Opportunity Area Portrait
Victoria

City of Westminster

Victoria OA

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
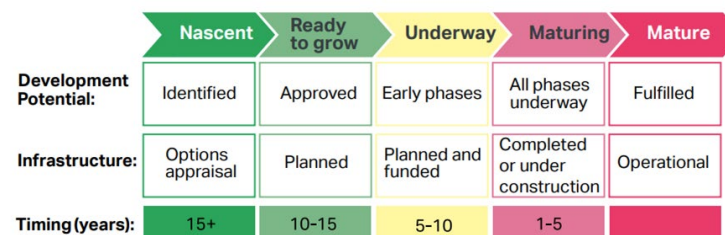
Additional resources

- Growth Corridors: Engagement summaries from Planning for London events (November/ December 2024)

- Opportunity Area monitoring GLA webpage.

Introduction
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Context

Key info

Transport and connectivity

Delivery of homes

SHLAA 2017

City Plan

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.

Victoria
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)

Areas of Regeneration

Areas of regeneration just outside of the OA, southern boundary.

KEY
- Opportunity Area
- Areas of Regeneration

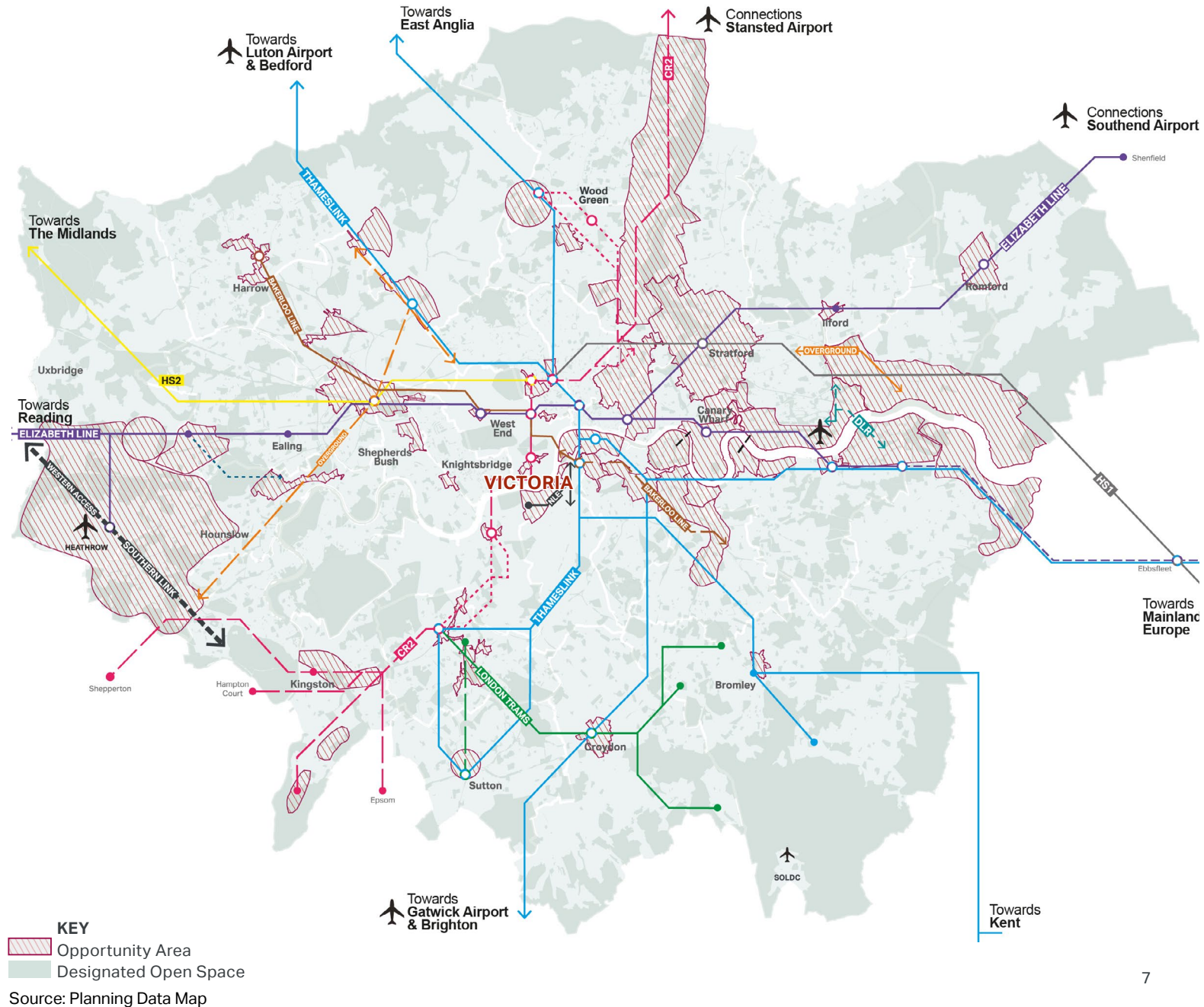Source: Areas of Regeneration as per London Plan 2021
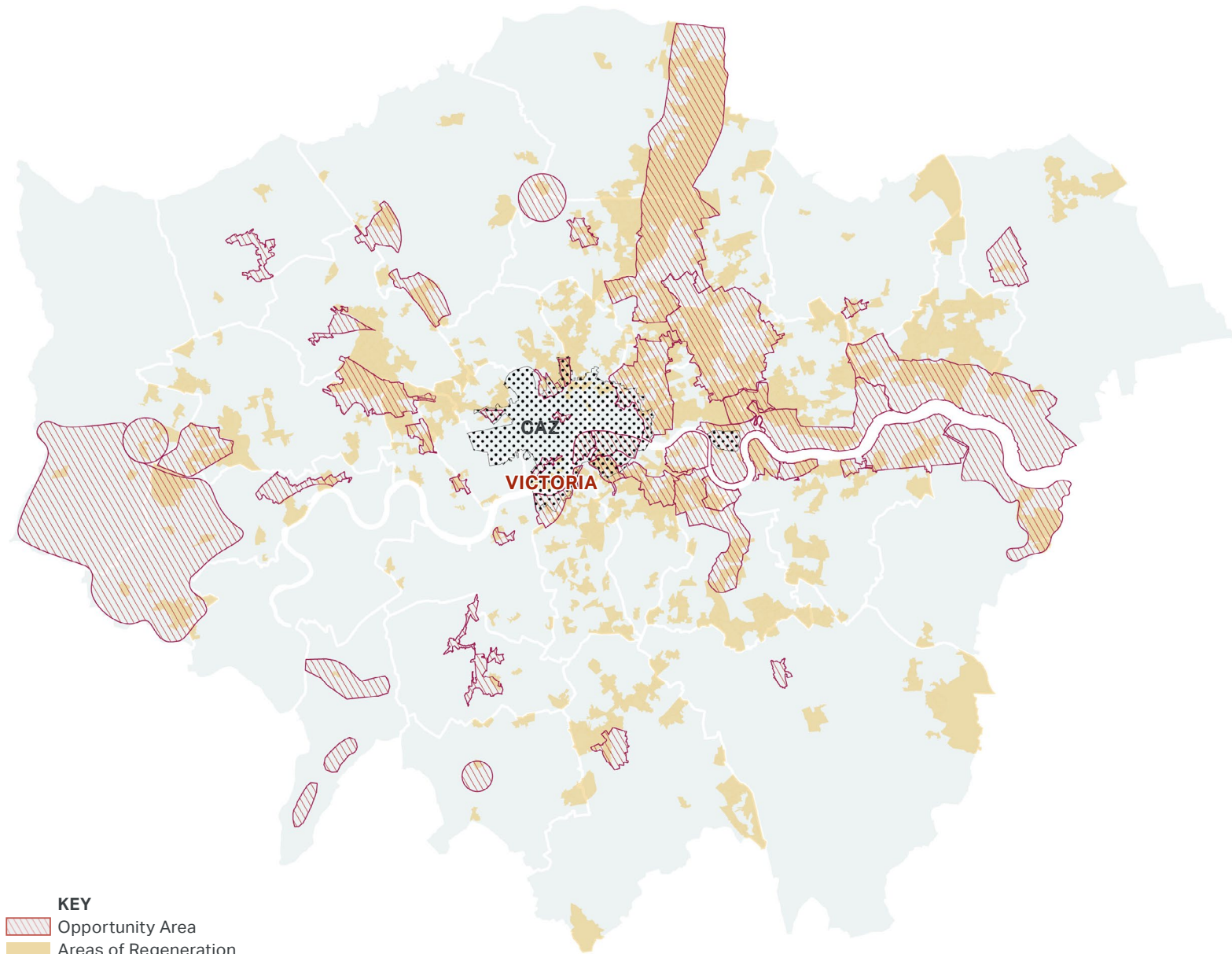
Victoria
Context

