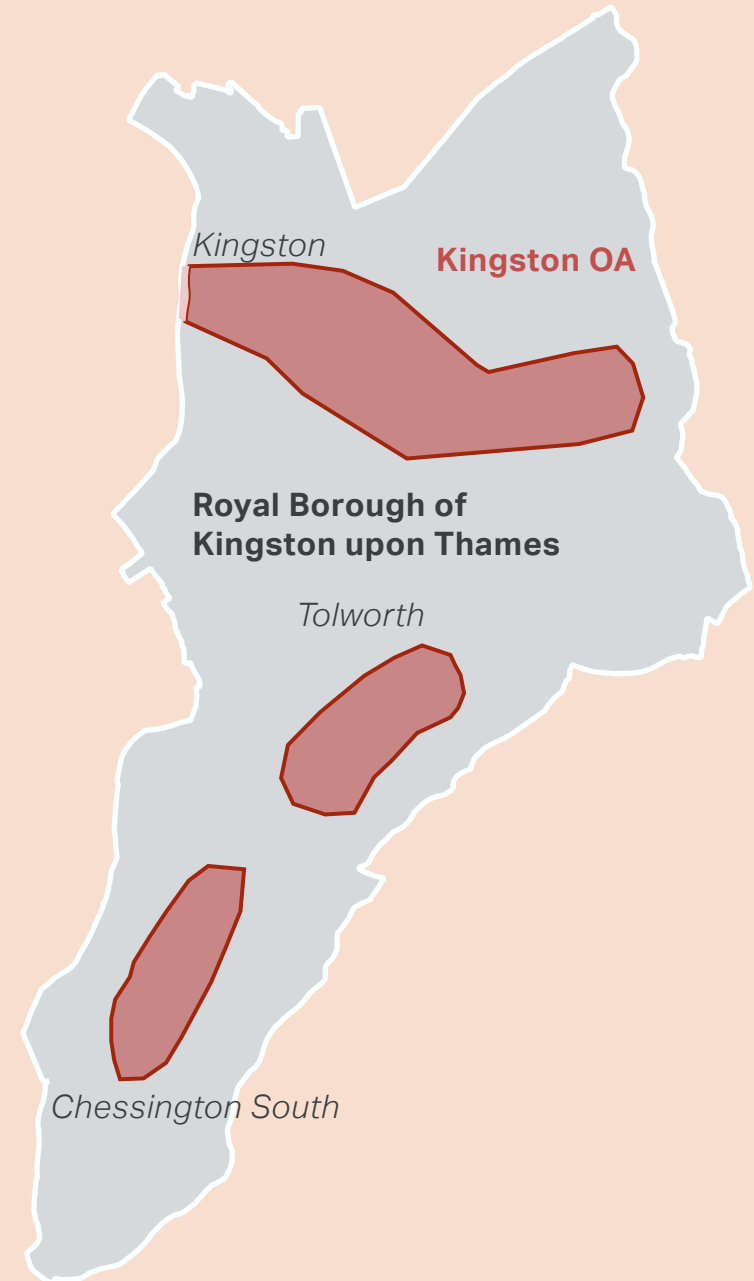


Opportunity Area Portrait Kingston



Introduction

List of acronyms and abbreviations

- OA: Opportunity Area
- LP: London Plan
- GLA: Greater London Authority
- TfL: Transport for London
- OAPF: Opportunity Area Planning Framework
- CAZ: Central Activities Zone
- LESD: London Employment Sites Database
- SHLAA: Strategic Housing Land Availability Assessment
- LB: London Borough
- RB: Royal Borough
- AAP: Area Action Plan
- SPD: Supplementary Planning Document
- SIL: Strategic Industrial Land
- LSIS: Locally Significant Industrial Sites
- BID: Business Improvement District
- CEZ: Creative Enterprise Zone

Introduction

Purpose of this document and clarifications



What is a pen portrait:

- A strategic analysis/ summary of an OA.
- We collected a series of data on delivery of homes, jobs, town centres and high streets, transport, land use and industrial land to assess local change at a strategic level, to better understand places in the OAs, and evaluate how they are performing against the expectations in the London Plan 2021.



How will this information be used?

- This evidence base supports the OA propositions in the Towards a new London Plan document.
- The OA propositions include:
 - change in the status of the OA to reflect the housing and/or infrastructure delivery since 2019
 - highlight opportunities to review the OA boundary and/ or OA designation.



Data sources and clarifications

Homes

- The London Plan 2021 identifies indicative homes capacities (10 year, 22 year).
- The indicative homes capacities are based on the SHLAA 2017.
- The monitoring year for the London Plan 2021 starts in 2019.
- This document includes an overview on the progress against the SHLAA 2017 to understand what has happened in the OA.
- Acknowledging that a lot has changed since 2017, including the adoption of new development plans, the current document provides an overview of site allocations based on the latest publicly accessible information.
- All spatial data is available in the London Datastore, unless stated otherwise.
- All data relating to development progress is available via the Planning Data Hub, unless stated otherwise.

Introduction

Purpose of this document and clarifications

Data sources and clarifications

Jobs



- The LESD is a database that records recently completed employment developments and those in the pipeline in London to produce an estimate of London's additional employment capacity.
- Since the adoption of the London Plan 2021, a new London Employment Sites Database was produced in 2021. This provides up to date estimates by OA.
- A jobs dashboard has been produced to monitor the jobs' performance in the OAs.

Local Plan status



- Local Plan status information is based on publicly available data, or information received by the boroughs.

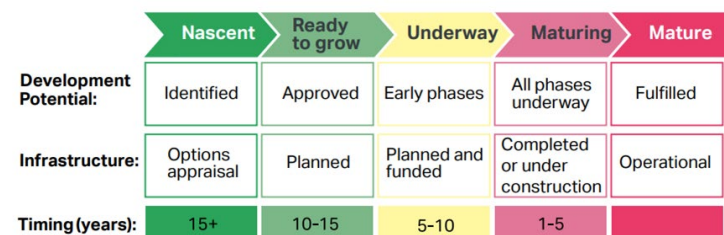
OA boundaries

- The London Plan designates OAs, whilst the boundary can be adopted through development plans. See more on [OA boundaries](#).

OA status - London Plan 2021

- The OA categorisation in the Key info refers to the London Plan 2021 Figure 2.2 - OAPF process diagram, also shown below:

Figure 2.2 - OAPF process diagram



Additional resources

- Growth Corridors: [Engagement summaries from Planning for London events \(November/December 2024\)](#)
- Opportunity Area monitoring GLA [webpage](#).

Introduction

Contents

Context

Key info

Transport
and
connectivity

Delivery of
homes

SHLAA 2017

Site
allocations

Development
activity 2021
and 2024

Jobs

Town Centre
and High
Streets

Industrial
Land

Place
strategies*

Moving
forward

* This section refers to existing/ emerging strategies for the OA.

Kingston

Context

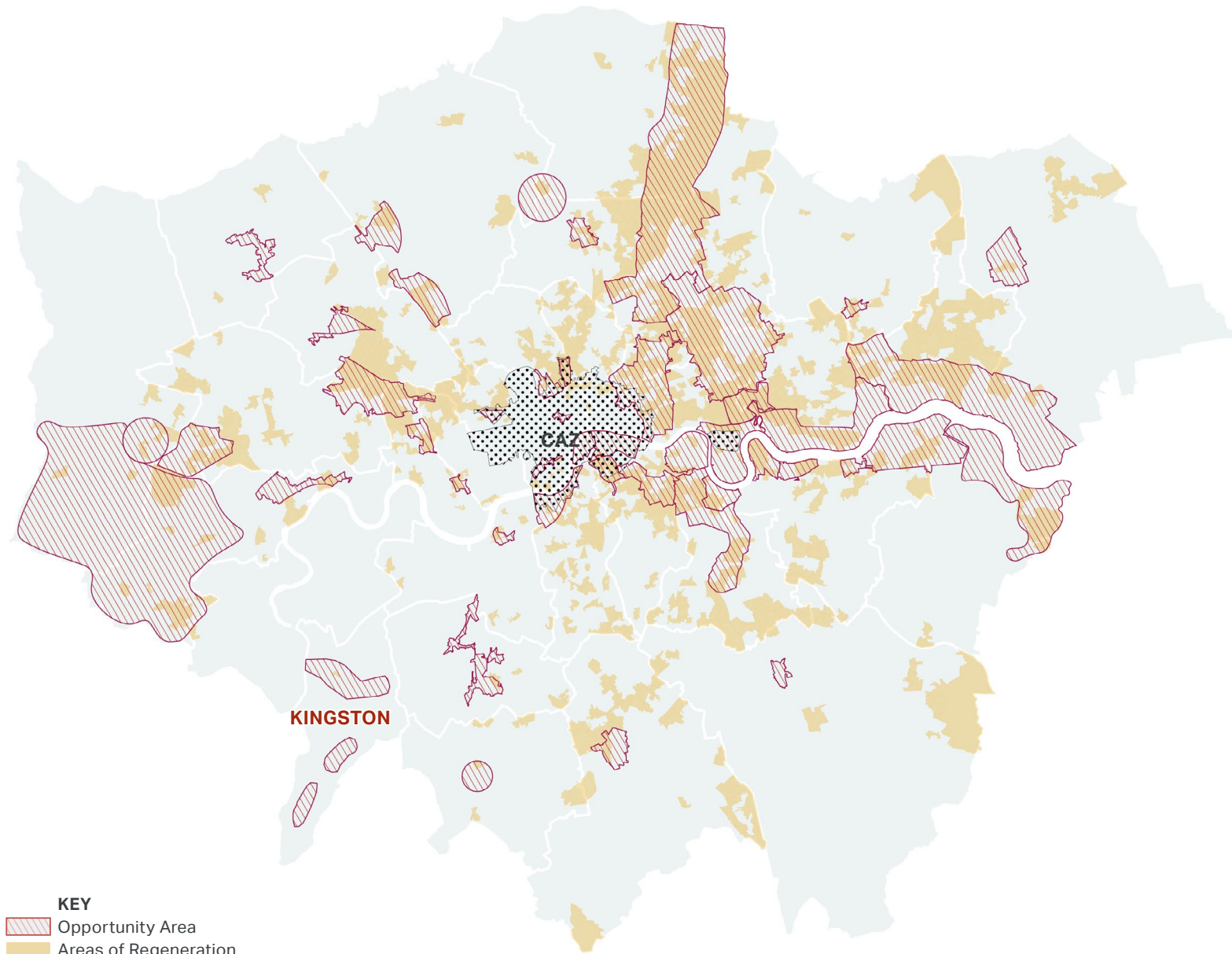
OAs in the CAZ

- King's Cross (Maturing)
- Tottenham Court Road (Maturing)
- Victoria (Maturing)
- Waterloo (Maturing)
- London Bridge/ Bankside (Maturing)
- Euston (Ready to Grow)
- VNEB (Underway)
- Elephant & Castle (Underway)
- Part of City Fringe/ Tech City (Underway)
- Paddington (Underway)

The OA is not within the CAZ. It is in outer London.

Areas of Regeneration

Some areas in Kingston (including Cambridge Road Estate) are identified as areas of regeneration.

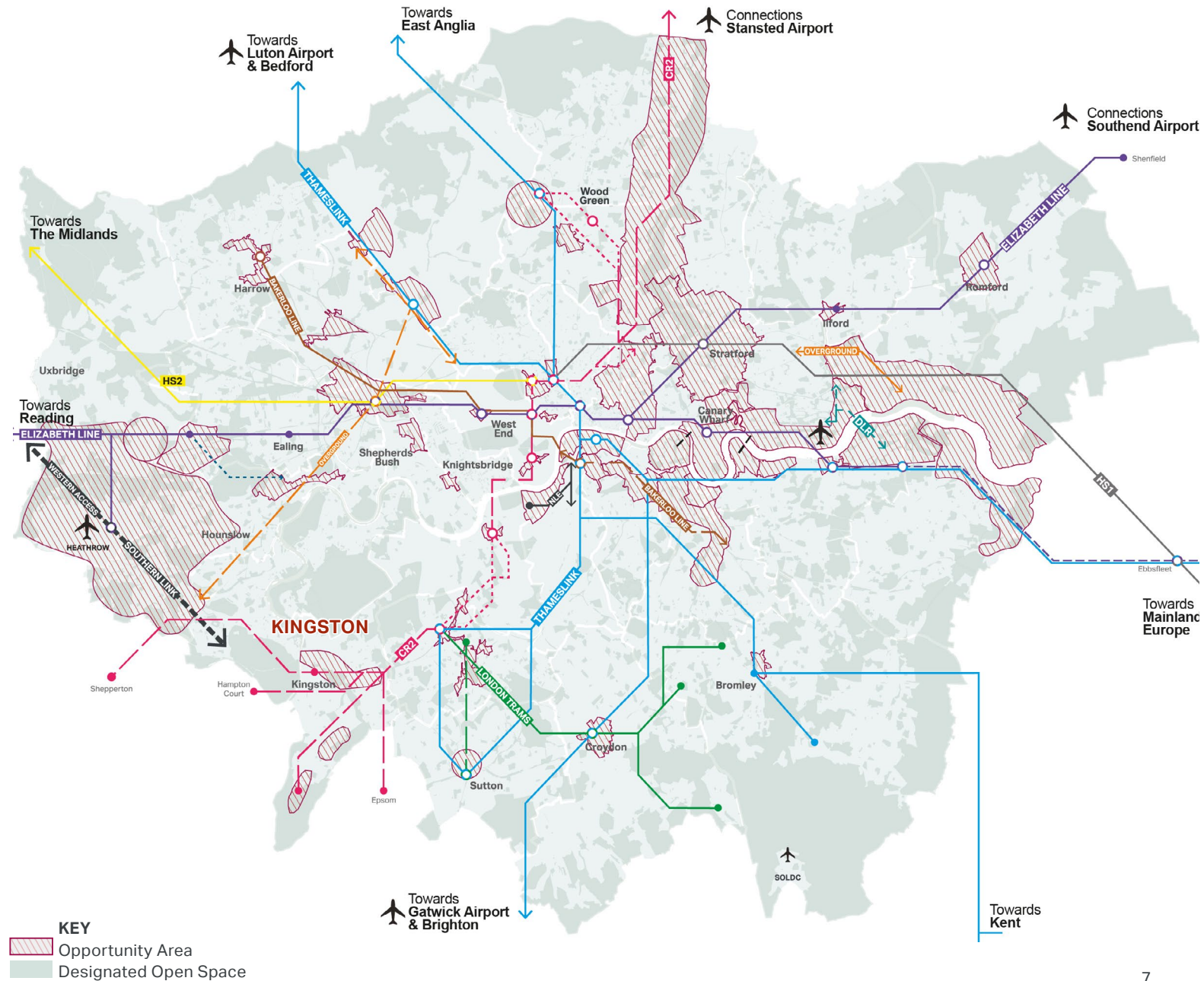


Source: Areas of Regeneration as per London Plan 2021

Kingston Context

Transport and Growth Corridors

- Potential delivery timescales for Crossrail 2 (a major new line connecting south west London to north east London) are now beyond 2040.
- OA designation dependent on Crossrail 2.



