

local development framework

corestrategy

Planning for the future



LOCAL DEVELOPMENT FRAMEWORK

ROYAL BOROUGH OF KINGSTON UPON THAMES

Issues and Options

Consultation document | March 2009



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1 Purpose of the document

The Council is preparing a series of planning documents, known as the Local Development Framework (LDF) to guide development and change in the borough over the next 20 years. The LDF will replace the existing Unitary Development Plan. The Core Strategy is a very important part of the LDF because it will shape future development and improvement and set the overall planning framework for the borough for everything to follow.

The Council has already prepared an Area Action Plan for Kingston Town Centre (K+20), which sets out how the town centre will be developed and improved over the period to 2020 and a 'Statement of Community Involvement', which sets out how it will involve the local community and stakeholders in preparing the LDF.

It is important that everyone has the opportunity to make their views known on key issues facing the borough and alternative ways (options) of dealing with them.

We would like your views about the Issues and Options set out in this document. The accompanying questionnaire will help you to respond.

Whilst still dealing with the use of land, meaning where new homes and jobs should go and how people should move around, the LDF has a wider remit covering spatial planning, which means how the area functions, how it looks and feels and how different parts of the borough should develop or change in response to key issues such as the need to:

- Deliver more homes to meet housing needs and infrastructure to support a growing population
- Promote a thriving local economy with successful town and district centres and provide sufficient employment land to

meet business needs and provide jobs

- Protect and enhance valued environments, including heritage sites, open spaces and nature reserves and the borough's attractive character
- Mitigate and adapt to climate change, increased risk of flooding and air pollution
- Create places that promote and enable healthy lifestyles
- Achieve sustainable development and reduce reliance on the car

The Core Strategy (CS) needs to balance environmental issues with economic and social needs for development and ensure that development is sustainable and does not cause irreversible harm to important resources and features. It will set a clear vision, closely aligned with the Kingston Community Plan 2008, as to how the borough should look and function and how development needs will be met up to 2025. It will include spatial objectives; strategic policies; identify the amount of development being planned for, where it will be located and details of how it will be achieved and implemented. It will also provide policies for some key sites and some general policies to manage development covering: environmental sustainability and climate change; design; environmental protection and planning obligations.

Partnership working with other agencies that operate in the borough is a key element, for example on infrastructure provision. The CS needs to show how the strategies for various sectors of activity such as housing, employment, transport, retail, education, health, culture, recreation, waste and climate change (derived from national and regional policy and from strategies prepared by the Council and its partners within the Kingston Strategic Partnership) interrelate and how they are likely to shape and affect different parts of the borough.

Consultation on Issues in 2007 drew 1500 responses from the local community via a postal/on-line questionnaire, plus responses from key stakeholders and service providers. A report on the responses is available from the Council and through the website **www.kingston.gov.uk/corestrategy**. The responses have informed work on key issues for the CS to address and the different approaches or options available to tackle them. We would like your views on these issues, choices between alternatives and whether there are other issues or alternative 'Options' that should be put forward. Your responses will inform the preparation and content of the Preferred Strategy and influence where development should occur and how the borough's character should be retained and enhanced. There will be a further chance to be involved as the Preferred Strategy emerges later this year (Autumn 2009).

There will also be an opportunity to make formal representations on the draft Core Strategy in 2010, prior to its submission to the Secretary of State and an Examination in Public by an independent Inspector in 2011. However, it is important that you tell us what you think now, early in the process, because the closer we get to the final Core Strategy, the less scope there is to influence and change its content.

2 Key influences

This section sets out the key influences that shape the preparation and direction of the Core Strategy at national, regional and local level.

The following factors shape the preparation and direction of the Core Strategy:

- national and London planning policy
- the local context: characteristics, local issues and opportunities
- future trends and challenges such as population growth and change
- existing plans and strategies at the local level, including the Kingston Community Plan (Kingston Strategic Partnership), Council plans and strategies and the strategies of partner organisations (e.g. the Primary Care Trust)
- the findings of specialist studies undertaken to provide a robust and credible evidence base for the CS (e.g. Strategic Flood Risk Assessments)
- stakeholder and community engagement
- Sustainability Appraisal of the likely social, economic and environmental effects of the alternative 'options'
- the need for an effective strategy that is realistic, deliverable, flexible and capable of being monitored.