Transport and Growth Corridors

- Very well connected OA.
- Crossrail 2:
  - Land has been safeguarded for the construction of Crossrail 2 which is intended to provide a new railway linking national rail services in Surrey and Hertfordshire via an underground tunnel in central London.
  - Work on Crossrail 2 has been paused and is awaiting further consents and funding decisions
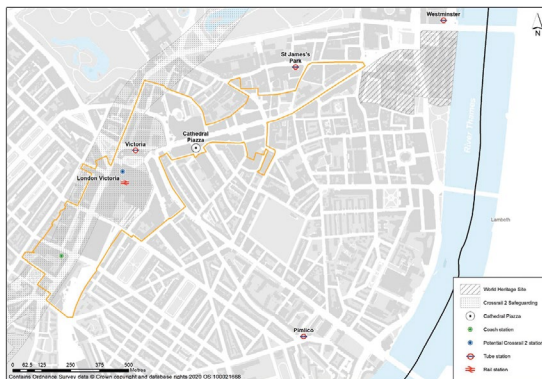
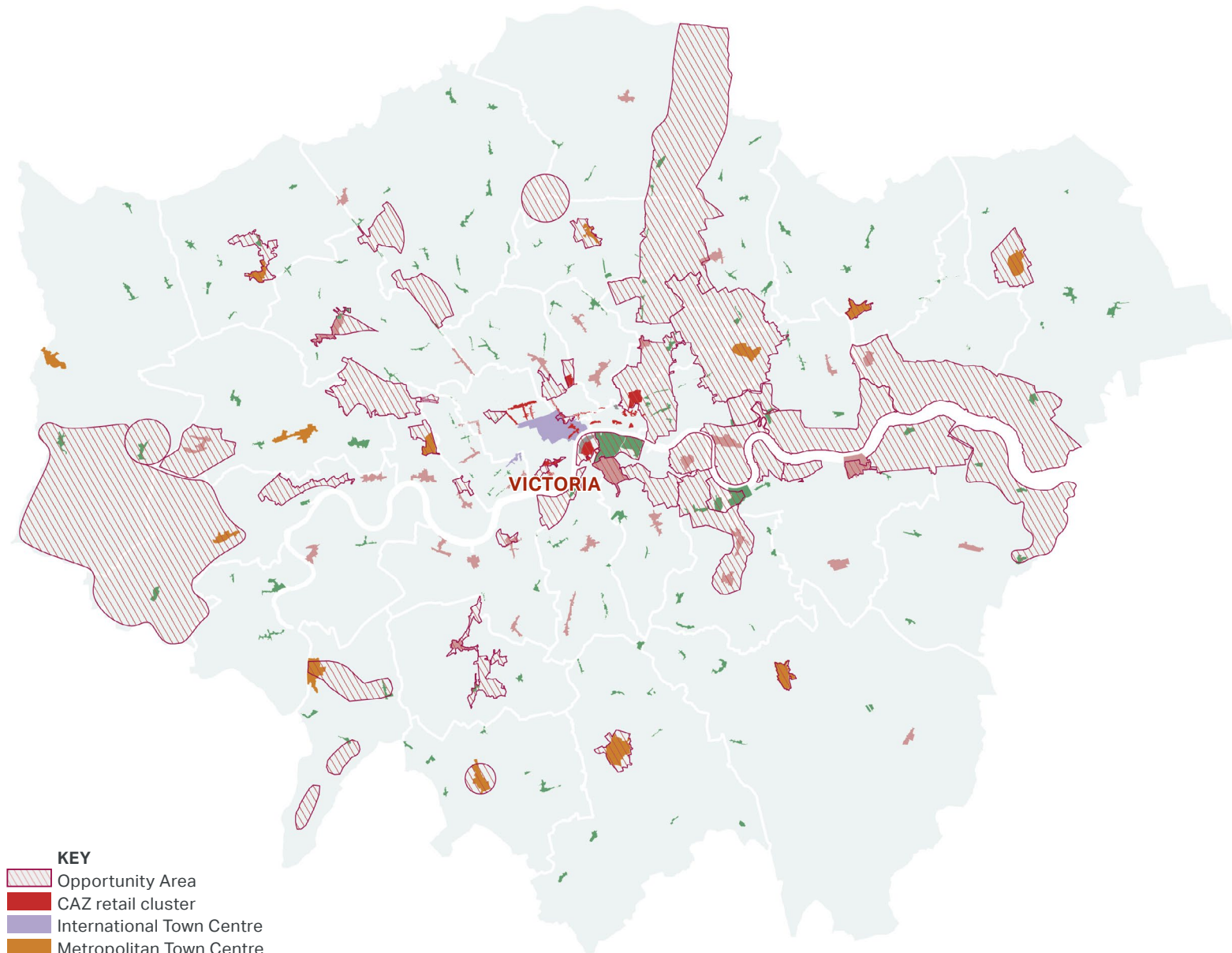Source: City Plan 2021, showing safeguarded land for Crossrail 2

KEY
- ▨ Opportunity Area
- Designated Open Space

Source: Planning Data Map

Victoria
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)

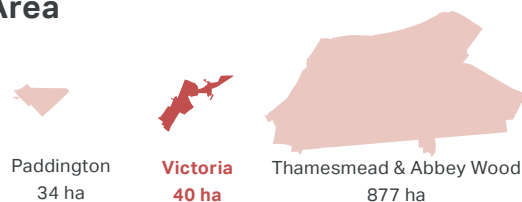Victoria is designated as a CAZ Retail Cluster.

