significantly contribute to the well-being of residents and to the capital’s role as a world city.
Do you consider this policy: satisfies the **tests of soundness** (positively prepared; justified; effective; and consistent with national policy); is legally compliant; and is in accordance with the **duty to cooperate**?

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**Strategic Objective Three: Better Travel Choices**
Public transport, walking and cycling, parking

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

**CO3 Strategic objective for Better Travel Choices**
Our strategic objective for better travel choices is that walking, cycling and public transport are safe, easy and attractive, and preferred by our residents to private car ownership and use.

Do you consider this policy: satisfies the **tests of soundness** (positively prepared; justified; effective; and consistent with national policy); is legally compliant; and is in accordance with the **duty to cooperate**?

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**Strategic Objective Four: An Engaging Public Realm**
Sense of place, attractive streets, parks and outdoor spaces

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

**CO4 Strategic objective for An Engaging Public Realm**
Our strategic objective for an engaging public realm is to endow a strong local sense of place by maintaining and extending our excellent public realm to all parts of the borough.

Do you consider this policy: satisfies the **tests of soundness** (positively prepared; justified; effective; and consistent with national policy); is legally compliant; and is in accordance with the **duty to cooperate**?

Please complete the Response Form at [https://planningconsult.rbkc.gov.uk/consult.ti/LPPRPP/](https://planningconsult.rbkc.gov.uk/consult.ti/LPPRPP/)

**Strategic Objective Five: Renewing the Legacy**
Quality design, conservation and enhancement

3.2.8 We have inherited a remarkable historic townscape and a large number of historic buildings. The exceptional visual quality of our built environment is matched by the finely grained mix of uses, underpinning our success as a highly desirable place in which to live, work and invest. Over 4,000 buildings are listed and there are over 100 garden squares. Conservation areas cover more than 70 per cent of the borough. The Royal Borough is known for its legacy of Georgian, Victorian and Edwardian architecture but there are also a number of twentieth century buildings which continue the legacy of high quality design. Our listed buildings and conservation areas contribute immensely to local distinctiveness both
within the borough and to London as a whole. The Council will seek to ensure that any regeneration projects are undertaken to design standards that could allow them to be designated as Conservation Areas in the future.

**CO5 Strategic objective for Renewing the Legacy**
Our strategic objective to renew the legacy is not simply to ensure no diminution in the excellence we have inherited, but to pass to the next generation a borough that is better than today, of the highest quality and inclusive for all, by taking great care to maintain, conserve and enhance the glorious built heritage we have inherited and to ensure that where new development takes place it enhances the borough.

**Strategic Objective Six: Diversity of Housing**
Affordable and market housing, estate renewal

3.2.9 House prices in the Royal Borough are equivalent to twelve times median earnings and are the highest in the country. Affordability is therefore a significant issue and the delivery of a substantial number of new homes at a price that our residents and people working locally can afford remains a key housing issue in the Borough. Demand for all types of housing is insatiable, further exacerbating issues of affordability. However many houses we build, we cannot begin to satisfy demand, either for private sale or ‘affordable’ homes.47

**CO6 Strategic objective for Diversity of Housing**
Our strategic objective is to boost the supply of housing to further the aim of sustainable development including a diversity of housing that, at a local level, will cater for a variety of housing needs of borough residents, and is built for adaptability and to a high quality.

**Strategic Objective Seven: Respecting Environmental Limits**
Climate change, waste, flooding, biodiversity, air quality and noise

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

**CO7 Strategic objective for Respecting Environmental Limits**
Our strategic objective to respect environmental limits is to contribute to the mitigation of, and adaption to, climate change, significantly reduce carbon dioxide emissions, maintain low and further reduce car use, carefully manage flood risk and waste, protect and attract biodiversity, improve air quality, and reduce and control noise within the borough.

47 Affordable Housing is defined in Chapter 45 Glossary

39
Do you consider this policy: satisfies the tests of soundness (positively prepared; justified; effective; and consistent with national policy); is legally compliant; and is in accordance with the duty to cooperate?