Source: [Planning Data Map](#)

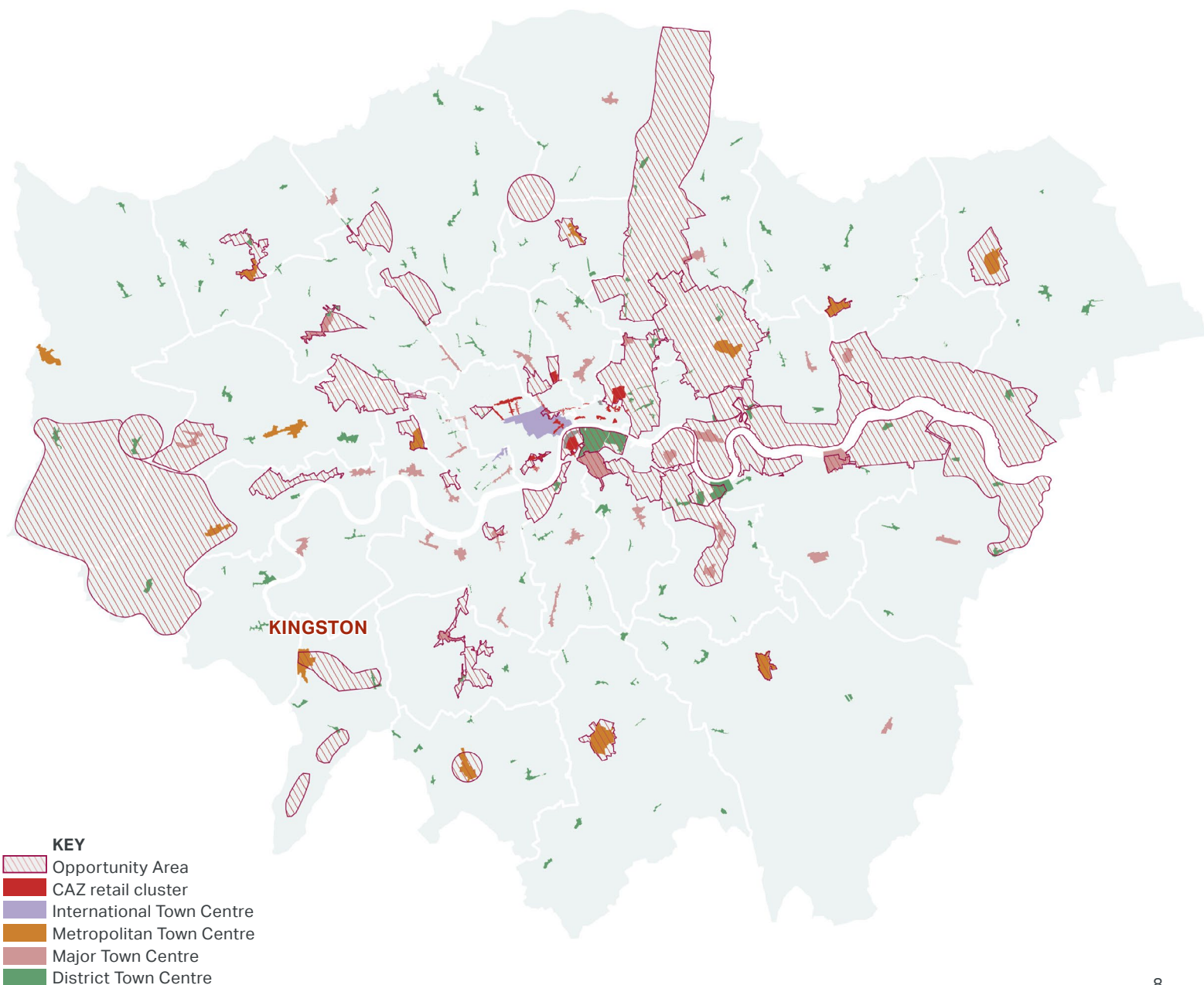
Kingston

Context

OAs and Metropolitan Town Centres

- Olympic Legacy (Maturing)
- Harrow & Wealdstone (Underway)
- White City (Underway)
- Croydon (Ready to grow)
- Romford (Ready to grow)
- Ilford (Ready to grow)
- Wood Green (Nascent)
- **Kingston (Nascent)**
- Bromley (Nascent)
- Sutton (Nascent)

Kingston Metropolitan Town Centre is in the OA. Tolworth District Town Centre and Chessington South, New Malden District Town Centre are also within the indicative OA boundary.



Source: [Planning Data Map](#)

Kingston

Context: Boundary

- There is no adopted boundary for the OA (Kingston Local Plan in progress, and no strategic framework for the OA).

① The indicative boundary used in the London Plan (2021) is largely based on the Crossrail 2 potential alignment, and as such it comprises of three 'blobs' centred around three areas:

- Kingston Metropolitan Town Centre,
- Tolworth District Town
- Chessington South

- As part of the local plan refresh, the LPA consulted on an OA boundary back in 2023 ([Regulation 18 - First Draft](#)).

② It is noted that the draft local plan does not use the term 'OA', but identifies the town centre and a 'Zone of Influence', which is shown on the image to the right.

- The proposed boundary excludes the areas to the south (Chessington, Tolworth), and identifies the Opportunity Area in Kingston Metropolitan Town Centre.

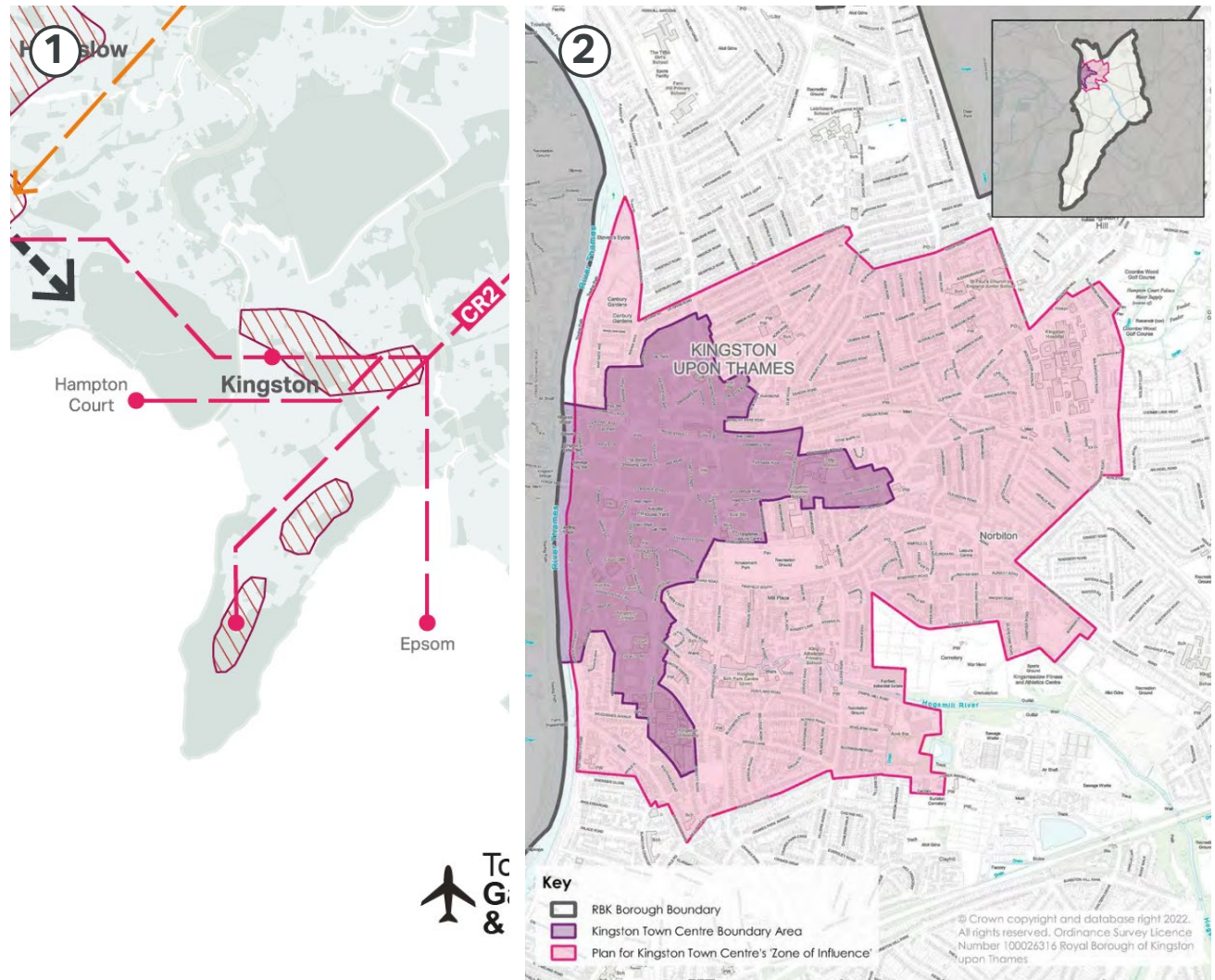


Figure 4.2: Map showing the Kingston Town Centre Area and Plan for Kingston Town Centre's 'Zone of Influence'

Kingston 1/3

Key info

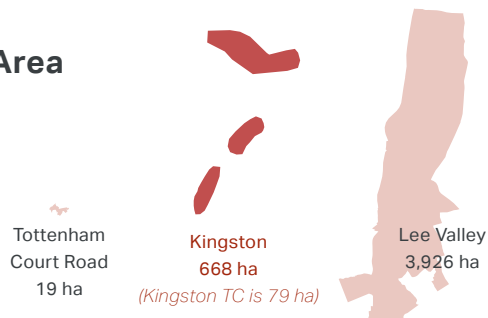
London Plan Designation Year

2004	2008	2011	2016	2021
------	------	------	------	------

Borough

RB Kingston Upon Thames

Area



OA specific plans

Not started

Local Plan status

In progress (Regulation 18)

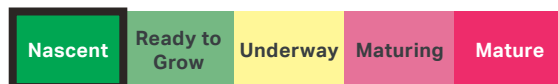
Growth Corridor

Crossrail 2 - South

Housing Delivery Test 2023

Presumption

OA status (London Plan 2021)



London Plan 2021 capacities by 2041



Source: Google Earth

*Note that the LESD (2021) decreased the capacity to 3,000 new jobs

KEY

- Opportunity Area (indicative boundary used to inform London Plan 2021)
- Emerging Opportunity Area (boundary shown in the draft Local Plan as 'Zone of Influence')

Kingston 2/3

Key info

London Plan Designation Year

2004	2008	2011	2016	2021
------	------	------	------	------

Borough

RB Kingston Upon Thames

Area



OA specific plans

Not started

Local Plan status

In progress (Regulation 18)

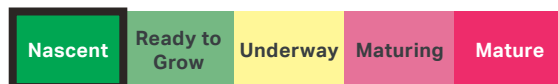
Growth Corridor

Crossrail 2 - South

Housing Delivery Test 2023

Presumption

OA status (London Plan 2021)



London Plan 2021 capacities by 2041



Source: Google Earth

KEY
 Opportunity Area (indicative boundary used to inform London Plan 2021)

*Note that the LESD (2021) decreased the capacity to 3,000 new jobs

Kingston 3/3

Key info

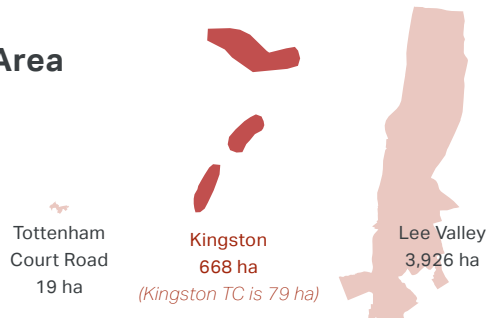
London Plan Designation Year

2004	2008	2011	2016	2021
------	------	------	------	------

Borough

RB Kingston Upon Thames

Area



OA specific plans

Not started

Local Plan status

In progress (Regulation 18)