VICTORIA

KEY
- Opportunity Area
- CAZ retail cluster
- International Town Centre
- Metropolitan Town Centre
- Major Town Centre
- District Town Centre

Source: Planning Data Map

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Victoria
Key info

London Plan Designation Year

Borough

City of Westminster

Area

Paddington
34 ha

**Victoria
40 ha**

Thamesmead & Abbey Wood
877 ha

OA specific plans

N/A

Local Plan status

City Plan adopted in 2021 (including Policy 4 for the VOA). The council is undertaking a Partial Review of the City Pla, but Policy 4 is not in scope.
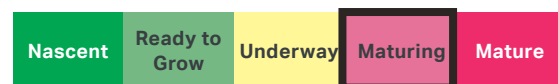
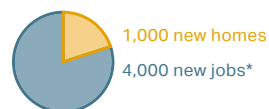**Growth Corridor**

Central London Growth Corridor

Housing Delivery Test 2023

None

OA status (London Plan 2021)

| Nascent | Ready to Grow | Underway | **Maturing** | Mature |

London Plan 2021 capacities by 2041

1,000 new homes
4,000 new jobs*

N

Buckingham Palace Garden

St. James Park

Orchard Place

Nova Victoria

Eaton Square Garden

Victoria Station

Coach Station

Pimlico

Note: One of the old OAs, as it was designated in 2004 as an area of intensification with 200 new homes and 2,000 new jobs by 2016. Similar to other CAZ OA, historically, the number of jobs anticipated has been higher than the number of homes.

Source: Google Earth

*Note that the LESD (2021) decreased the capacity to 0 new jobs by 2041.

KEY

Opportunity Area

Victoria
Transport and connectivity

- Part of the Central London Growth Corridor.

- Network Rail is currently working in partnership with Westminster Council, Victoria BID, the GLA, TfL, landowners and the local community to develop a new **concept masterplan for the area around and behind Victoria Station**.

- **Enhancement to the public transport interchange** and improvements to accessibility and capacity of the station, **as well as public realm improvements** are/ have been key to growth and placemaking.
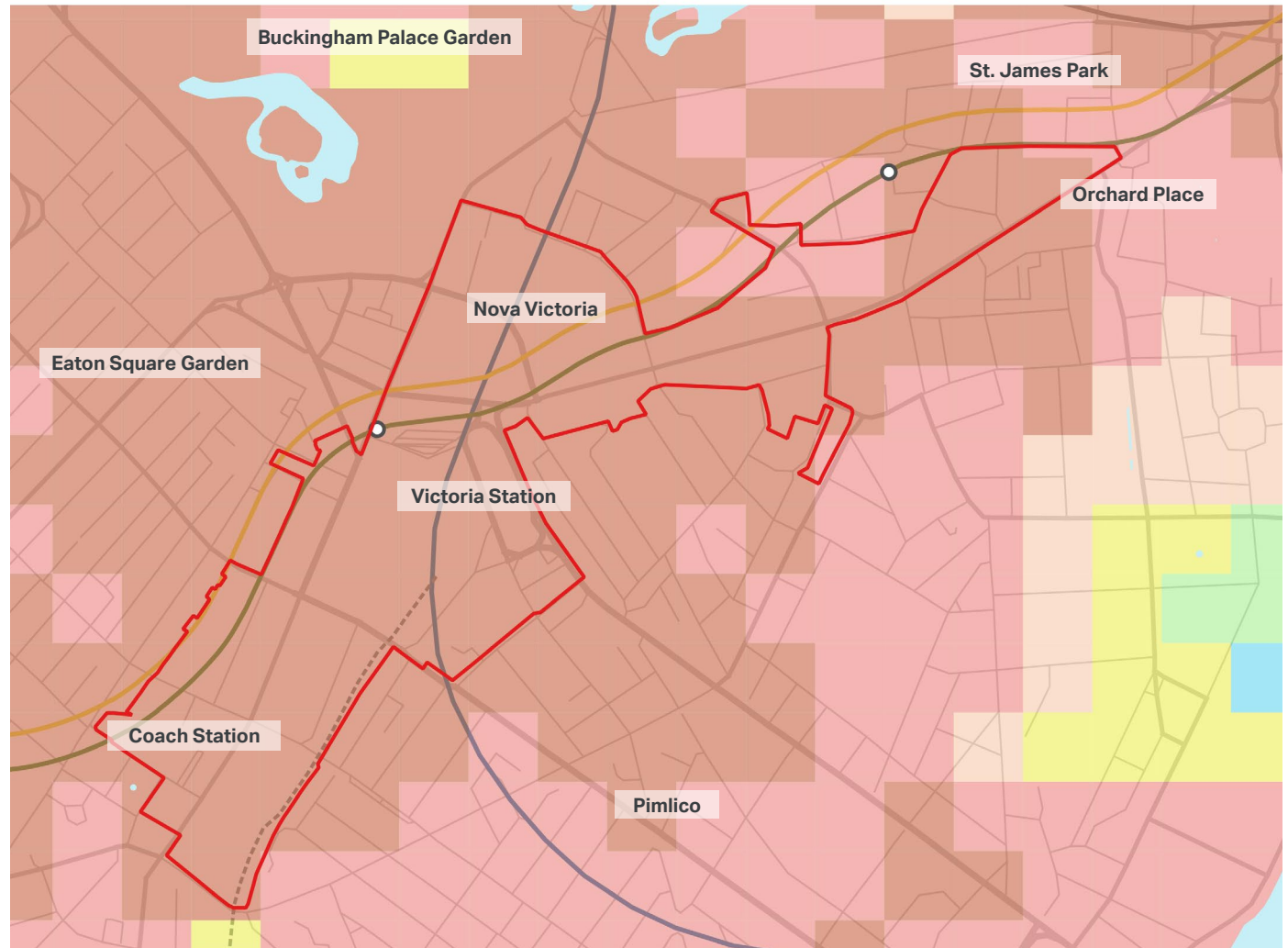
Victoria Station. Source: Victoria Draft Neighbourhood Plan