National and Regional Policy

The CS must follow national planning policy, as set out in the Planning Policy Statements (PPSs) and Planning Policy Guidance Notes (PPGs) prepared by the government (www.communities.gov.uk). The CS should also follow regional policy as set out in the Spatial Development Strategy for Greater London (The London Plan) produced by the Mayor of London.

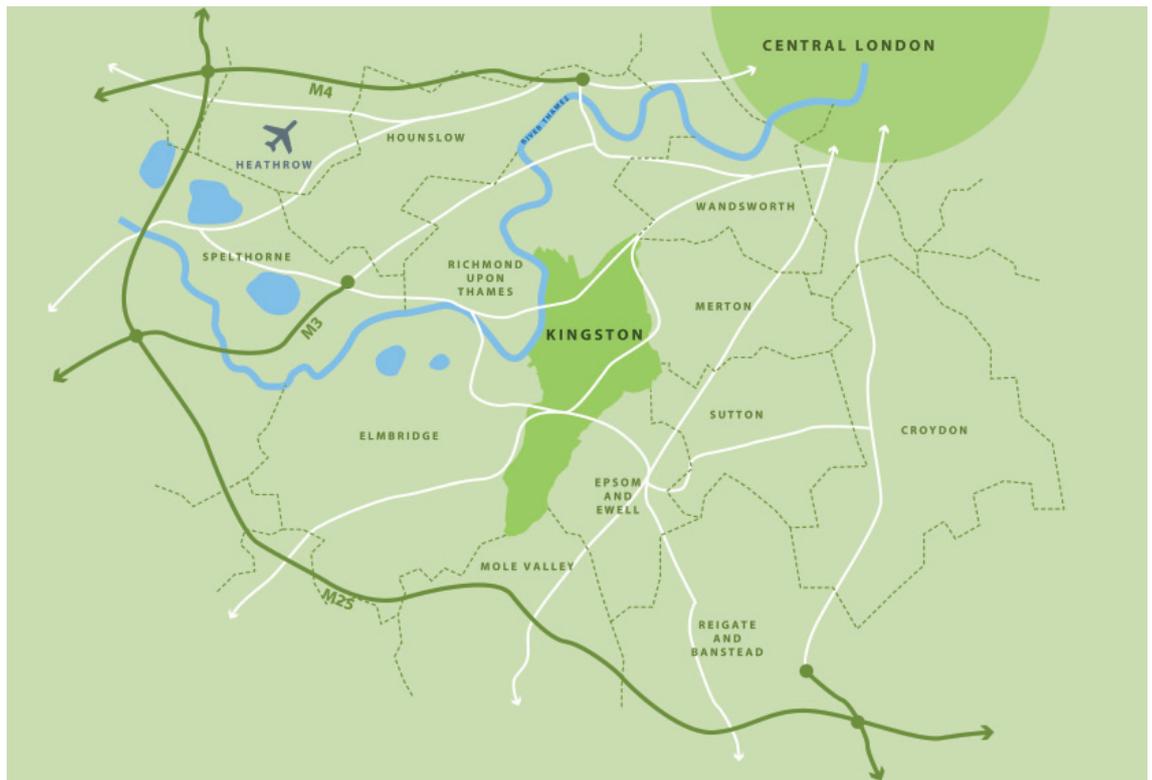
The revised London Plan (2008) forms part of the Statutory Development Plan

for the borough (www.london.gov.uk/thelondonplan). Its key objectives are to:

- Accommodate London's growth within its boundaries without encroaching on open spaces
- Make London a healthier and better city for people to live in
- Make London a prosperous city with strong and diverse long term economic growth
- Promote social inclusion and tackle deprivation and discrimination
- Improve London's accessibility
- Make London an exemplary city in mitigating and adapting to climate change and a more attractive, well designed and green city

The following aspects of the London Plan are relevant to Kingston:

- Kingston town centre is a metropolitan centre (one of 11 across London)
- New Malden, Surbiton and Tolworth are District Centres
- A housing target of 3850 new homes to be provided in the borough 2007- 2017 (385 per annum). Annual target to be extended post 2017 until new target set
- The density of new development should be related to public transport accessibility and broad categories of character (suburban, urban, central)
- The designation of Chessington Industrial Estate and Barwell Business Park as strategic industrial locations (SILs)
- The Green Belt to the south and Metropolitan Open Land along the Hogsmill Valley and in the north of the



borough form part of London's strategic open space network

- The Thames Policy Area runs along the north west boundary

The South London Sub-Regional Development Framework (SRDF)

The SRDF was approved by the Mayor in 2006 to guide London Plan policies. It refers to South London's high quality, attractive environment with many major open spaces and Green Belt, its generally good housing conditions and strong network of town centres. However there are pockets of deprivation and decline, and parts of the economy face significant challenges in the future.

Local Context

The Borough plays an important sub-regional role providing: shopping; evening entertainment; Crown, County and Magistrates Courts; Kingston University and Kingston College; business and public services in Kingston town centre; Kingston Hospital; Chessington World of Adventures

(a significant visitor attraction in Summer) and the Hogsmill Sewage Treatment Works.

The mix of attractive residential areas, large areas of green space, high quality retail, cultural and education facilities, proximity to the Thames riverside and accessibility to central London and the Surrey countryside make the borough a popular place to live, work and study.

The Borough is split into four Neighbourhoods: Kingston Town, Maldens and Coombe, Surbiton and South of the Borough, each having distinct 'places' with their own character, identity and sense of belonging: Kingston, Norbiton, Coombe and Kingston Hill, Kingston Vale, Surbiton, Southborough, New Malden, Old Malden, Worcester Park, Tolworth, Berrylands, Hook, Chessington and Malden Rushett.

Social Characteristics and Trends

Kingston's population of 156,000 in 2006 was the smallest of all the London boroughs excluding the City of London. The 5.6% increase of 14,000 from 2001 was a higher rate than the outer London (1.7%) and Greater London (2.6%) averages. Of

the 65,000 households, with an average household size of 2.34, single person households form the largest group (32%), with 13% being lone pensioners, followed by couples with dependent children (21%) and couples with no children (17%). The borough population is forecast to increase by 3% between 2006 and 2011 and by nearly 7% between 2011 and 2026. Recent population increase has been due to a significant rise in the birth rate and these trends have significant implications for housing and community infrastructure.

Kingston (as for Greater London) has a higher proportion of younger residents aged 20-39 than the national average and a lower proportion of older people aged 55-84. Parts of Surbiton (Berrylands, St Mark's and Surbiton Hill wards) and Kingston (Grove ward) have a low proportion of children and young people.

Overall the borough has a low proportion of residents in minority ethnic groups, 16% in 2001 compared with 29% for London overall. Tamils and Koreans are the largest minority ethnic groups in the borough. New Malden's Korean population is the largest in Europe. Population projections up to 2026 indicate a doubling of the ethnic minority population from 16% in 2001 to 29% by 2026.

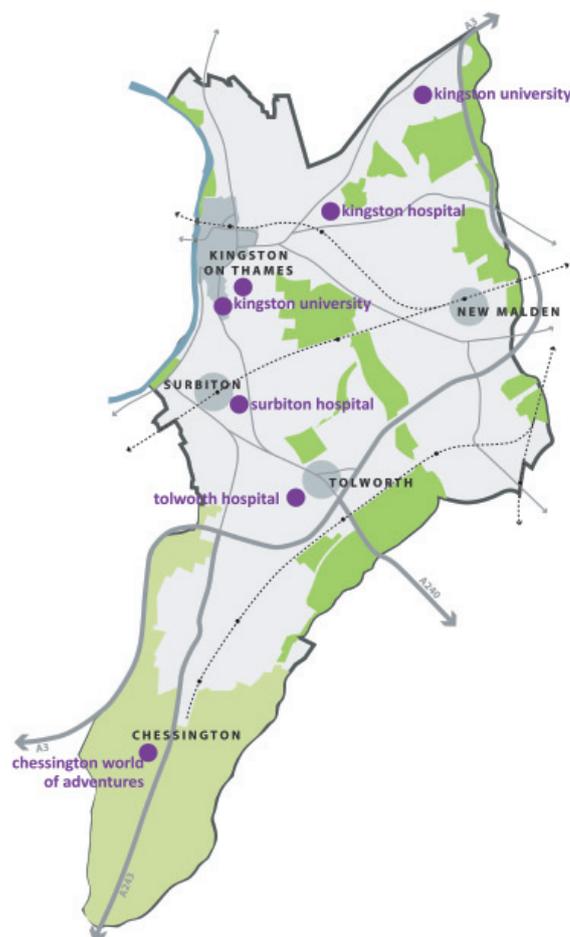
Kingston is a relatively affluent borough. In 2004 it was the second least deprived London borough behind Richmond. However, there are pockets of deprivation in Norbiton focussed on the Cambridge Estate and in parts of Beverley and Grove wards.