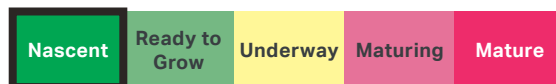
Growth Corridor

Crossrail 2 - South

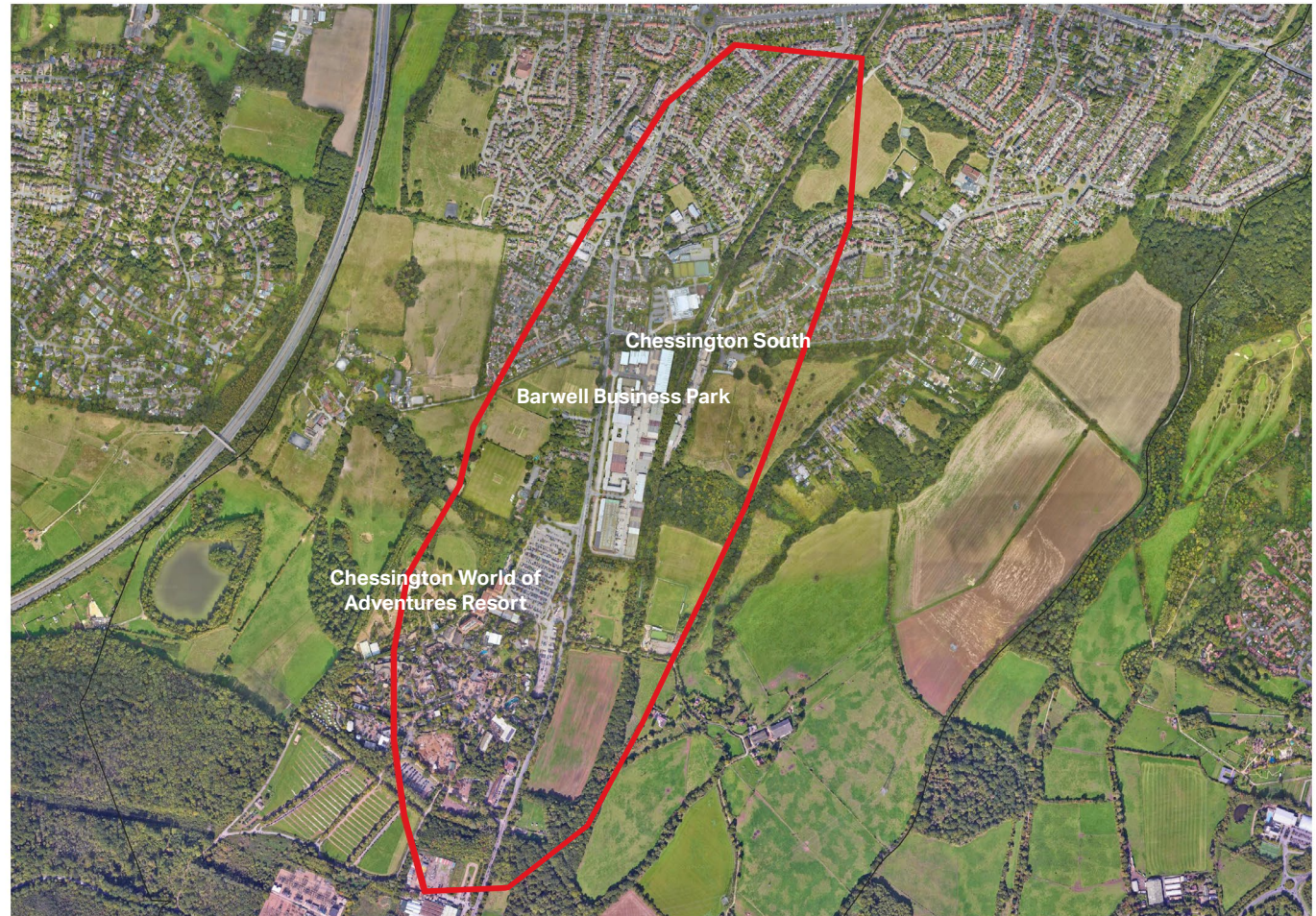
Housing Delivery Test 2023

Presumption

OA status (London Plan 2021)



London Plan 2021 capacities by 2041



Source: Google Earth

KEY

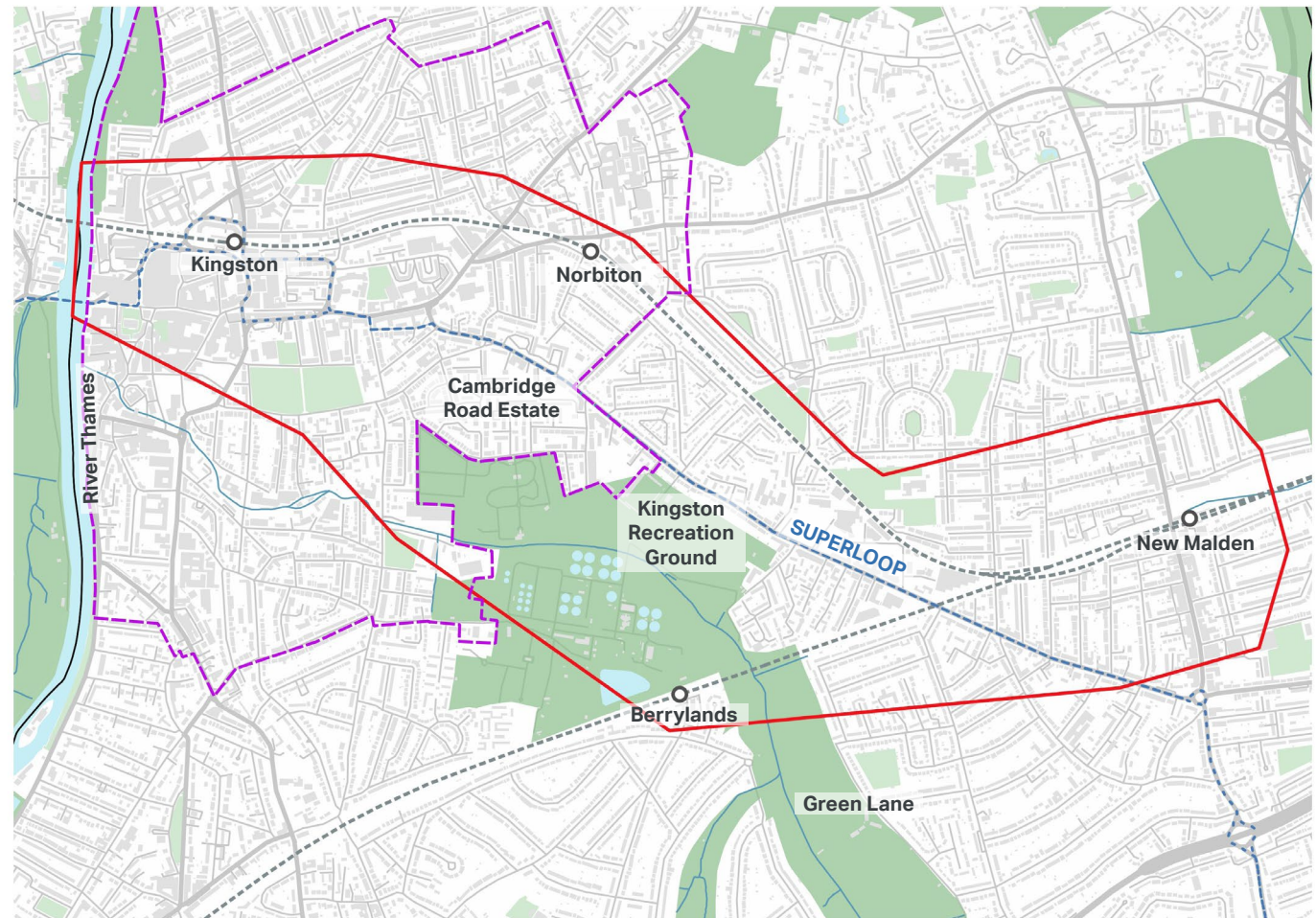
 Opportunity Area (indicative boundary used to inform London Plan 2021)

*Note that the LESD (2021) decreased the capacity to 3,000 new jobs

Kingston 1/3

Transport and connectivity

- Potential delivery timescales for Crossrail 2 (a major new line connecting south west London to north east London) are now beyond 2040.
- Superloop connecting Croydon to Heathrow Airport (SL7).
- Engagement for the Local Plan suggests that:
 - Public transport needs to be improved before there is any significant increase in housing delivery.
 - **Scale of development in allocated locations felt by some to be unjustified without Crossrail 2.**
 - There is need for safeguarding current transport infrastructure and sites for potential improvements,
 - There should be **more concrete proposals to enhance public transport and improve pedestrian and cycling connectivity** in order to meet the ambitious transport mode targets.



KEY	
	Opportunity Area (indicative boundary used to inform London Plan 2021)
	Emerging Opportunity Area (boundary shown in the draft Local Plan as 'Zone of Influence')
	Metropolitan Open Space
	Other Open Space
	Station
	National Rail
	Superloop



Kingston 2/3

Transport and connectivity

- Potential delivery timescales for Crossrail 2 (a major new line connecting south west London to north east London) are now beyond 2040.



Kingston 3/3

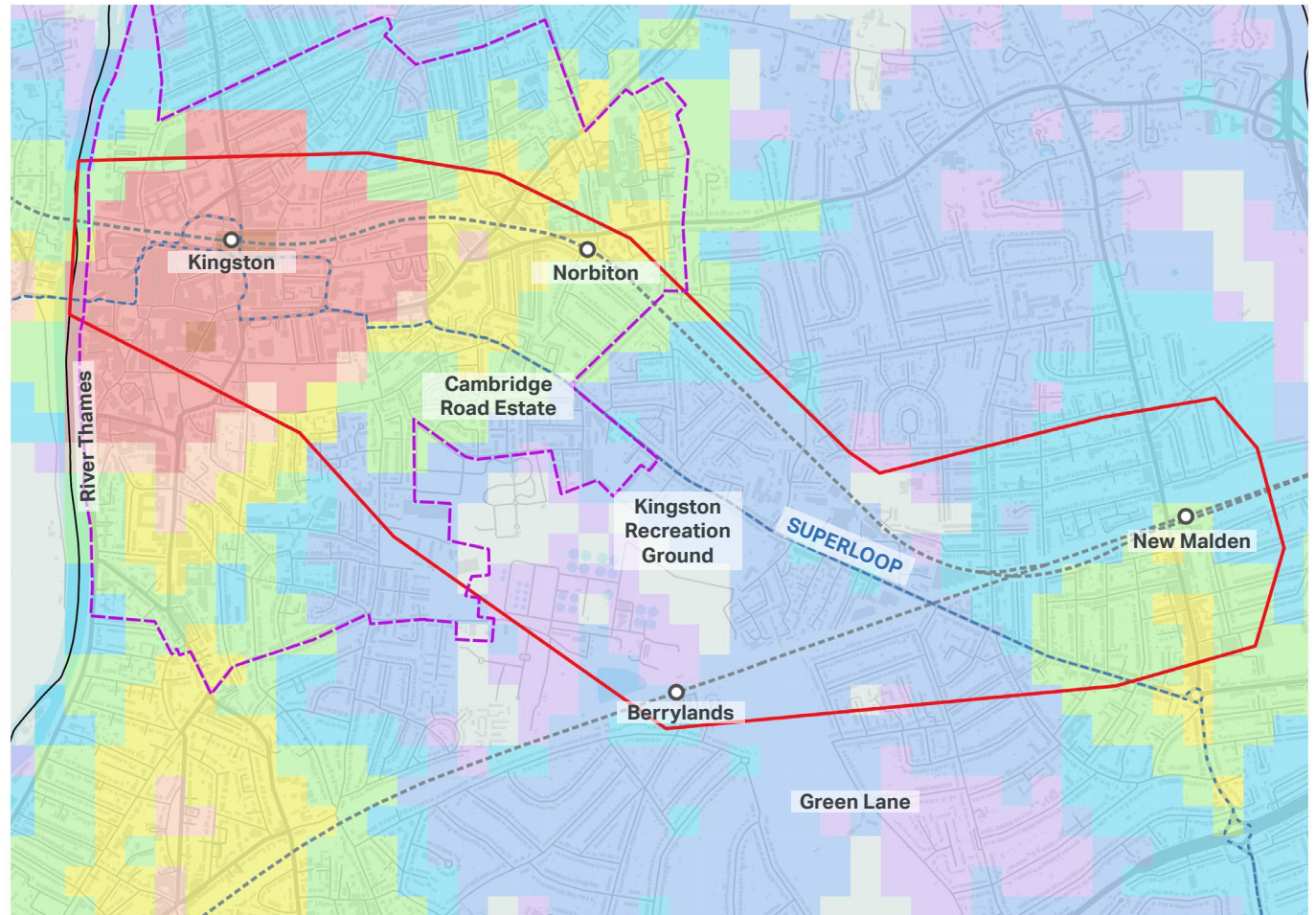
Transport and connectivity

- Potential delivery timescales for Crossrail 2 (a major new line connecting south west London to north east London) are now beyond 2040.

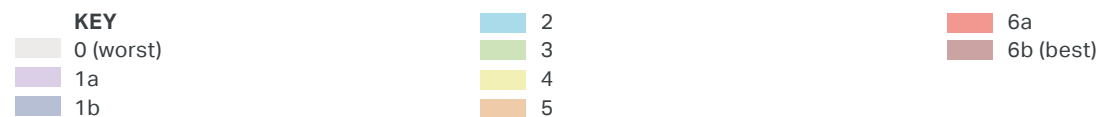


Kingston 1/3

Transport and connectivity: PTAL (2031)