KEY

▭ Opportunity Area	— Circle
▮ Metropolitan Open Land	— Victoria
▮ Other Open Space	---- National Rail
⭕ Station	
— District	

Buckingham Palace Garden

St. James Park

Orchard Place

Nova Victoria

Eaton Square Garden

Victoria Station

Coach Station

Pimlico

Victoria
Transport and connectivity: PTAL (2031)

Buckingham Palace Garden

St. James Park

Orchard Place

Nova Victoria

Eaton Square Garden

Victoria Station

Coach Station

Pimlico

Source: Transport For London

KEY

0 (worst)		2		4		6a
1a		3		5		6b (best)
1b						
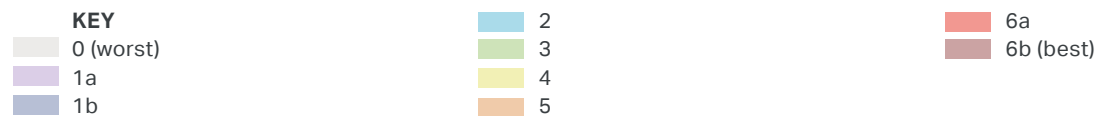
Victoria
Transport and connectivity: The Future Victoria Masterplan

- In 2018, Network Rail (NR) and Transport for London (TfL) agreed to work in partnership to redevelop Victoria Station into the International Gateway it deserves to be. The aspirations were to increase capacity, improve passenger experience and journey times.

- The Future Victoria Masterplan was completed by Allies & Morrison in 2021developed an early concept level masterplan.

- TfL and NR then jointly commissioned Jacobs to work on a feasibility study, completed in 2022.

- In 2023, a study on development option was commissioned under Places for London and Network Rail Collaboration Agreement.

Source; Transport for London

Victoria
Transport and connectivity: Current work

- Redevelopment of Victoria Station and its environment is being explored further through the masterplanning work being undertaken (Future Victoria) in partnership between Westminster City Council (WCC), Network Rail (NR) and Places for London.

- The pedestrianisation of Terminus Place is an aspiration for all stakeholders.
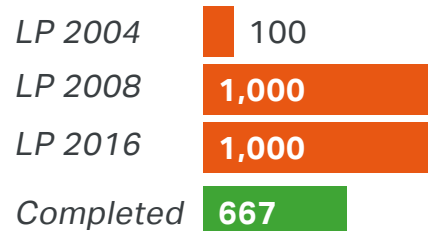

Source; Transport for London

Victoria
## Delivery of homes

Delivery pre-2019
Completions against capacity

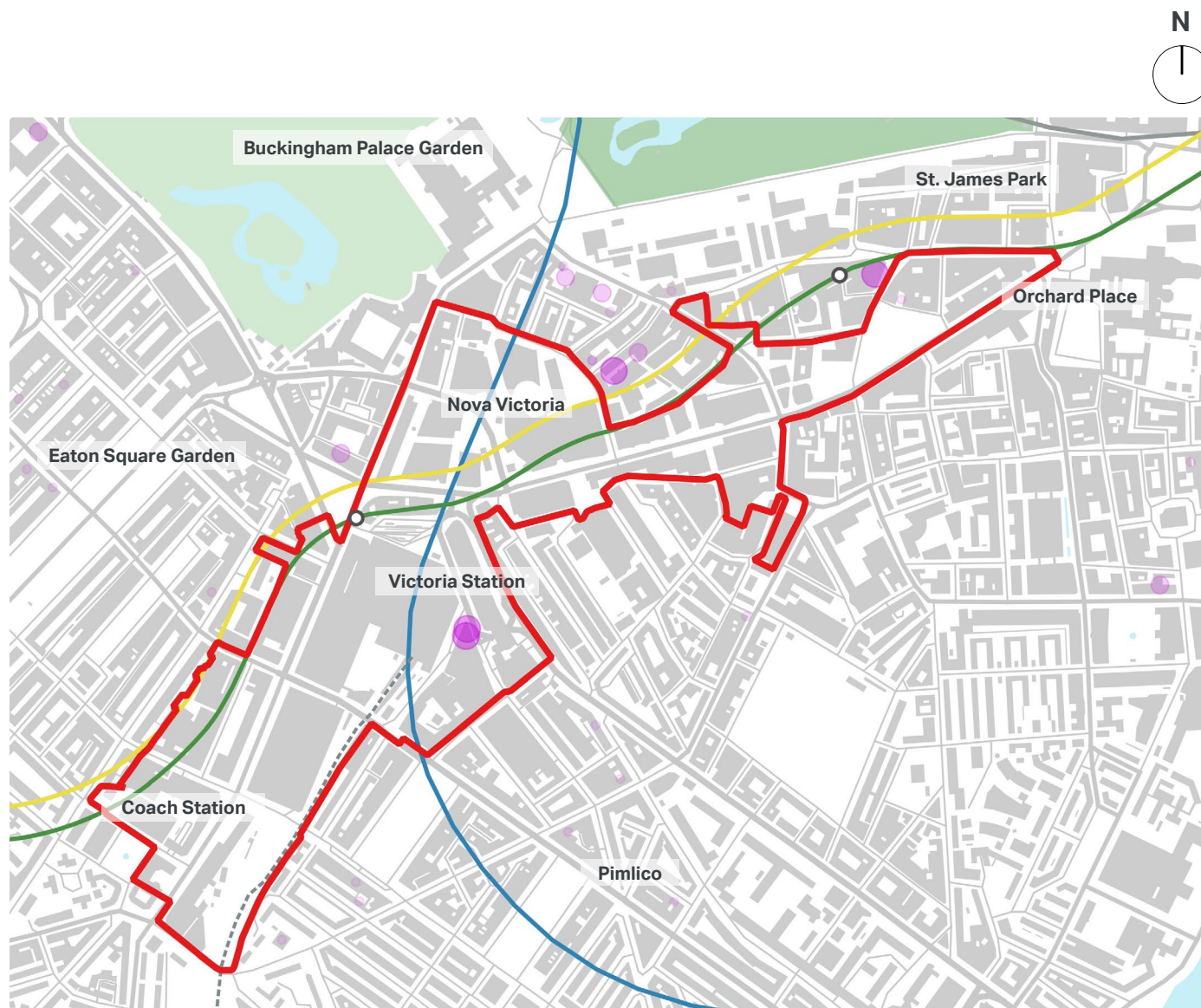|	
LP 2004	100
LP 2008	**1,000**
LP 2016	**1,000**
Completed	**667**

The OA exceeded its original capacity at designation, and delivered 2/3 of its LP 2008, LP 2016 capacity. Pre- 2019, the OA was delivering at an average of 45 homes per year.