Economic Characteristics

The borough has a healthy economy generally, underpinned by high levels of productivity, knowledge driven employment and an enterprising business environment. Over the past 20 years the economy has transformed from a manufacturing sector base to one based on business and service industries and the public sector. There were nearly 86,000

jobs in 2006, with high proportions in business activities, finance and IT (41%); distribution, retail and catering (23%) and public administration (21%). At the same time, nearly 84,000 residents were available for work, with a high proportion (64%) in the top three socio-economic groups (managers, professionals and technical occupations), compared to 53% for London overall.

Kingston town centre, one of 11 metropolitan centres across London, is the borough's main commercial centre and a sub-regional shopping centre, as well as being a significant cultural and leisure destination. The district centres of Surbiton, New Malden and Tolworth cater for more everyday needs, supplemented by local shops. Together these centres provide over 50% of total employment in the borough.



Outside the main centres, eight 'designated' Industrial/Business/Warehouse areas provide a range of business premises and employment opportunities. The cluster of offices along London Road in Kingston, plus numerous sites across the borough, particularly along the main roads, also provide jobs and business premises.

Physical Characteristics

Kingston's attractive low rise residential areas range from the highly desirable areas of Coombe, Kingston Hill and Southborough with their large detached houses in landscaped settings, to the Victorian and Edwardian villas and terraces around Kingston town centre and Surbiton to the inter-war and post war suburbs of semi-detached houses in New Malden, Worcester Park, Tolworth, Hook and Chessington,

Property prices are high and many people cannot afford to live in the borough, which makes the provision of affordable housing an important local issue. It also results in local recruitment problems and large numbers of workers living outside the borough and commuting in to work.

The borough is fortunate to be close to large open spaces in Richmond Park, Wimbledon Common, Hampton Court and Bushy Park, as well as having its own green spaces. Over a third of the borough is open space, with large areas designated as Metropolitan Open Land and Green Belt.

Kingston has a rich heritage stemming from the town centre's riverside location and proximity to royal estates and many conservation areas, mostly in Kingston and Surbiton, which contribute to its attractive and distinctive character.

Key features of the borough's transport networks include:

- a strategic road network, including the A3 Kingston by-pass, that carries high levels of traffic passing through the borough as well as local traffic and has a significant influence on the local

environment

- good rail services on the South West Trains mainline via Surbiton, but relatively poor suburban services on the Kingston loop, Shepperton, Hampton Court and Chessington lines
- a comprehensive bus network provided by Transport for London (TfL) London Buses, but poor cross-boundary bus services to Surrey Districts resulting in high car use to and from these areas
- a comprehensive network of cycle routes (part of the London Cycle Network)
- several strategic walking routes including the Thames Path National Trail and the Hogsmill Valley Walk, which is part of the London Loop.

Local Strategies

A number of local plans and strategies will shape the direction of the Core Strategy, the most important being the Kingston Community Plan 2008. Other notable strategies include: Destination Kingston, the RBK Green Spaces Strategy, the Cultural Strategy, the After Dark Strategy and the Building Schools for the Future and Primary Capital Programmes. They are referred to under relevant headings and a full list is available through the website www.kingston.gov.uk/corestrategy.