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Chapter 4  Delivering Success: Our Spatial Strategy

4.1  Introduction

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

4.2  Broad quanta of development

4.2.1  This section sets out geographically how much housing, retail, employment and infrastructure is expected in different parts of the borough, and when it is likely to come forward.

4.2.2  The London Plan (March 2016) sets out the amount of housing that each borough is expected to provide between 2015 and 2025. For Kensington and Chelsea the target is 733 units per year, based upon the ten year target of 7,330 net additional units. This ambitious target is based on the London Strategic Housing Land Availability Assessment (SHLAA) evidence for the borough, which forms the basis of the London Plan target. Most of the identified capacity is from the site allocations. The London Plan housing target is supported by local evidence of ‘objectively assessed need’ for housing set out in the Council’s Strategic Housing Market Assessment (SHMA). The London Plan target of 733 units per year exceeds, by about 27%, the local objectively assessed need identified in the SHMA of 575 dwellings per annum.

4.2.3  A revised London Plan SHLAA is currently being prepared (2016+) and the housing capacity of the borough will be reviewed accordingly.

4.2.4  The affordable housing target in the adopted London Plan is 17,000 units per year for the whole of London, which, when taken as a proportion of the overall London Plan housing target of 42,000 units per year, represents a target of 40%.

4.2.5  Delivery will be closely monitored to manage the supply of land to deliver the housing requirements over the next five years of the housing trajectory. The Housing Trajectory (Chapter 40.1) shows the annual requirement for dwellings judged against the target. In common with other inner-London boroughs, there is a necessary reliance on a relatively small supply of housing from windfall sites. These have, historically, provided an important supply of housing for the borough, and based on monitoring of past trends will allow annual targets to be exceeded. Contingency plans for the site allocations exist (Chapter 39) so that, in the event that monitoring identifies possible risks to delivery, the Council has a strategy to address the risk.

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48 GLA (2013), London Strategic Housing Land Availability Assessment (SHLAA), GLA
49 RBKC and Cobweb Consulting (2015) Strategic Housing Market Assessment (SHMA)
4.2.6 In terms of business uses, there is a forecast demand of 46,240 sq m of additional office floorspace between 2011 and the end of the plan period in 2028\textsuperscript{50}. When including the B1(a) floorspace which has been lost since 2011 and the net loss of B1 floorspace currently in the development pipeline this translates to an undersupply of 86,600 sq m. Whilst the Council has identified some 2,000 sq m of additional B1 office space as being likely to come forward outside of the recognised pipeline, this still leaves an under supply of approximately 84,600 sqm, or some 6,500 sq m pa from 2016 to the end of the plan period. The Council recognises that some further B class floorspace is likely to be forthcoming through the intensification of business uses on existing sites. However, given the differential in value between office and residential land such windfalls are likely to be relatively modest. Those

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\textsuperscript{50} London Office Floorspace Projections, Peter Brett Associates, July 2014.
windfalls which do come forward are likely to be located within the borough’s three Employment Zones.

4.2.7 The Council has published an update to its Retail and Leisure Needs Assessment (RLNA). This predicts retail need to 2028, the end of the plan period. It concludes that, at just 700 sq m, there will not be a significant need for additional comparison floorspace to 2023. This figure may rise to 21,000 sq m (net) by 2028, but remains significantly less than the 145,000 sq m of comparison need to 2028, identified in 2009. The need for additional convenience floorspace has held up a little better, with a predicted need of 9,000 sq m (net) by 2023. The RLNA also considers the ability to accommodate this need within existing centres by 2028. It concludes that the re-occupation of currently vacant units, (reducing the overall vacancy rate to 5%) could accommodate some 11,300 sq m (gross) of commercial space, or a little over a third of all retail floorspace needed.