Delivery post - 2019 (London Plan 2021)
Progress against 22yr, 10 yr capacity

22 yr	**1,000**
10 yr	291
Completed	268
Pipeline	**460**
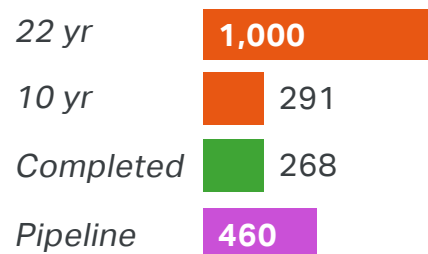
OA already delivered its 10 year indicative homes figure. The LP 2021 indicative capacity would mean an average of 46 homes per year. The OA is delivering 67 homes per year. The 2022/ 2023 WCC AMR mentions that 113 units are under construction.

Buckingham Palace Garden

St. James Park

Orchard Place

Nova Victoria

Eaton Square Garden

Victoria Station

Coach Station

Pimlico

N

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
Notes: The 'pipeline' consists of any residential units that are live at the end of the financial year (2023/2024).

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Victoria
SHLAA 2017: Approvals and Allocations

- SHLAA 2017 identified three sites (Approvals) within the OA.

- Most sites have been completed.

① **Nova Victoria**: 170 homes, Status: Completed/ Nova consists of three buildings – two office blocks, Nova North and Nova South, and residential spaces within The Nova Building – as well as a food and leisure quarter.

② **Orchard Place:** 258 homes. Status: Completed. Two workplaces of 63,000 and 52,000 sq ft, a 20,025 sq. ft. retail hub.
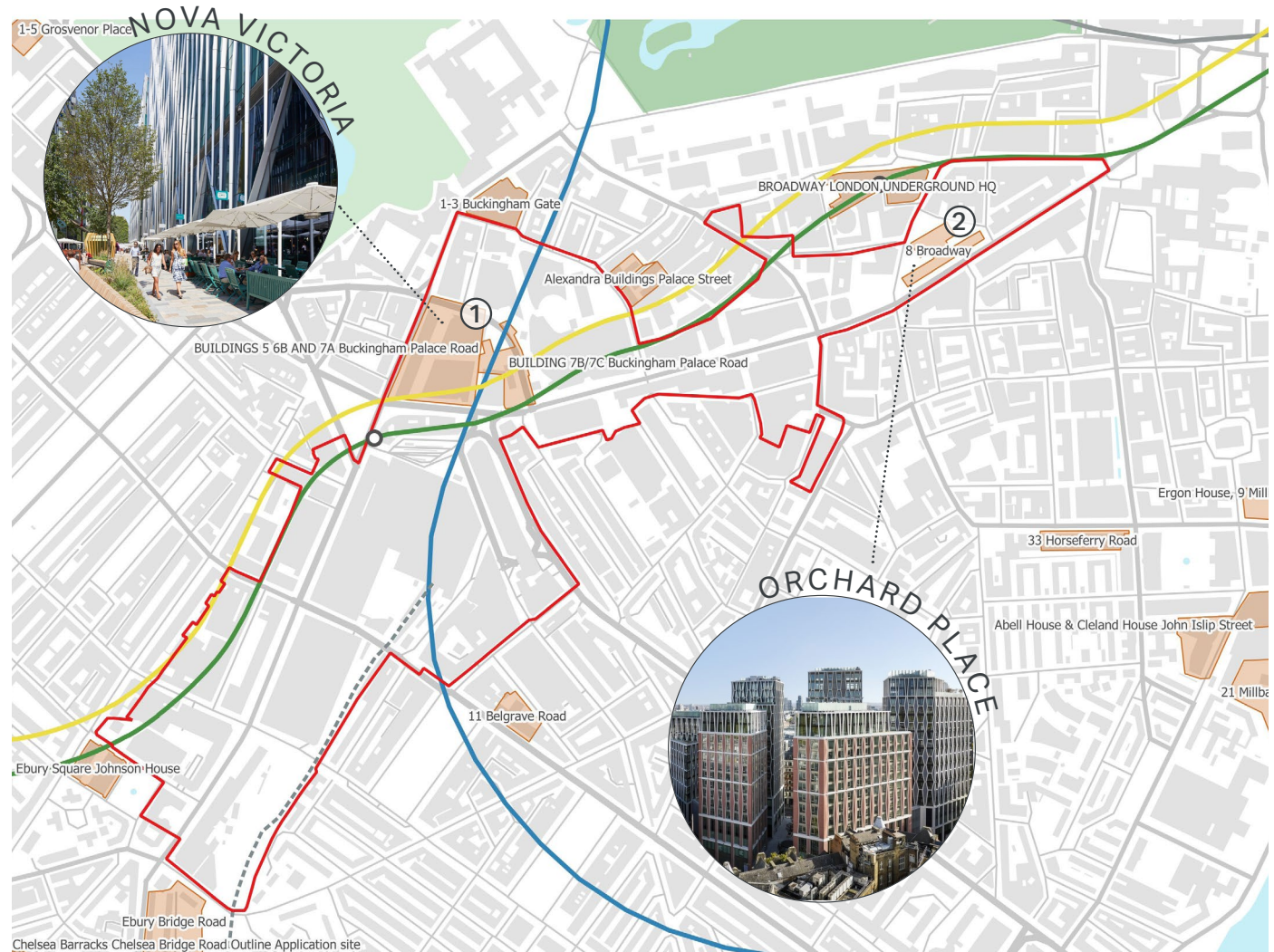
Victoria
City Plan (2021)

- The current City Plan was adopted in April 2021.

- City of Westminster launched a partial review of the City Plan 2021. The Partial Review introduces five new policies and updates the affordable housing one.

- The OA is not in scope - the most recently adopted policy for Victoria OA is Policy 4 in the adopted City Plan (2021). According to this policy, key spatial priorities for Victoria OA include:

  - The achievement of the London Plan indicative capacities for homes and jobs.

  - Additional and enhanced social and community facilities.

  - Improved integration between public transport modes.

  - Inclusive and high-quality public realm

  - Enhanced sustainable travel modes through improvements to the public realm, legibility and permeability, particularly for pedestrians and cyclists.

  - Support for the relocation of Victoria Coach Station.

  - The safeguarding of sites for Crossrail 2.