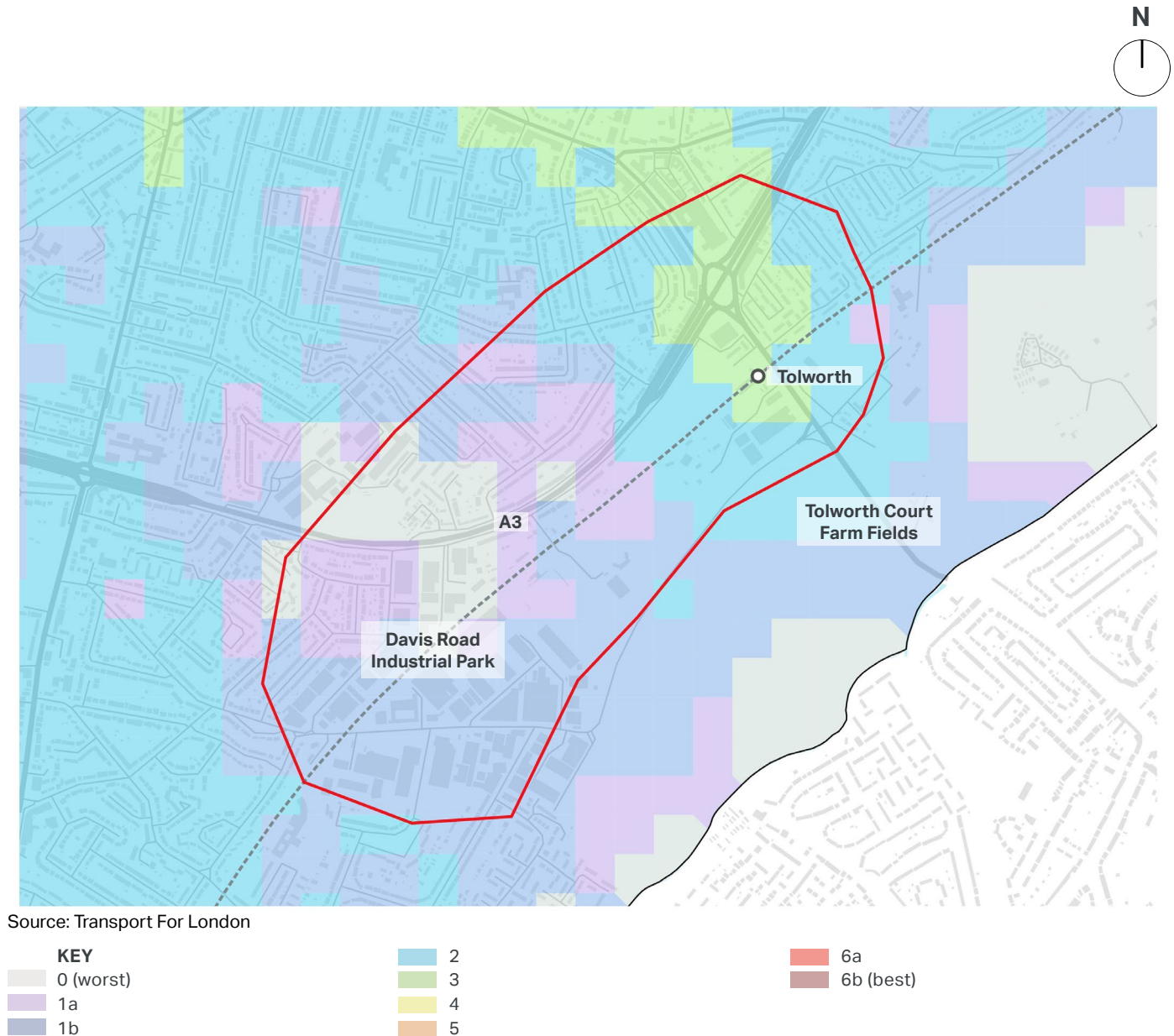


Source: Transport For London



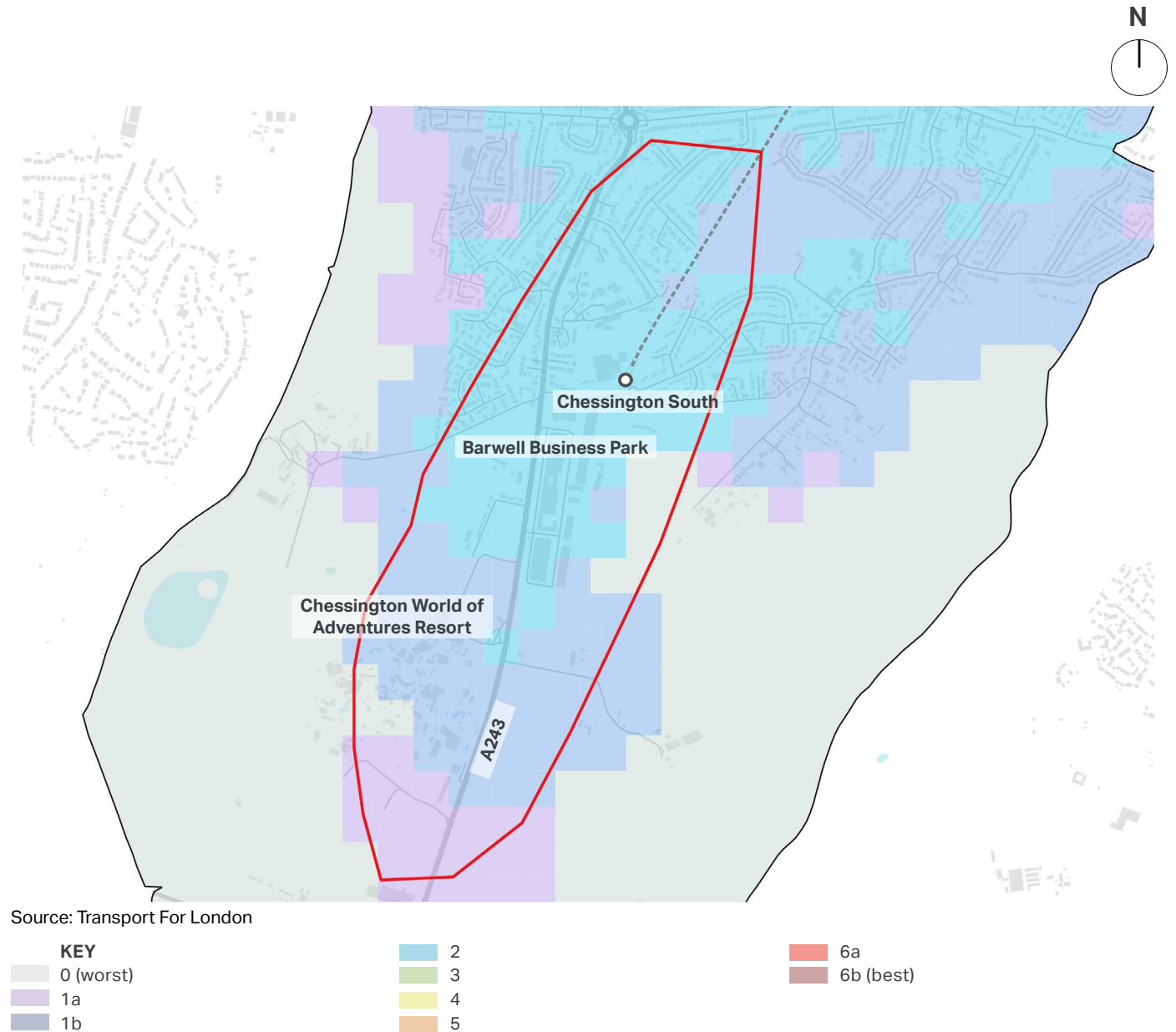
Kingston 2/3

Transport and connectivity: PTAL (2031)



Kingston 3/3

Transport and connectivity: PTAL (2031)

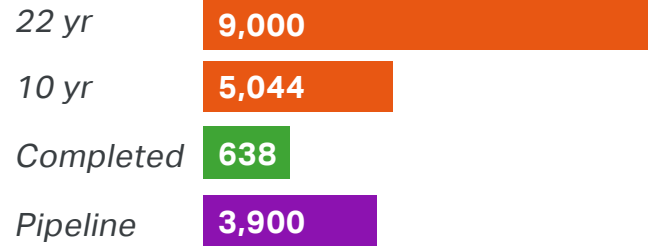


Kingston 1/3

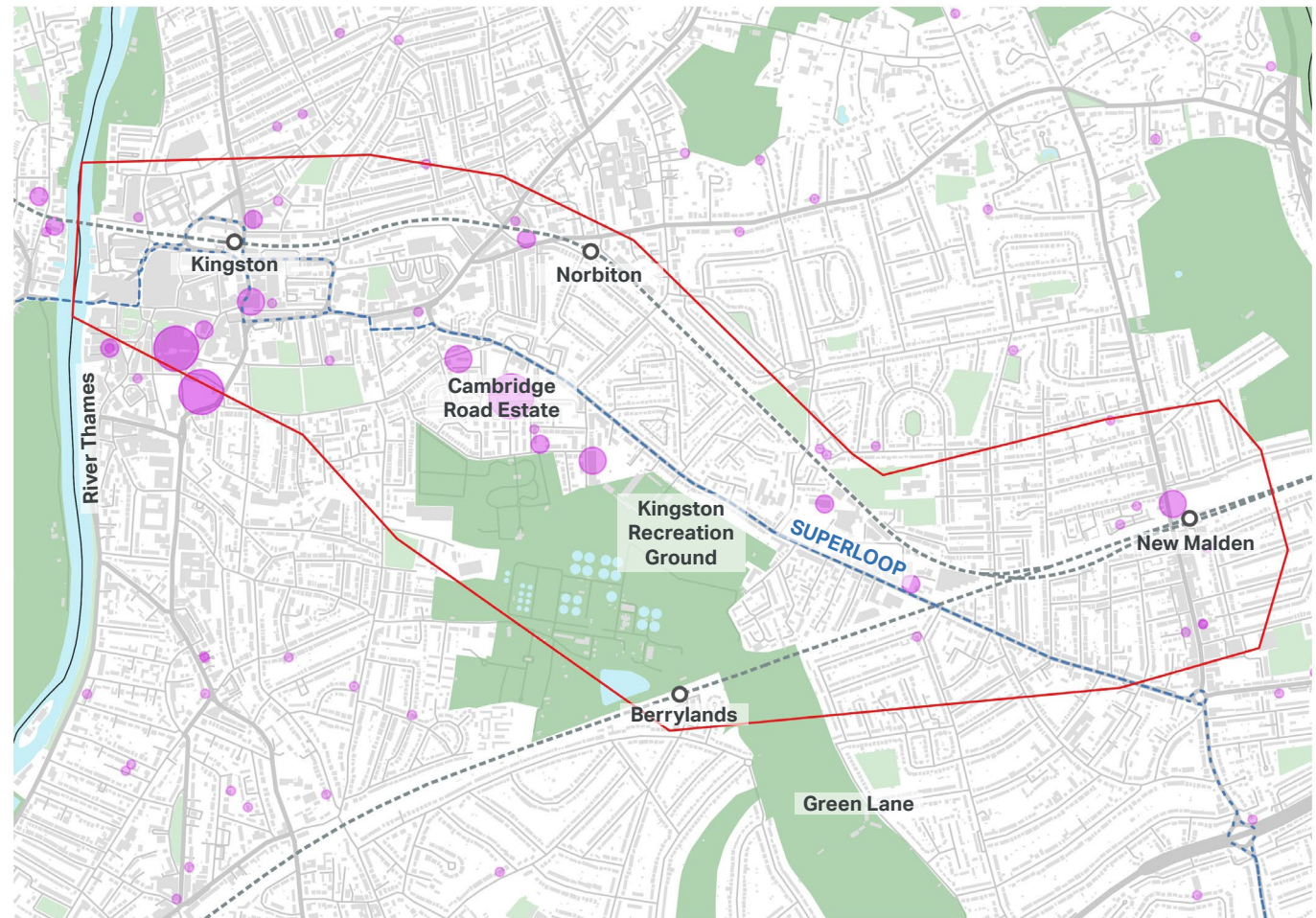
Delivery of homes

Delivery post - 2019 (London Plan 2021)

Progress against 22yr, 10 yr capacity



The OA was designated in 2021. When considering the indicative OA boundary, between 2019/2020 and 2023/2024, 638 new homes have been completed in the OA. This is 118 homes/ year if as OA boundary we consider Kingston Town Centre. The London Plan indicative homes capacity rate is 410 homes/ year. Considering the completions alone the OA has met 10 per cent of its 10-year indicative homes capacity (Note that the 10-year indicative homes capacity for the OA is set at 5,044 homes by 2031). When adding the completions and the current pipeline, the performance of the OA is more positive (46 per cent of the 22-year London Plan capacities, and 86 per cent of the 10-year). The pipeline largely consists of two strategic schemes (Development Land at 1 Hook Rise South; 950 units, and Cambridge Road estate; more than 2,000 units).



KEY

- Opportunity Area
- Pipeline (Planning Datahub, May 2023). Size of circle is proportionate to the number of homes.

*[Completions](#) account for all types of supply between 2019/2020 to 2023/2024.

**[Residential Pipeline in 2023/2024](#)

Kingston 2/3

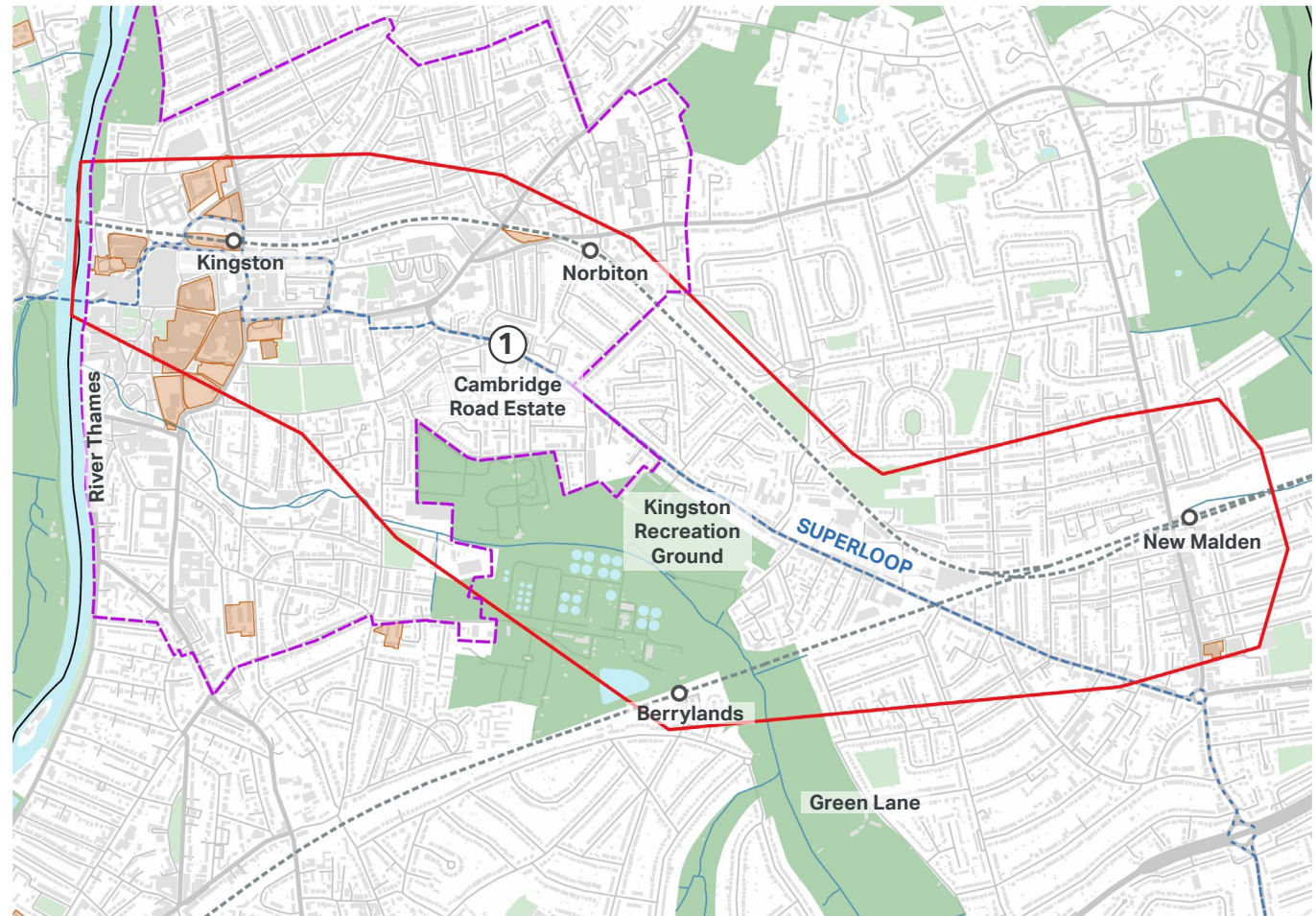
Delivery of homes



Kingston 1/2

SHLAA 2017: Approvals and Allocations

- Majority of allocated sites in SHLAA 2017 were within the metropolitan town centre.
- Overall, evidence suggests listed development activity in terms of completions, with many sites being in pre-planning.
- Since the SHLAA 2017, the council is bringing forward a number of sites for redevelopment across the town centre area including a new leisure centre and the **Cambridge Road Estate**, which is the largest regeneration project in the borough creating more than 2,100 homes (Extensive engagement to date, including young people).