4.2.8 Turning to infrastructure, the Council is planning for an Elizabeth Line station at Kensal, which would transform accessibility in the north of the borough, as well as unlock significant development potential at Kensal Canalside Opportunity Area. The Elizabeth Line is timetabled to open in 2018, but the proposed Kensal station would not open until later. Crossrail 2 is also proposed by Transport for London to go through the borough with a station at King’s Road. A new academy to serve the communities of North Kensington has been built in the north of the borough and opened during 2014. Thames Water is planning to undertake a major upgrade of the Counters Creek sewer catchment (which runs along the western borough boundary), to help resolve current flooding issues, although this is subject to planning permission and, if granted, is not anticipated to start construction until 2017/18, and is likely to be a three year programme. In the interim Thames Water has been fitting ‘flip valves’ to vulnerable properties. In addition, work is planned to the Thames Tideway Tunnel to address London-wide infrastructure needs, with construction taking place between 2017 and 2021 at Chelsea Embankment and between 2017 and 2020 at Cremorne Wharf. A new area of public open space is to be provided in the Earl’s Court area as part of the Warwick Road developments which are likely to be built out in the next 5-10 years. The Council has also undertaken a radical redesign of Exhibition Road. It is also the ambition of the Council to return the Earl’s Court one-way system to two-way working. However, further detailed work will identify the extent and timescales to which this can be achieved. A great deal of smaller infrastructure is required, and is set out elsewhere in Chapter 37.

Policy CP1 Core Policy: Quanta of Development

The Council will:
1. seek to meet and exceed the London Plan target for new homes in the borough, which is currently a minimum of 733 net additional dwellings a year; of which 35% of residential floorspace on qualifying sites will be affordable;
2. seek to provide 86,600sq.m of office floorspace to 2028;
3. seek to provide 9,700sq.m of retail floorspace to 2023 across the borough;
4. seek to provide infrastructure as set out in the infrastructure delivery plan, including through planning contributions.

To help deliver this the Council has, in this document:

a. allocated site allocations with a minimum net capacity of 8,100 residential units;
b. allocated in Kensal Canalside and Earl’s Court Exhibition Centre a minimum of 20,000sq.m business floorspace to meet identified unmet demand above the existing permissions;
c. set out current infrastructure requirements, to be updated as part of the regular infrastructure delivery plan review process.
Do you consider this policy: satisfies the tests of soundness (positively prepared; justified; effective; and consistent with national policy); is legally compliant; and is in accordance with the duty to cooperate?

Please complete the Response Form at https://planningconsult.rbkc.gov.uk/consult.ti/LPPRPP/

4.3 Place shaping

4.3.1 Place shaping is at the centre of spatial planning. Place shaping requires that different plans and programmes from across the Council and its partners are integrated. It is not enough, therefore, to allocate specific development sites, nor to set out ‘generic’ policies to guide development across the borough. Each place as a whole needs to be considered, in terms of development management and in terms of the actions of other bodies, both public and private, that have a bearing on the future quality of the place.

4.3.2 The eleven ‘Place’ chapters in this plan (see Places map overleaf) show how that place will develop over the lifetime of the plan. The borough comprises many more places than these. The places mainly relate to two of the spatial themes of the vision for the borough (CV1): the regeneration of areas of change; and enhancing those places in the borough with a national or international reputation – by and large our town centres. This does not mean that the third theme, upholding our residential quality of life, is less important or not considered in place-based spatial strategy. But it is an overarching theme that relates to the whole borough.

4.3.3 The place chapters set out the Council’s direction of travel in relation to each location. They do not contain place specific policies but they provide a framework to guide future development management decisions relating to the place. This guidance has weight in relation to the application of policies in the plan and place policy CP2 below is an umbrella policy for all of the place chapters.

4.3.4 A further element of place shaping is neighbourhood plans which are part of the borough’s Development Plan. They set out specific non-strategic policies that are used in determining planning applications in their neighbourhood areas. In places where there is a neighbourhood plan it should be used as well as the Local Plan so that the full suite of relevant policies and actions are considered. The borough currently has two neighbourhood forums that have produced neighbourhood plans: Norland and St Quintin and Woodlands.