The Kingston Plan 2008

The second borough-wide Kingston Community Plan (The Kingston Plan) was agreed by the Kingston Strategic Partnership in 2008 and covers the period to 2020. Its vision is for the Royal Borough to continue to be one of the very best places in which to live and work. "We want Kingston to be a place where people are happy, healthy and enjoy a good quality of life, in a clean safe and tolerant environment, where business is prosperous, and where everyone in our community can contribute to our success and reach their own full potential."

The plan has three themes, underpinned by ten objectives:

1. A sustainable Borough where the environment is protected and enhanced for us and for future generations
2. A prosperous and inclusive Borough where economic prosperity is shared and everyone has the opportunity to achieve their potential and a good quality of life
3. A safe, healthy and strong Borough where people feel safe; where individuals take responsibility; health inequalities are tackled; and where people respect and support each other.

The Core Strategy needs to contribute to the achievement of each of the key themes and objectives, in particular to deliver the spatial elements of the Community Plan to meet development needs up to 2025.

Evidence Base

The following studies have been completed or are in progress to inform the Core Strategy and provide a robust evidence base. Their findings are set out in Section 5

of this report.

Complete:

- Survey of residents' use of local shopping centres
- Local Centres
- District Centres (Catchment Areas and Market Shares)
- Employment Land Review
- Gypsies and Travellers (GLA London wide study)
- Open Space Assessment
- Strategic Flood Risk Assessment

In progress:

- Strategic Housing Market Assessment – assessment of housing needs
- Strategic Housing Land Availability – assessment of potential sites for housing
- Borough Character
- Parking in the District Centres
- Climate Change and Energy Strategy
- Joint Waste Plan
- Infrastructure Plan

| | | |
|----------------|--|--|
| Theme 1 | A Sustainable Kingston: protecting and enhancing the environment for us and for future generations | |
| | Objective 1 | Tackle climate change, reduce our Ecological Footprint and 'reduce, reuse and recycle' |
| | Objective 2 | Ensure the sustainable development of our borough and the promotion of sustainable transport |
| | Objective 3 | Protect and improve the quality of our local environment |
| Theme 2 | Prosperous and Inclusive: sharing prosperity and opportunity | |
| | Objective 4 | Sustain and share economic prosperity |
| | Objective 5 | Raise educational standards and close gaps in attainment |
| | Objective 6 | Increase supply of housing and its affordability |
| Theme 3 | Safe, Healthy and Strong: preventing problems and promoting responsibility and independence | |
| | Objective 7 | Make communities safer |
| | Objective 8 | Improve overall health and reduce health inequalities |
| | Objective 9 | Support people to be independent |
| | Objective 10 | Encourage people to take an active part in the social and cultural life of the community |

3 Key issues

This section sets out key spatial issues for the Core Strategy to address. They have emerged from the work to date, including stakeholder and community engagement in 2007 and more recently and are aligned with the Kingston Community Plan themes and objectives.

1 Sub-Regional Issues

What are the key issues within the sub-region that affect Kingston?

2 The London Plan

How are the new Mayor's policies and the review of the 2008 London Plan likely to affect Kingston and how should the Borough respond to them?

3 Overarching Spatial Strategy

How to accommodate economic and population growth, with new housing and supporting infrastructure, whilst protecting and enhancing the attractive and distinctive character of the borough's neighbourhoods? Which areas offer the best opportunities for sustainable development and improvement and which sites are central to the achievement of the Core Strategy? Where there are development opportunities, what should the balance and mix of uses be between new homes, employment uses, community facilities, retail and parking?

4 Environmental Sustainability

How can Kingston promote environmental sustainability, tackle climate change impacts, reduce flood risk and reduce its ecological footprint?

5 Transport and Access

How can we promote and improve sustainable transport and reduce the need for travel, especially by car? What transport and access improvements are needed and how can the Council secure such improvements?

6 Open Spaces

There is an appreciation of the importance of the borough's green spaces for leisure, recreation, promoting healthy lifestyles and nature conservation, and a desire to protect and enhance them, as well as to improve facilities, especially for young people. How can deficiencies in green space provision in some areas be addressed? Are there any Green Belt or Metropolitan Open Land boundaries that should be changed? Are there any opportunities for change where there are developed sites within the Green Belt and MOL?