- KEY**
- Opportunity Area (indicative boundary used to inform London Plan 2021)
 - Emerging Opportunity Area (boundary shown in the draft Local Plan as 'Zone of Influence')
 - Approvals and Allocations (SHLAA, 2017)





Kingston 2/3

SHLAA 2017: Approvals and Allocations

- Two sites were identified in the area around Tolworth in the SHLAA 2017, as shown on the diagram.
- No were identified in the area around Chessington in the SHLAA 2017, so there is no illustrative diagram.

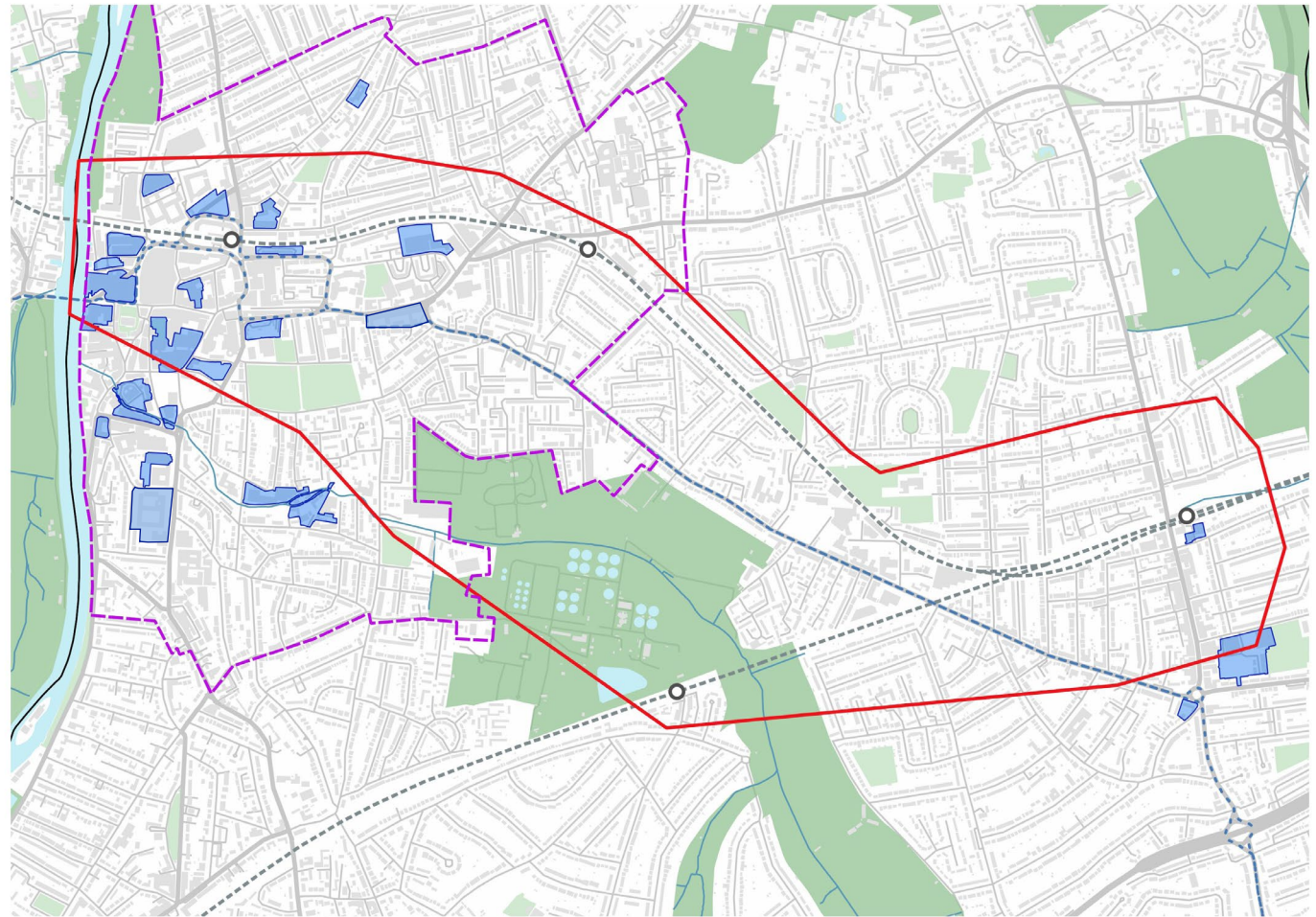


- KEY**
-  Opportunity Area (indicative boundary used to inform London Plan 2021)
 -  Approvals and Allocations (SHLAA, 2017)

Kingston 1/3

Site allocations: Emerging local plan

- Since SHLAA 2017, progress has been made in terms of plan making in the OA.
- Kingston's emerging Local Plan aims to deliver more than 14,000 net additional homes between 2019/20 and 2040/41.
- Most of these homes will be built in and around our existing centres, which include Kingston, Surbiton, New Malden, and Tolworth.
- Many of the potential development sites are located within the original areas/"blobs" identified for the OA (indicative capacity of emerging site allocations within the OA is approximately 1,500 new homes).
- The following pages provide more information on the emerging site allocations.



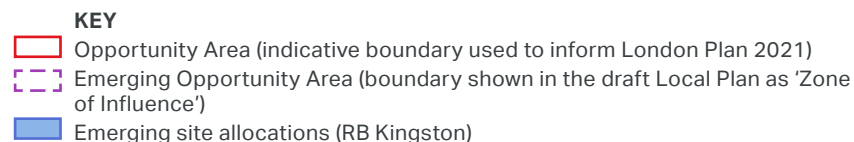
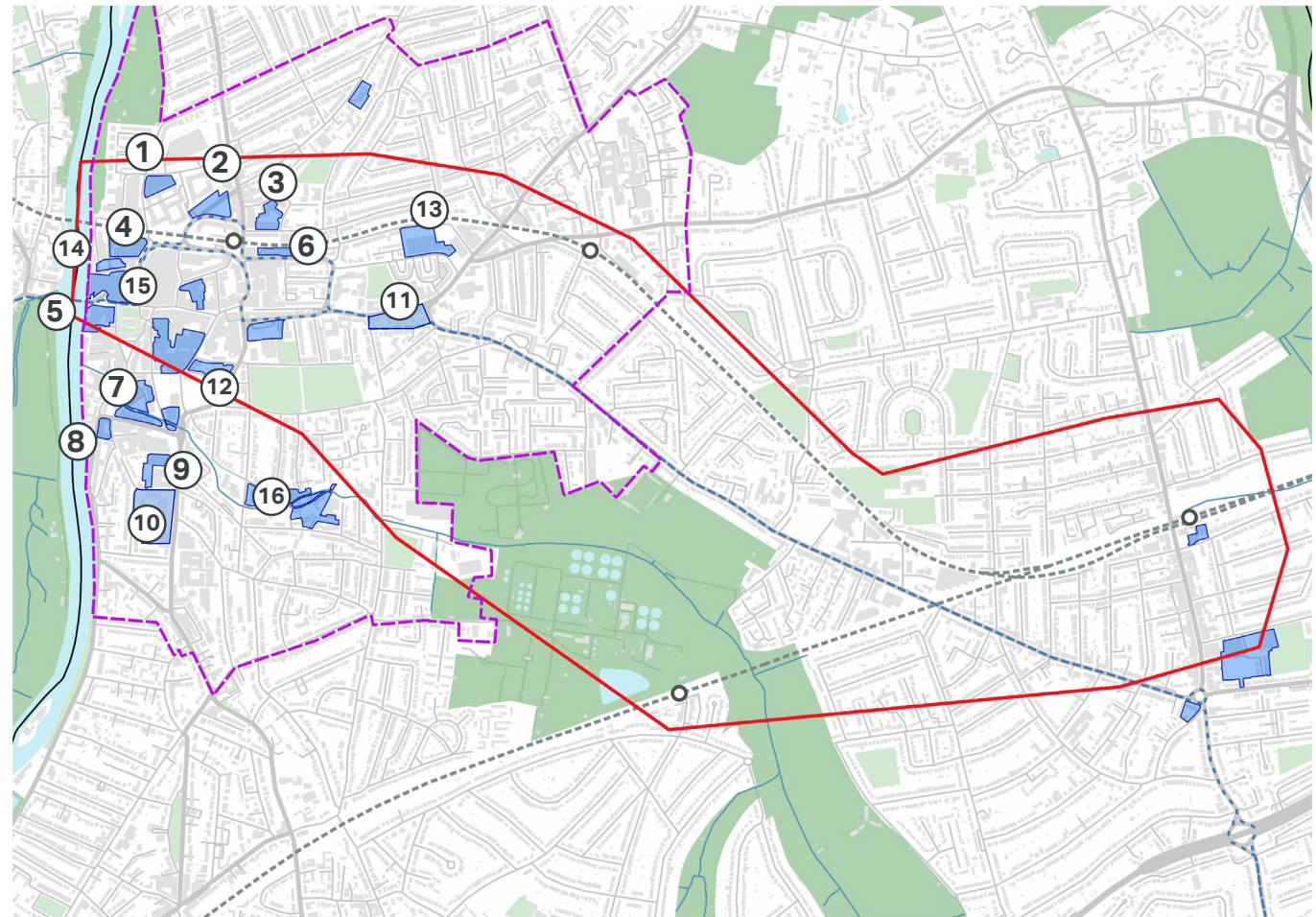
KEY

- Opportunity Area (indicative boundary used to inform London Plan 2021)
- - - Emerging Opportunity Area (boundary shown in the draft Local Plan as 'Zone of Influence')
- Emerging site allocations (RB Kingston)

Kingston 1/3

Site allocations: Emerging local plan

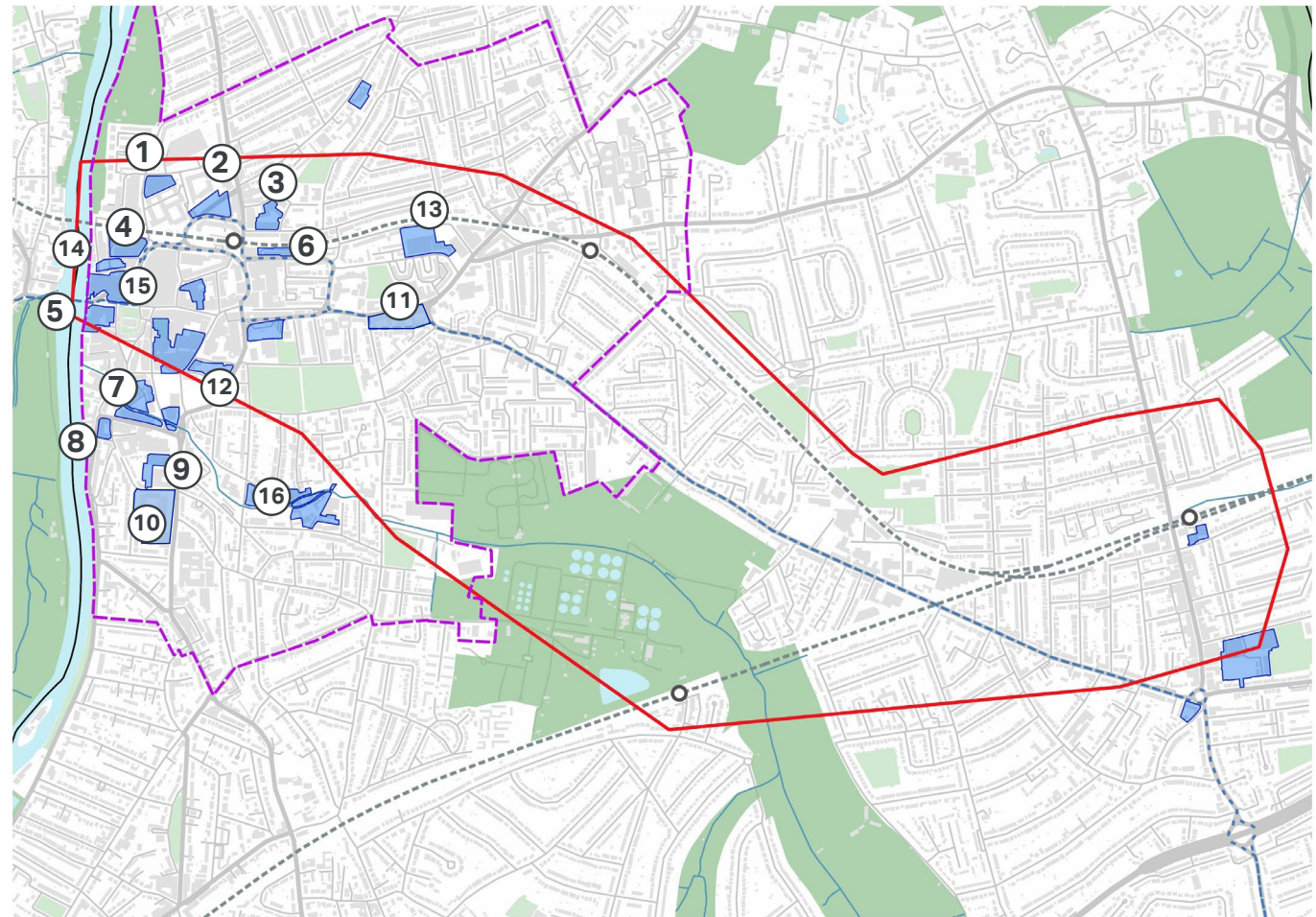
- ① (SA01) Seven Kings Car Park, Skerne Road: 102 units and 4,100 sqm non-residential floorspace.
- ② (SA03) Canbury Car Park, Walter Street: 160 units, 6,400 sqm non-residential floorspace.
- ③ (SA04) Canbury Business Park & Former Regal Cinema: 40 units, 5,500 sqm non-residential floorspace.
- ④ (SA05) Bentall Centre Car Parks A & B, Steadfast Road: 194 units 7,800 sqm non-residential floorspace.
- ⑤ (SA06) Bishops Palace House: 44 units.
- ⑥ (SA08) Cromwell Road Bus Station, Kingston: 59 units, 2,300 sqm non-residential floorspace
- ⑦ (SA10) Guildhall Buildings 1 and 2, High Street: 217 units, 2,200 sqm non-residential floorspace.
- ⑧ The Malthouse and River Reach: 58 units, 600 sqm non-residential floorspace.
- ⑨ (SA12) Bittoms Car Park, The Bittoms: 110 units, 1,100 sqm non-residential floorspace.