4.3.4 Each place profile sets a broad overarching vision to guide the future evolution of the places. Below the broad framework laid out in the vision the context section provides an introduction to the history of the area, presents the challenges it faces, and gives a broad description of the way the area functions. The principles section sets out the Council’s overarching aims for the place and the priorities section sets out the objectives and actions that will deliver these aims. The delivery section sets out specific pieces of work the planning department and other organisations will undertake to deliver the priorities and overall vision. A final references section highlights any documents, produced by the Council or other bodies that are particularly relevant to the place.

No changes are proposed to the existing Local Plan sections and policies on ‘Quality’ (Policy CP4).
4.4 **Areas of Change**

4.4.1 The key diagram in Chapter 3.1 shows the areas where there are unique combinations of opportunities which provide real potential for change. These areas of change are: redevelopment of Lots Road power station; stimulating creation of a new community in Earl’s Court and redevelopment of sites in Warwick Road; development of Kensal Canalside Opportunity Area; and regeneration of housing estates and employment zones in North Kensington. Work has already commenced on redevelopment of the Earl’s Court Exhibition Centre site and most of the sites in Warwick Road. Many of these sites are close to where wider transformation is taking place across the borough border in the London Borough of Hammersmith and Fulham with the regeneration of South Fulham Riverside, Earl’s Court and White City. There is also significant regeneration envisaged in Old Oak and Park Royal managed by the Old Oak and Park Royal Development Corporation (OPDC) to create a new community in west London.
The estate regeneration opportunities are often the social housing estates of the post-war period which themselves replaced Victorian terraced housing that was no longer believed to be fit for purpose. These estates were typical of their period. They used new and experimental materials, building techniques or built forms (e.g. deck access) – some of which have since not lived up to expectations or, in the case of linking walkways, have occasionally been discredited.

The Council’s vision for estates regeneration is that it must learn from the past. Replacement housing and public space should be developed to a high standard of design that can be appreciated today, but which ages gracefully and in time is widely recognised for its quality, or perhaps even celebrated.

Where appropriate street patterns will be reinstated or a traditional urban form introduced to improve safety and legibility. Public spaces will be designed to be attractive, functional places accessible for all, usable for a variety of public purposes, and not simply left-over space around buildings. Housing densities will be appropriate for this part of London and local public transport provision. Housing numbers will often increase, providing more homes on site. This would not normally mean more tower blocks, as our traditional townscape shows flatted terraced housing and mansion blocks can often meet the demand in a more appealing way. High quality materials reflecting the local context and well-designed detailing will enrich the appearance and add character and charm. Our regenerated housing estates will become places to live as valued as their Georgian and Victorian predecessors, and their architectural and urban design qualities perhaps becoming equally as cherished as our “Conservation Areas of the Future”.

The Council will expect similar standards to be applied to Kensal Canalside and large sites redeveloped by private landowners and housing associations.

Estate regeneration is already underway at Wornington Green and proposals for the land adjacent to Trellick Tower are being developed. The case for regenerating Barlby School and the Treverton Estate, the Warwick Road Estate and the Silchester Estates is being investigated.

The Council as landowner has at this stage not yet determined what level of development (if any) is appropriate on any of the potential estate regeneration sites. But, in land-use planning terms, it is appropriate for the development plan system to identify land which is developable to meet the borough’s housing need consistent with the principles of the NPPF (paragraph 47). The Council owns other housing estates across the borough, which have not been allocated in this plan, where options for renewal may be investigated in future.

The allocation of a site within the Development Plan would assist in identifying and securing a flexible range of developable options. But any allocation will not determine the regeneration route to be chosen by the Council and landowner.

In the event that land assembly is required to allow estate renewal to proceed, the Council will make every effort to make acquisitions through negotiation. Compulsory purchase may however be necessary to secure the land use planning benefits associated with any particular estate regeneration scheme.

Enhancing places in the borough with a national or international reputation

The Borough’s national and international destinations are located in and around the main town centres: Knightsbridge, King’s Road, and Kensington High Street. They include the V&A, Natural History Museum and Science Museums at Exhibition Road in the South
Kensington Strategic Cultural Area and Portobello Road and Golborne Road street markets.