Source: Regulation 19 City Plan
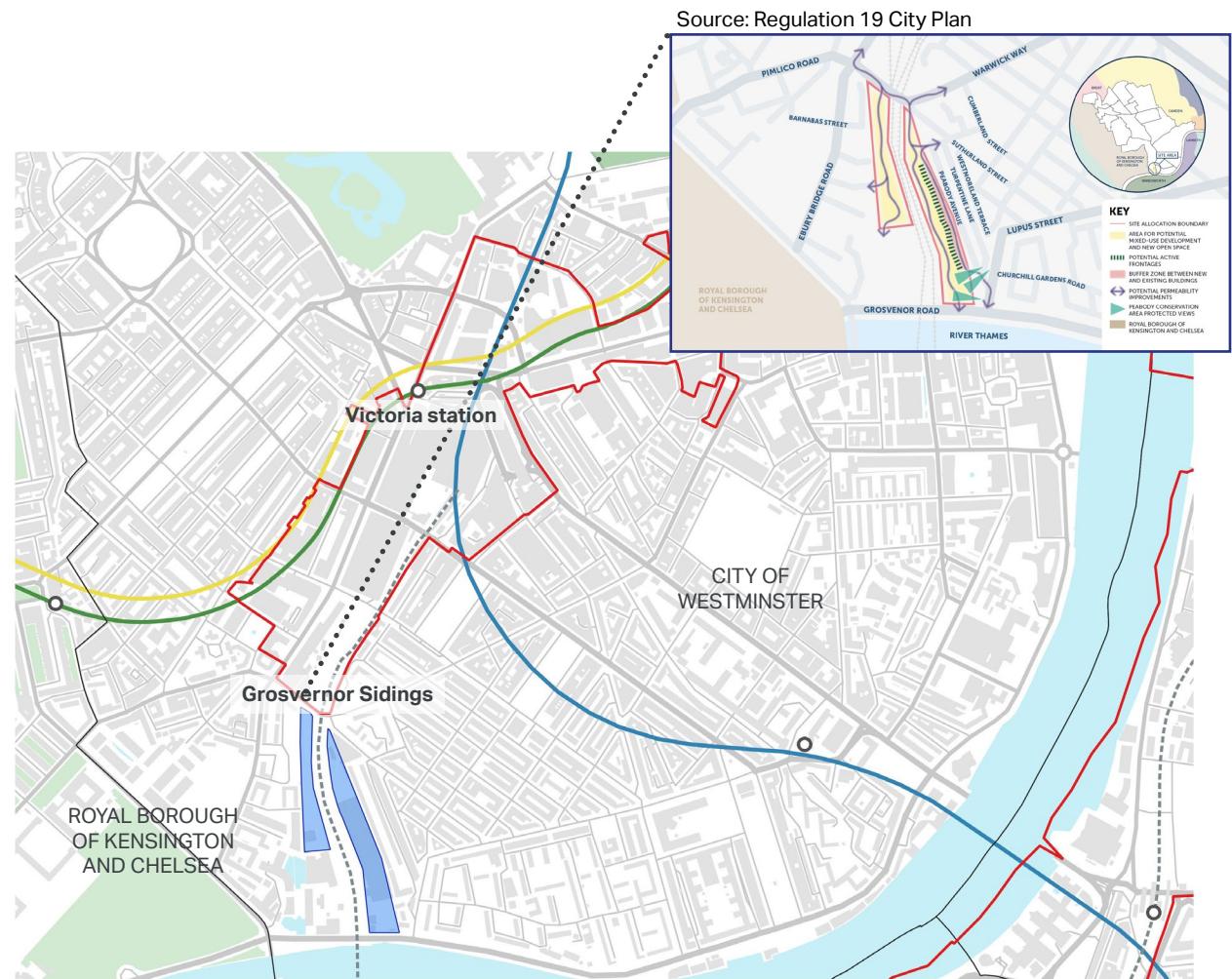
- The City Plan does not allocate strategic sites for redevelopment in the OA, but acknowledges the potential to accommodate higher residential and office density, with parts of the OA that fall between conservation areas, providing greater scope for change.

- The City Plan Partial Review is proposing to allocate Grosvenor Sidings for mixed-use (shown in blue on the diagram above).
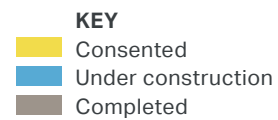
Victoria
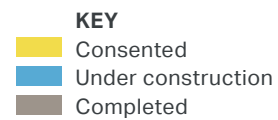## Development activity 2021

Source: vu.city

KEY
- ■ Consented
- ■ Under construction
- ■ Completed
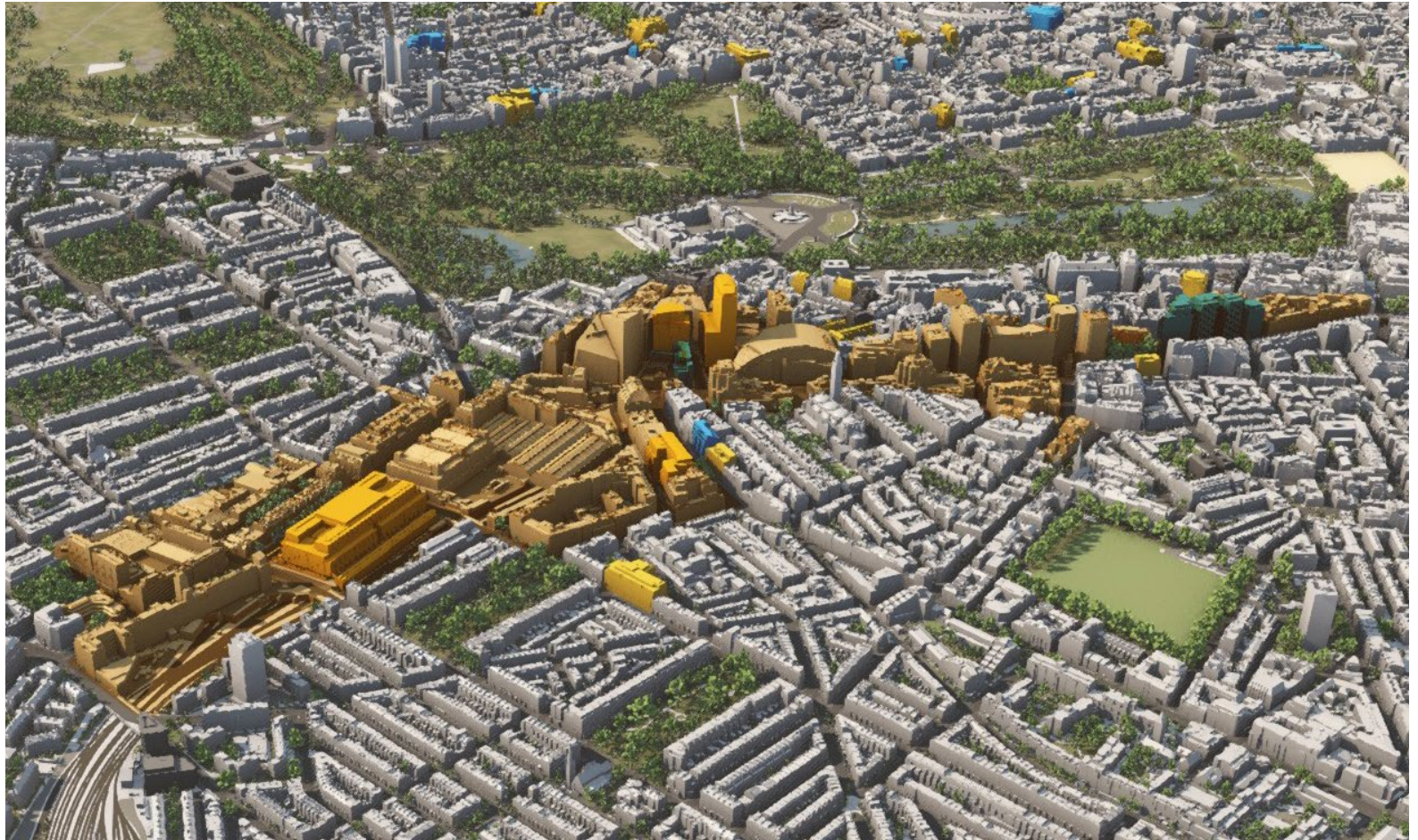
Victoria
Development activity 2024