Kingston 1/3

Site allocations: Emerging local plan

- ⑩ (SA13) Surrey County Hall, Milner Road: 169 units, 6,700 sqm non-residential floorspace.
- ⑪ (SA15) Hawks Road Clinic, Hawks Road: 50 units, 525 sqm non-residential floorspace.
- ⑫ (SA07) Ashdown Road Car Park: 155 units, 6,200 sqm non-residential floorspace.
- ⑬ (SA14) Thames Side Wharf, Water Lane: 76 units, 700 sqm non-residential floorspace.
- ⑭ (SA21) John Lewis, Horse Fair, Kingston: longer term development potential for residentialised mix use development, including for residential, commercial and business uses.
- ⑮ (SA22) Kingston University, Kingston Hill Campus: longer term development potential for mixed use development, including for residential, and educational uses.
- There is only one site allocation in the other parts of the OA beyond the Kingston Town Centre 'blob'; SA26: Tolworth Station, Kingston Road. The site has a longer term development potential.



- KEY**
- Opportunity Area (indicative boundary used to inform London Plan 2021)
 - Emerging Opportunity Area (boundary shown in the draft Local Plan as 'Zone of Influence')
 - Emerging site allocations (RB Kingston)

Kingston 1/3

Development activity 2021



Source: vu.city

Kingston 1/3

Development activity 2024



Source: vu.city

Kingston 2/3

Development activity 2021



Kingston 2/3

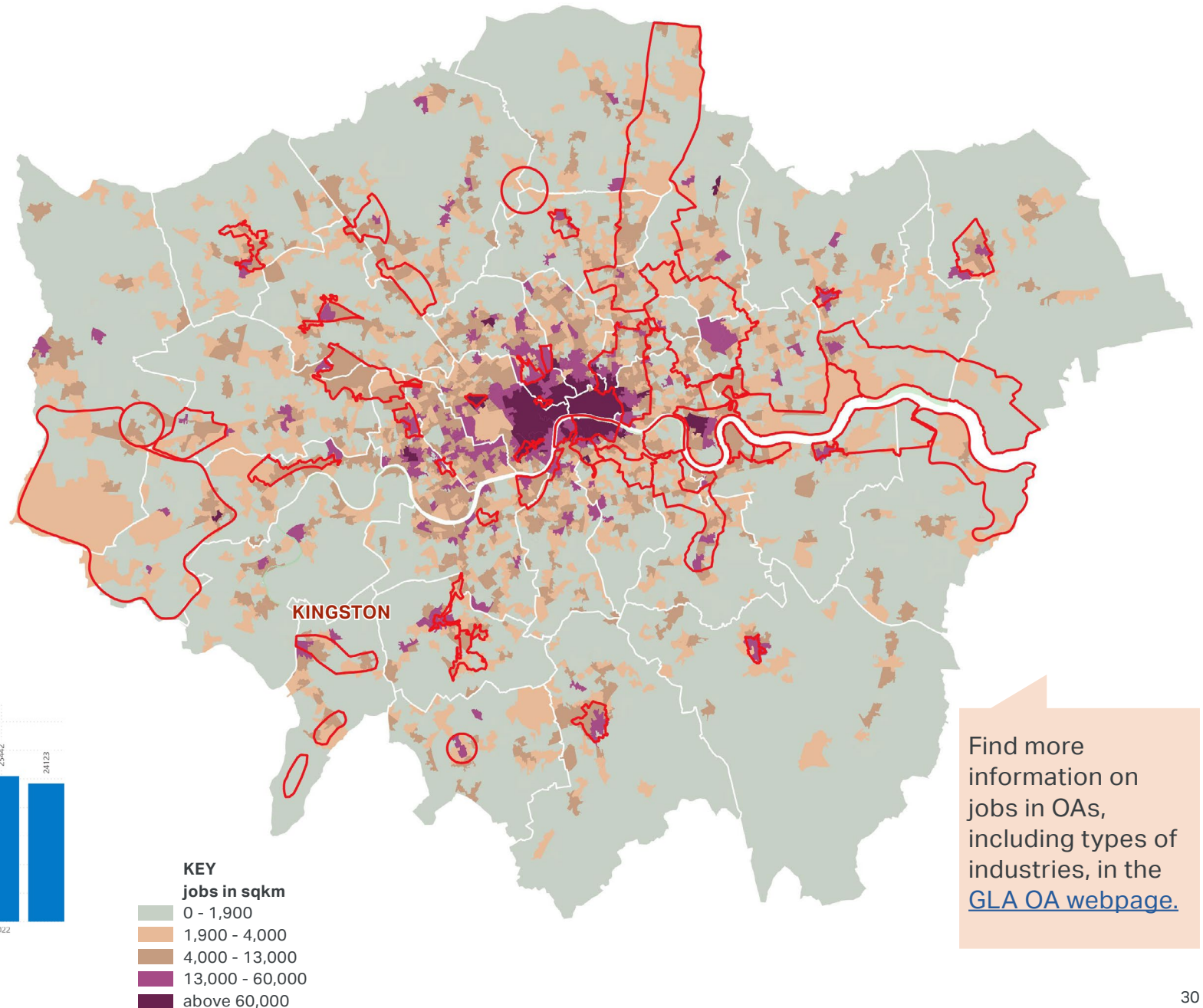
Development activity 2024



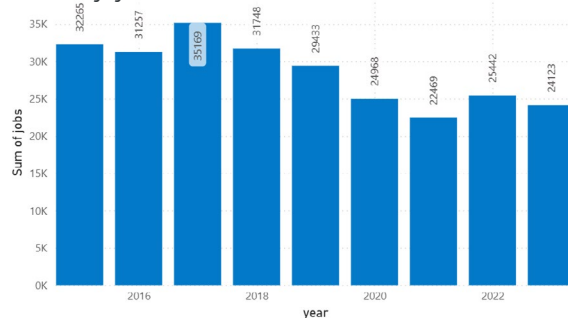
Kingston

Jobs

- High density in Kingston Town Centre - hotspot outside of Central London.
- In 2023 there were 74,000 jobs in the borough, 24,123 of which were in the Kingston OA (33 per cent).



Jobs by year in the OA



Source: Census, Business Register

Find more information on jobs in OAs, including types of industries, in the [GLA OA webpage](#).

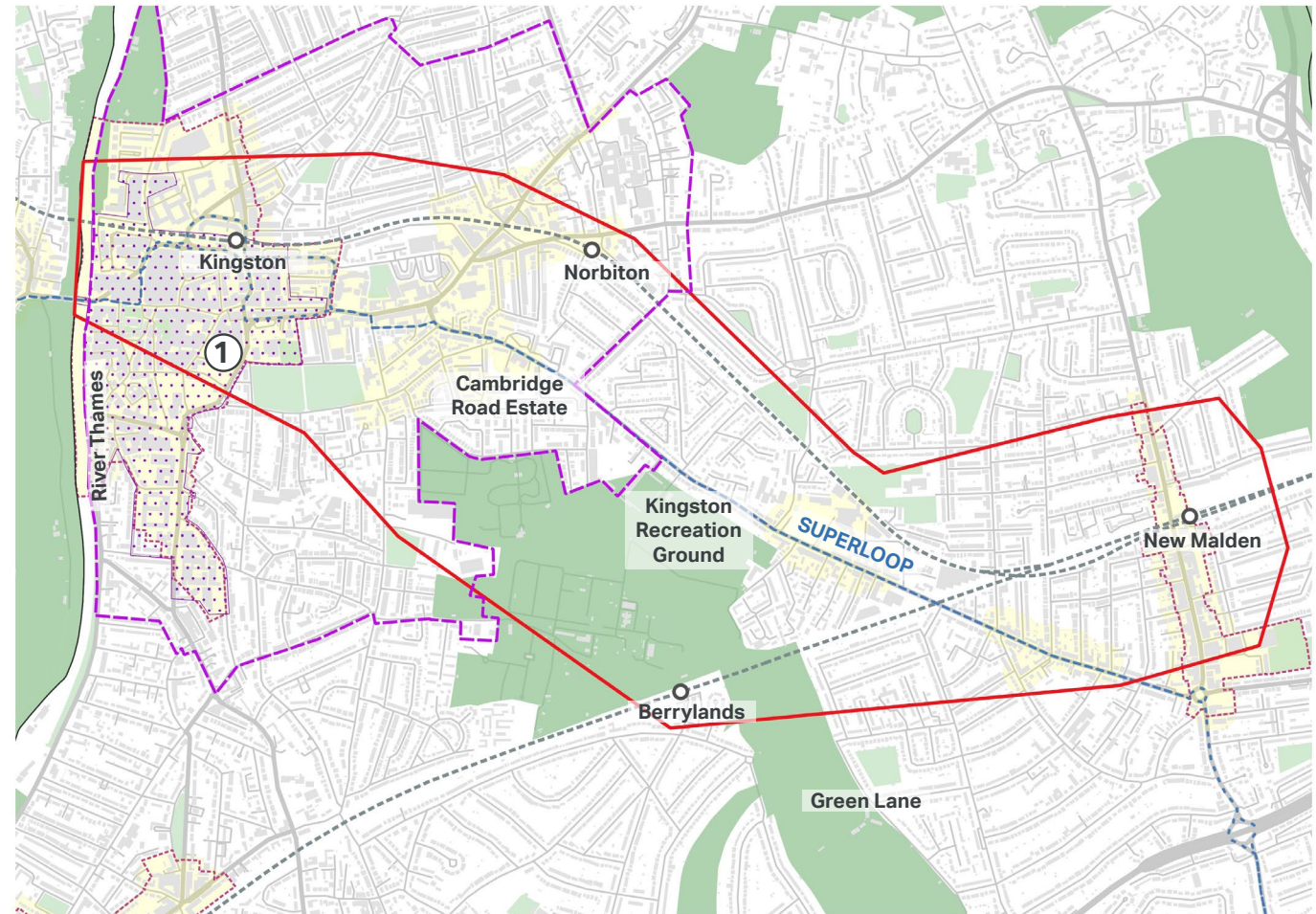
Kingston 1/3

Town Centres and High Streets

- £50,000 of Good Growth Development Funding supported the delivery of a community co designed '**Reimagining Kingston Town Centre Streets & Space Strategy**'.
- The strategy delivered a co-ordinated package of improvements aimed at supporting the growth and prosperity of the town centre by introducing new activities which support public engagement in the activation and promotion of underutilised spaces.
- Feedback on the emerging Local Plan suggested that **the role and opportunity of the river should be emphasised and celebrated** in the Kingston Town Centre growth vision,



Kingston High Street



- KEY**
- Town Centre
 - High street
 - ... Business Improvement District (BID)



Kingston 2/3

Town Centres and High Streets

- Severance and air quality.
- Interface with industrial uses and connections to neighbouring residential areas.



The SHEDx programme is designed to harness and develop Tolworth's spirit, talent and ambition, to ensure that communities are actively involved in shaping change in the area. It will use unique mobile sheds themed to incorporate 'play', 'ideas' and "greenness" in the area to encourage residents and visitors to reimagine the spaces around them. The project also aims to bring back into use a vacant shop on Tolworth Broadway, as well as delivering a programme of community-led cultural events including pop-up night markets and a new Brazilian Festival to showcase the history of Corinthian Casuals Football Club that call Tolworth home.



- KEY**
- Town Centre
 - High street
 - Business Improvement District (BID)
 - Good Growth Funded project (Round 1 to 3)



Kingston 1/3

Protected Industrial land

- A series of LSIS located along the Superloop route.



Source: London Industrial Supply Study



Kingston 2/3

Protected Industrial land

- A large part of the indicative boundary is identified as SIL.



Source: London Industrial Supply Study

KEY
SIL
LSIS

Kingston 3/3

Protected Industrial land

- A large part of the indicative boundary is identified as SIL, neighbouring Green Belt land.
- The responses to the Local Plan consultation showed a varied level of support and opposition to the release of Green Belt land. Some argue that this should occur in exceptional circumstances that align with national policy, while others are adamant that it should be protected. Additionally, a few advocated for the release of specific areas to develop new homes in the southern part of the borough.