4.5.2 Retail centres are undergoing significant change as more purchases are made via the internet. Chain stores are reducing the number of shops they have as a result. The Royal Borough is less severely affected by this trend because its town centres are more than just shopping centres - they offer cafes, bars and restaurants, and cultural facilities like museums, galleries and theatres that attract visitors and local people. Nevertheless we cannot take the success of our national and international destinations for granted, they face high quality competition across London and internationally.

4.5.3 Our national and international centres attract visitors who spend an estimated £4.4 billion a year in the borough\textsuperscript{51}. This expenditure means that our residents benefit not only from the attractions that draw in these visitors but the range and quality of shops and leisure services that are also supported.

4.5.4 The Council supports the borough’s main town centres through business forums for King’s Road, Kensington High Street and Knightsbridge, and through management of the Portobello and Golborne Road street markets.

4.5.5 The borough’s rich and varied cultural attractions contribute significantly to the well-being of residents and to the capital’s role as a world city. The Council will work with institutions and businesses to deliver a range of cultural place-making initiatives to ensure that residents and visitors are aware of the full range of cultural facilities that are available, particularly in: King’s Road, Kensington High Street and Portobello Road and the South Kensington Strategic Cultural Quarter.

Policy CP2 Places
The Council will ensure that new development contributes to the visions, principles and priorities identified within the place chapters of the Local Plan.

Do you consider this policy: satisfies the tests of soundness (positively prepared; justified; effective; and consistent with national policy); is legally compliant; and is in accordance with the duty to cooperate?

Please complete the Response Form at https://planningconsult.rbkc.gov.uk/consult.ti/LPPRPP/

\textsuperscript{51} Visitor Economy Update and Impact Study of Crossrail 2
### 4.6 Site Allocations

#### 4.6.1
Within the place chapters (chapters 5-15) the Council identifies twelve site allocations, which are sites where significant change is envisaged. Their development or redevelopment is central to the achievement of the Strategic Objectives and overall vision of the Local Plan.

<table>
<thead>
<tr>
<th>Theme</th>
<th>Place/Centre</th>
<th>Site Allocations</th>
</tr>
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</table>
| Areas of Change                            | Kensal                        | • Kensal Canalside Opportunity Area  
|                                            |                               | • Barlby -Treverton                                                             |
|                                            | Golborne                      | • Wornington Green (permission granted)  
|                                            |                               | • Land adjacent to Trellick Tower                                               |
|                                            | Latimer                       | • Silchester Estates                                                           |
|                                            | Earl's Court                  | • Earl's Court Exhibition Centre (permission granted)  
|                                            |                               | • Warwick Road Sites                                                           |
|                                            |                               | • Warwick Road Estate                                                          |
|                                            | Lots Road / World's End       | • Lots Road Power Station (permission granted)  
|                                            |                               | • Site at Lots Road                                                            |
| Strengthening existing national and international destinations | Kensington High Street | • No site allocations                                                            |
|                                            | Portobello Road               | • No site allocations                                                            |
|                                            | Notting Hill Gate             | • No site allocations                                                            |
|                                            | Knightsbridge                 | • No site allocations                                                            |
|                                            | South Kensington              | • 39-49 Harrington Road                                                        |
|                                            | Sloane Square / King's Road   | • Chelsea Farmers' Market, Sydney Street                                         |

#### 4.6.2
For each Site Allocation the policy sets out the allocation in terms of land use, development principles and planning contributions. The land use allocation (land use and quantum of development) is the strategic part of the policy in relation to neighbourhood plans. The development principles guide how it will be achieved and the infrastructure and planning obligations form part of the delivery mechanism. Site and delivery information is set out in a separate table.
SITE ALLOCATIONS

1. Kensal Canalside Opportunity Area
2. Barlby-Treverton
3. Wornington Green
4. Land adjacent to Trellick Tower
5. Silchester Estates
6. Earl’s Court Exhibition Centre
7. Warwick Road sites
8. Warwick Road Estate
9. Lots Road Power Station (permission granted)
10. Site at Lots Road
11. Harrington Road
12. Chelsea Farmers’ Market