Source: vu.city

KEY
- Consented
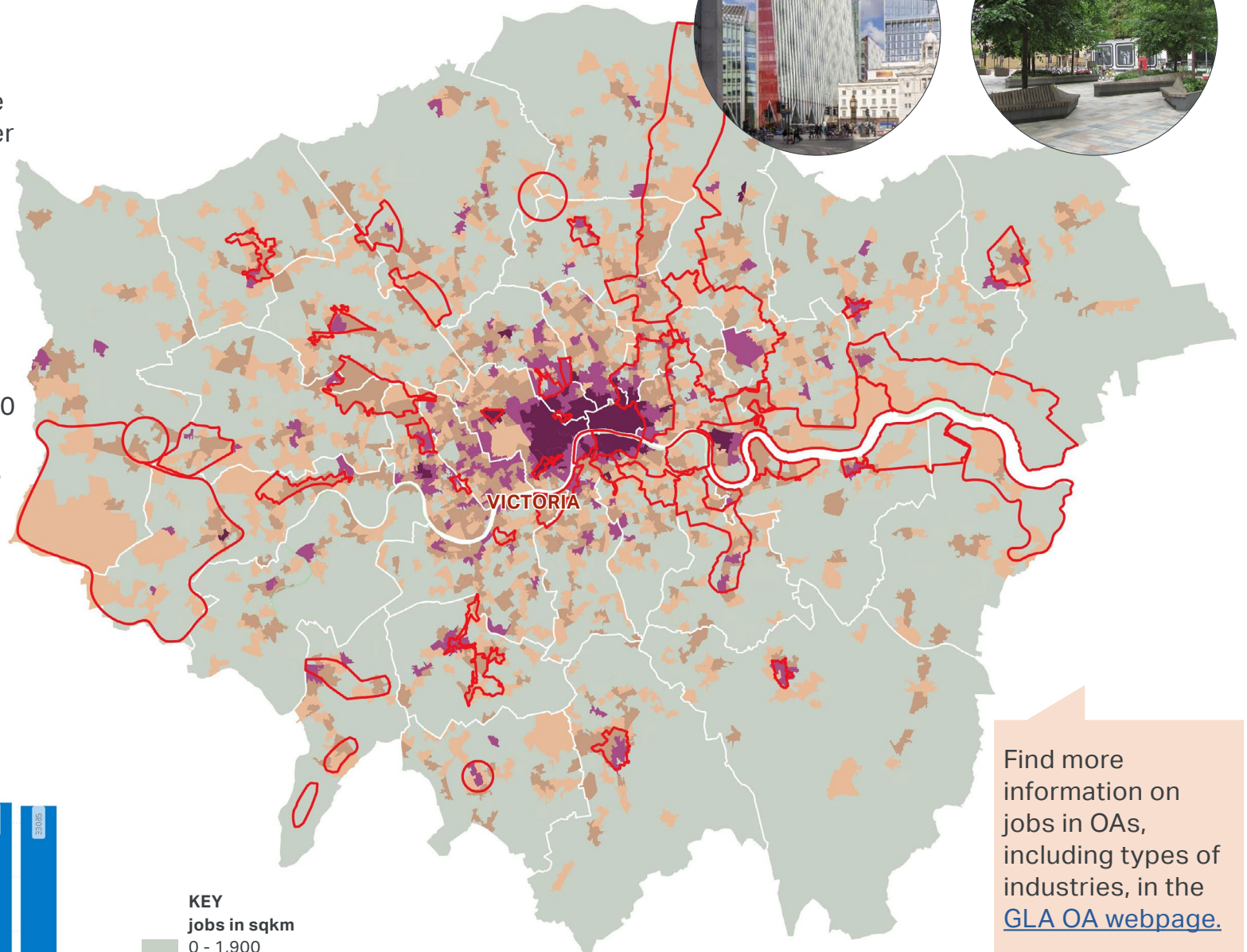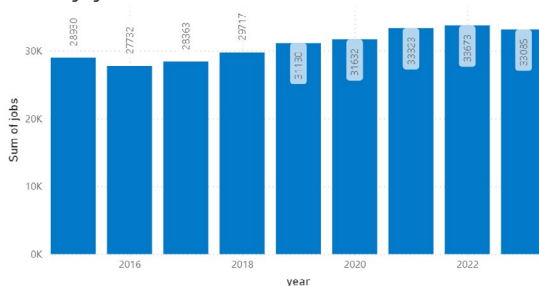- Under construction
- Completed

Victoria
Jobs

- Nomis data for 2023, indicate that the OA accounts for 5 per of jobs in Westminster.

- According to Westminster's Annual Monitoring Report (2023) there is a net loss of approx. 21,800 net sqm of office floorspace, this will result in a loss of approximately space for 2,000 jobs from schemes that are currently under construction.

- However, 30,935 net sqm of office floorspace has been granted planning permission which could lead to an estimated net increase of approximately 2,840 jobs.

VICTORIA

Find more information on jobs in OAs, including types of industries, in the GLA OA webpage.