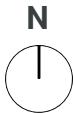


Source: London Industrial Supply Study

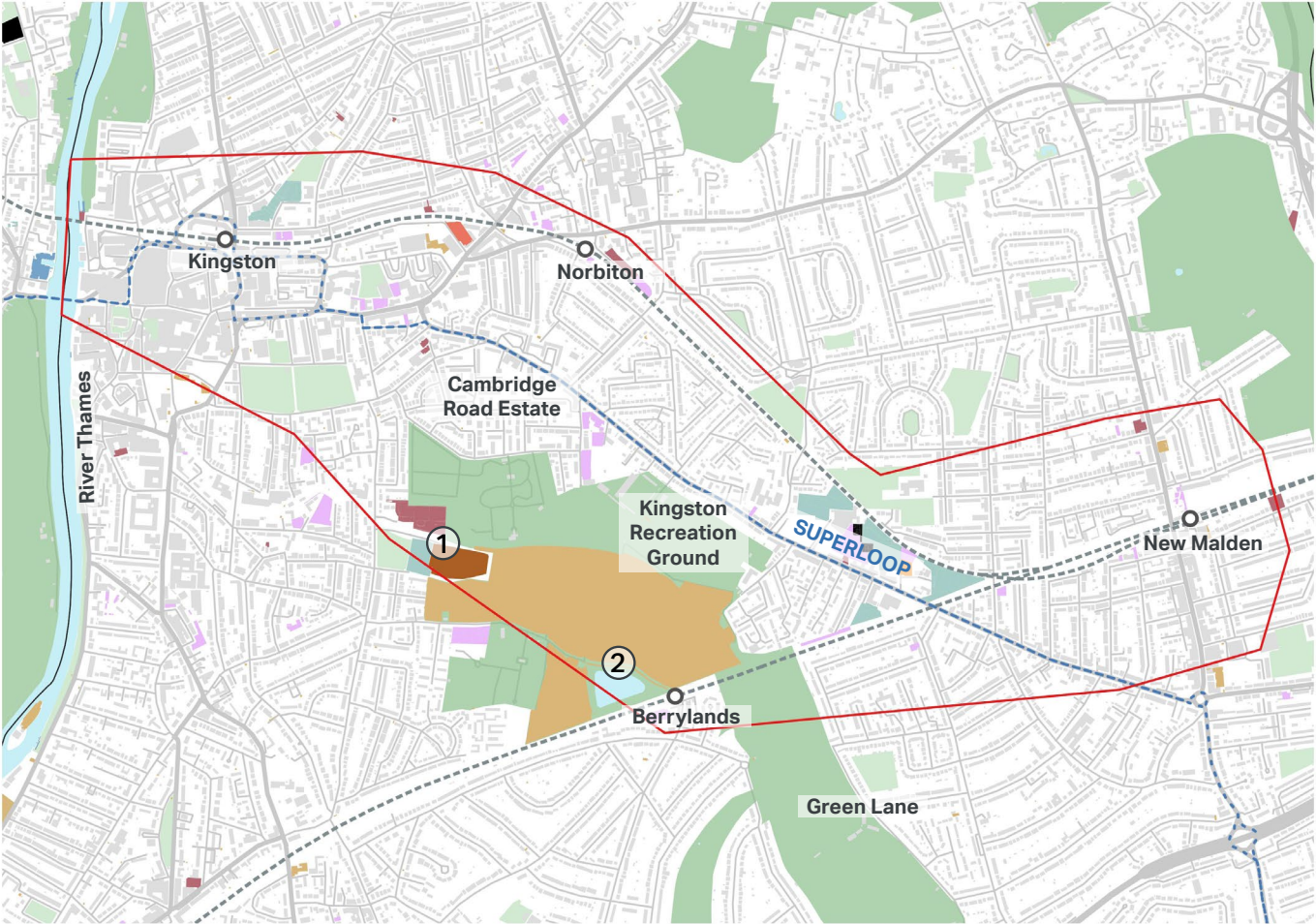
KEY
SIL
LSIS

Kingston 1/3

Industrial land: Types of industry



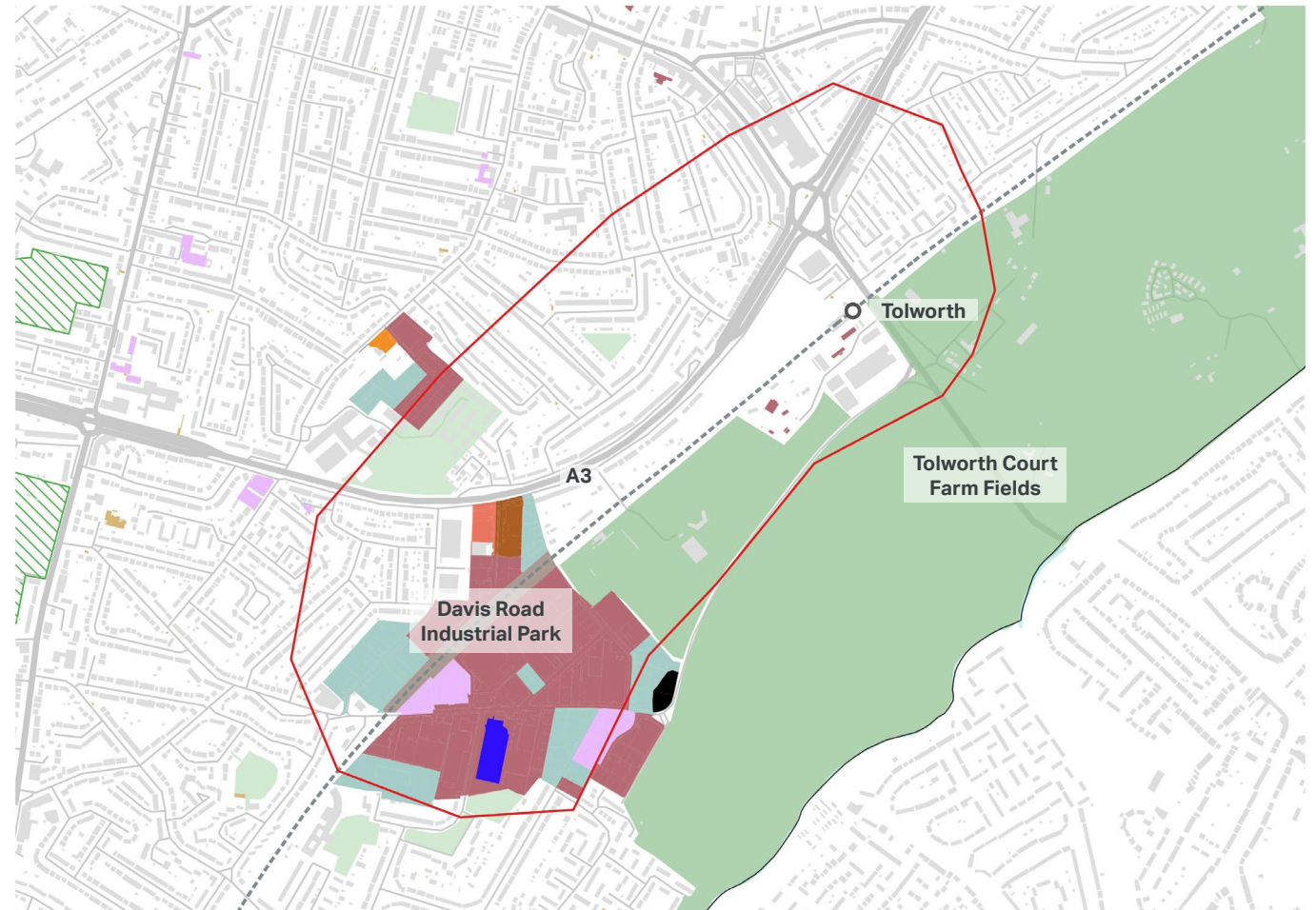
- KEY**
- General Industry
 - Community Services
 - Self storage
 - Utilities
 - Vacant industrial land
 - Warehouse
 - Waste management and recycling
 - Light industry
 - Docks



Source: London Industrial Supply Study

Kingston 2/3

Industrial land: Types of industry



Source: London Industrial Supply Study

Kingston 3/3

Industrial land: Types of industry



Source: London Industrial Supply Study

KEY

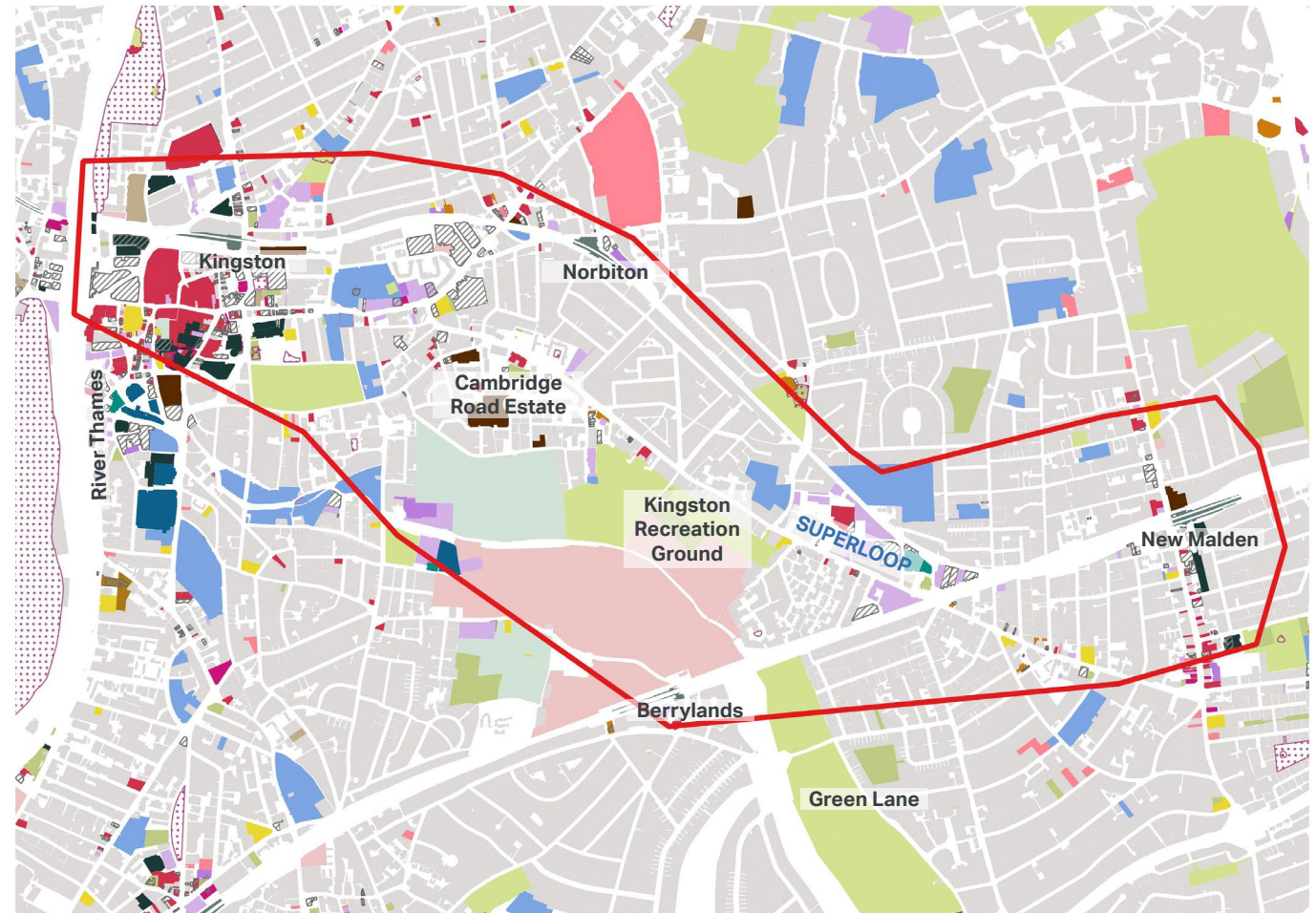
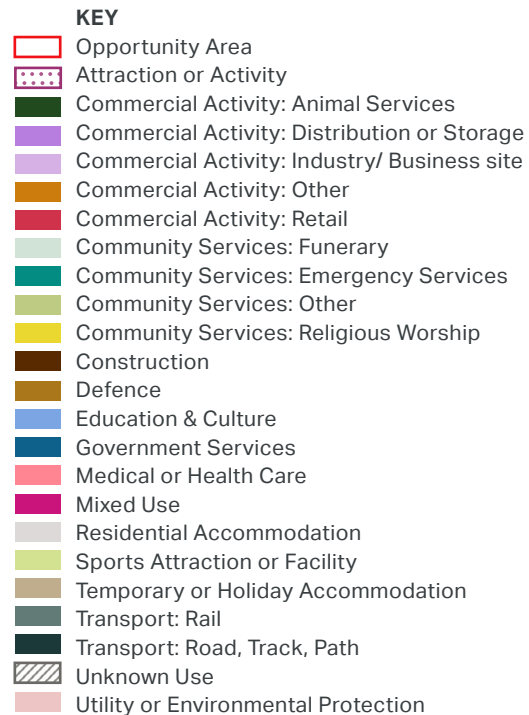
- General Industry
- Community Services
- Self storage
- Utilities
- Vacant industrial land
- Warehouse
- Waste management and recycling
- Light industry
- Data Centre

Kingston 1/3

Land uses



Kingston University

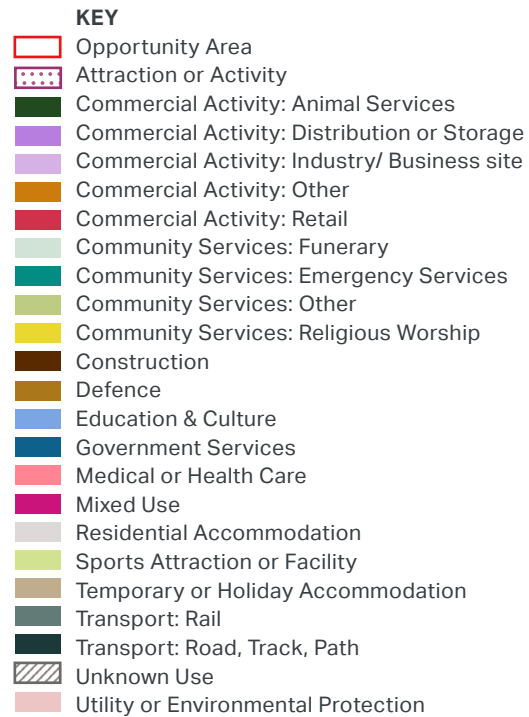


Source: OSNGB, City Intelligence Unit (GLA)



Kingston 2/3

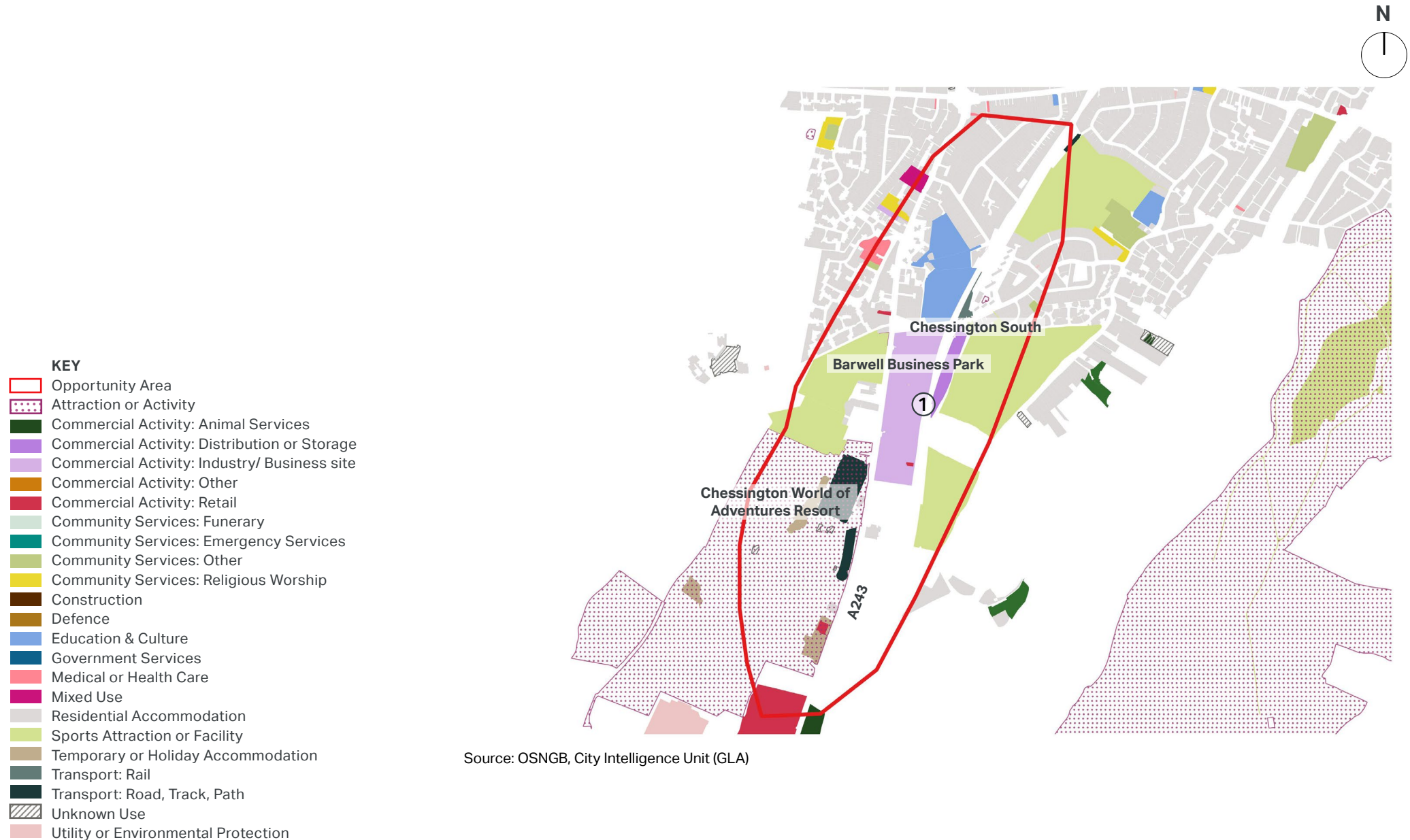
Land uses



Source: OSNGB, City Intelligence Unit (GLA)

Kingston 3/3

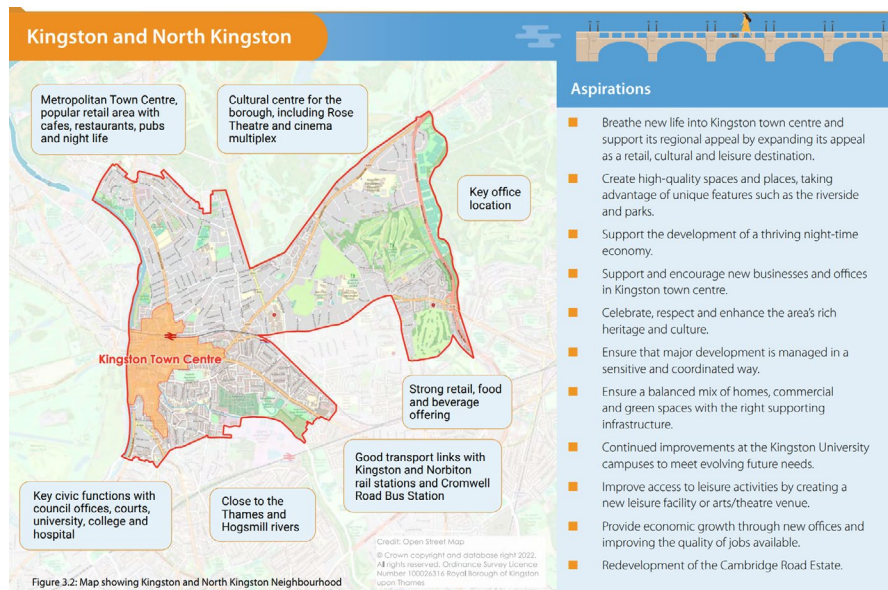
Land uses



Kingston

Place strategies: Emerging Local Plan

- Kingston is in the process of refreshing their Local Plan.
- The consultation on the [First Draft of the Local Plan Consultation \(Regulation 18\)](#) ran between 28 November 2022 and 28 February 2023.
- The emerging Local Plan acknowledges that the longer-term potential for growth in these areas may be dependent on Crossrail 2.
- The funding for Crossrail 2 is now unlikely to come forward in the short to medium-term. **Nonetheless, these areas remain the most sustainable locations for growth** due to their proximity to town centres, infrastructure and public transport connections.



Source: [Draft Regulation 18](#)

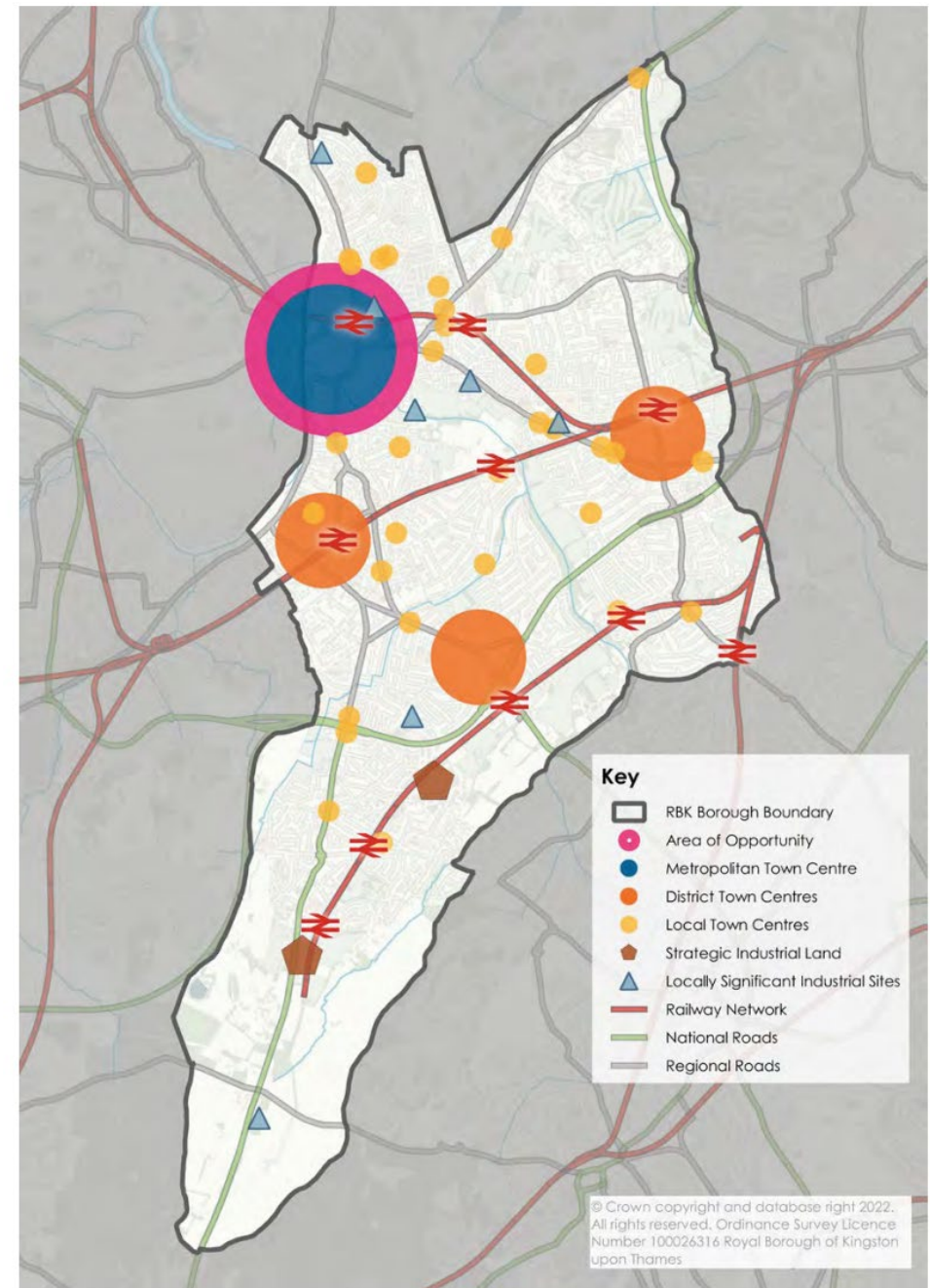


Figure 4.1: Growth Strategy Diagram

Source: [Draft Regulation 18](#)

Kingston

Place strategies: A Vision for Kingston Town Centre (2023)

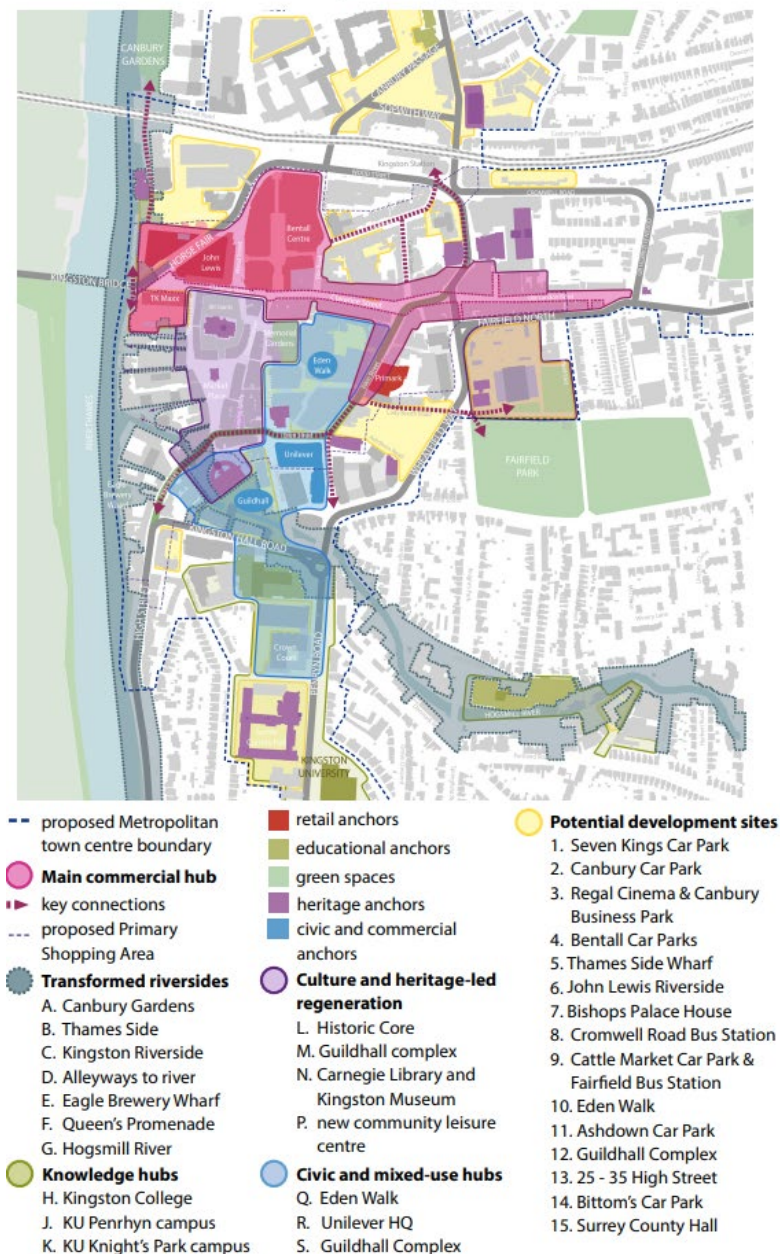
- During 2022 and early 2023 Kingston engaged with many people to shape a vision for the Kingston town centre area.
- The final version of the document was endorsed by Kingston Council's Place Committee on 20 June 2023.
- The vision will support the new Local Plan.
- The vision has three core ambitions.
 - A thriving riverside and cultural destination
 - London's leading metropolitan centre
 - Greener, sustainable and better connected



Source: [Kingston Town Centre Vision](#)

Areas of change

Kingston Town Centre will be transformed in a number of different areas around key development sites.



Kingston

Moving forward

Homes Delivery

- Considering the completions alone the OA has met 10 per cent of its 10-year indicative homes capacity (Note that the 10-year indicative homes capacity for the OA is set at 5,044 homes by 2031).
- The OA has a relatively **high pipeline at 4,000 new homes**. Most homes in the pipeline can be attributed to estate regeneration (Cambridge Road estate; more than 2,000 units) and are **located in Kingston Town Centre**.
- Worth noting that there's a low number of referable schemes in the OA, including Kingsgate Road (Canbury Place Car Park).

Living quality

The OA is the highest ranked London borough for living, working and growth prospects according to the 2023 London Vitality Index, by Lambert Smith Hampton. This draws on a range of factors including 'living', 'health and environment' and 'economy and business'.

OA boundary

- Today's Kingston town centre is one of **London's Metropolitan Centres**, one of London's largest retail centres.

- The OA is nascent with no identified boundary. The draft boundary used in the London Plan identifies three potential areas for growth (Kingston Town Centre and New Malden), Tolworth and Chessington.
- The draft boundary identified in the emerging local plan identifies growth opportunities in the Town Centre, reflecting the pause on Crossrail 2.
- Feedback on the emerging Local Plan suggested that **there is need for the plan to be more explicit** about how it will encourage and deliver the growth potential of the Opportunity Area.
- Potential delivery timescales for Crossrail 2 (a major new line connecting south west London to north east London) are now beyond 2040, and the slow progress in the OA so far, it is questionable whether it still represents a **strategic opportunity for London**.
- Town Centre policies could still support growth, and it can be retained as a 'future OA', with the boundary defined locally.

Proposition

- De-designate OA as potential delivery timescales for Crossrail 2 are now beyond 2040.
- Town Centre policies can support good growth and delivery of homes and jobs.