Jobs by year in the OA

Sum of jobs: 28930, 27732, 28363, 29717, 31130, 31632, 33323, 33673, 33035

year: 2016, 2018, 2020, 2022

KEY
jobs in sqkm

	0 - 1,900
	1,900 - 4,000
	4,000 - 13,000
	13,000 - 60,000
	above 60,000

Source: Census, Business Register
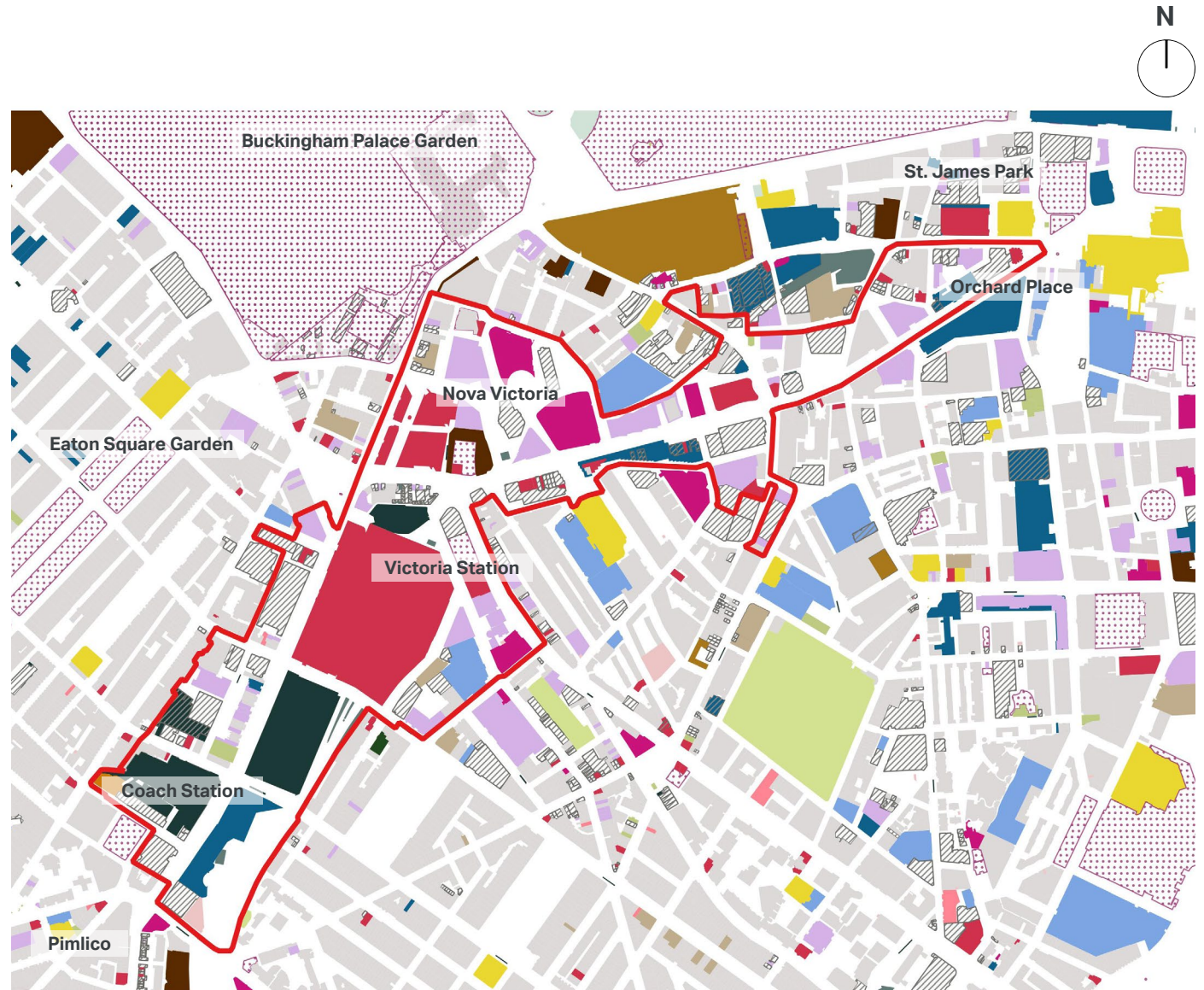
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Victoria
Town Centres and High Streets

N

- Victoria is designated as a CAZ Retail Cluster in Westminster's City Plan.

- BID was established in 2010.

- London Heritage Quarter bringing together Victoria BID, Victoria Westminster BID, Whitehall BID and The Northbank.

- Whilst Victoria is a predominantly commercial/ office area, there are quite a few primarily residential areas, and several schools with pupils across all age groups. There is an opportunity for the OA to consider buildings, streets and public realm can invite people of all ages, including young people.

Whitehall BID

Buckingham Palace Garden

St. James Park

Orchard Place

Nova Victoria

Eaton Square Garden

Victoria Westminster BID

Victoria Station

Victoria BID

Central Activities Zone

Coach Station

Pimlico

KEY
- Central Activities Zone(CAZ) retail cluster
- High street
- Business Improvement District
- Local centres

Victoria
Land uses

N

KEY
- Opportunity Area
- Attraction or Activity
- Commercial Activity: Animal Services
- Commercial Activity: Industry/ Business site
- Commercial Activity: Other
- Commercial Activity: Retail
- Community Services: Funerary
- Community Services: Other
- Community Services: Religious Worship
- Construction
- Defence
- Education & Culture
- Government Services
- Medical or Health Care
- Mixed Use
- Residential Accommodation
- Sports Attraction or Facility
- Temporary or Holiday Accommodation
- Transport: Rail
- Transport: Road, Track or Path
- Transport: Water
- Unknown Use
- Utility or Environmental Protection

Buckingham Palace Garden

St. James Park

Orchard Place

Nova Victoria

Eaton Square Garden

Victoria Station

Coach Station

Pimlico

Source: OSNGB, City Intelligence Unit (GLA)

Victoria
[Place strategies: Draft Neighbourhood Plan](#)

- Consultation (under Regulation 14) ended in October 2024.
- The Draft Neighbourhood Plan sets the following spatial priorities:
  - Victoria Street is 'Westminster's High Street'; an attractive walking route lined with a range of commercial, retail and cultural uses.
  - Supporting commercial growth, leisure, entertainment and cultural uses within the Victoria Opportunity area, respecting immediate context and character.
  - A wider network of multi-functional green infrastructure that spans at ground level and across rooftops.
  - An improved experience of arrival at Victoria Station with a grand public space.

Map showing potential locations for introducing new green infrastructure within the Plan area. Source: draft Victoria Neighbourhood Plan

Victoria
Moving forward

- The OA has exceeded its homes capacity.

- Between 2019 and 2022 2,543 jobs were created in the OA. This is 850 jobs per year, which is significantly higher than the expected annual average as per London Plan 2021.

- Significant development has been delivered to date or is in progress, with the strategic development (intensification) opportunity being Victoria Station (and other transport related sites). This is the key remaining opportunity in the OA.

- There is still work to be done on transport improvements, public realm, station integration, but the OA can be characterised as a 'mature' one.

- Wayfinding and local connections remain a priority for the OA.

Proposition

- OA to be moved from 'Maturing' to 'Mature'.
- Key remaining opportunity: Victoria Station and other smaller transport - related sites.
- Opportunities for improved public realm, active frontages strategy and wayfinding/ permeability.
- Potential to accommodate higher residential and office density, with parts of the OA that fall between conservation areas, providing greater scope for change.