7 Economic Development

How should the borough's economy develop, what are the growth sectors?

How can district and local centres be revitalised?

How can we ensure there is sufficient land and buildings to meet business needs and provide a range of rewarding employment opportunities?

8 Housing

How much new housing can be accommodated and where? How much new housing should be provided at higher densities in the main centres and how much dispersed on sites across the borough at lower densities?

What type and mix of housing should be provided to meet housing needs, in terms of tenure, dwelling size, densities and affordability?

Where can managed student accommodation be provided to reduce the impact of students on the supply of family housing?

Is a new site required for gypsies and travellers and if so where could it be provided?



9 Community and Infrastructure Needs

What are the main needs for local services and infrastructure over the next 15 years, including schools, healthcare, Police, social care and the faith/community and voluntary sectors? Their needs are changing and there are opportunities to co-locate facilities within community hubs that provide a range of services.

Details of these issues and the options or alternative approaches and measures that have been identified to address them are discussed in Section 5.



4 Key objectives

The Core Strategy will need to include a set of objectives against which its success can be measured. The overall goal is sustainable development, meeting the needs of today without compromising the ability of future generations to meet their needs.

The government has set four aims for sustainable development:

- social progress which recognises the needs of everyone
- effective protection of the environment
- prudent use of natural resources
- the maintenance of high and stable levels of economic growth and employment

Draft objectives for the Core Strategy are set out below grouped under the Kingston Plan themes. Please let us know whether you agree with these objectives and whether any should be added or removed?

Core Strategy Draft Objectives

Theme 1: A Sustainable Borough

- 1 Reduce greenhouse gas emissions and the impacts of climate change
- 2 Manage and reduce the risk of flooding
- 3 Improve local biodiversity through active management of local sites and protect natural natural resources
- 4 Promote sustainable waste management within the four borough waste partnership
- 5 Promote and improve sustainable forms of travel, including through travel awareness and travel planning, to reduce the need for car use
- 6 Safeguard the distinctive suburban character of the borough and promote a high quality environment and street scene
- 7 Protect and enhance heritage assets
- 8 Protect and enhance local open spaces, Green Belt and Metropolitan Open Land
- 9 Protect and enhance the environment along the Thames and encourage appropriate river based activity

Theme 2: A Prosperous and Inclusive Borough

- 10 Maintain Kingston's position as a successful metropolitan centre, through the implementation of the K+20 Kingston town centre Area Action Plan
- 11 Maintain and improve the vitality and viability of the district and local shopping centres and local shops
- 12 Ensure that there is sufficient and appropriately located industrial land and buildings to support economic prosperity
- 13 Facilitate improvements to the quality of facilities for Higher and Further Education
- 14 Promote tourism and increase visitor accommodation
- 15 Maximise opportunities for housing with associated infrastructure, to meet the London Plan borough housing target whilst maintaining borough character.
- 17 Ensure the provision of an appropriate mix of dwelling sizes, types and tenures to help meet the full spectrum of local housing needs.

Theme 3: A Safe, Healthy and Strong Borough

- 17 Ensure sufficient school places are available for all age groups
- 18 Improve overall health and well-being and reduce health inequalities
- 19 Facilitate the re-organisation and improvement of healthcare facilities
- 20 Facilitate improvements to community, voluntary sector and faith facilities
- 21 Promote a wide range of actions and measures to diversify and improve cultural, leisure and recreation facilities
- 22 Make communities safer and reduce the fear of crime
- 23 Ensure that necessary infrastructure and facilities are provided to support new development
- 24 Promote inclusive design of buildings and the public realm and to meet the needs of a diverse community



5 Spatial and themed issues and options

The Core Strategy needs to build upon the Kingston Community Plan Vision (see Section 2) and set out how the borough and the places within it should develop, how they might look and function in 2025 and what measures will be needed to achieve the vision.

As well as providing a framework for the quantity and distribution of development, the Core Strategy aims to improve the quality of life and prosperity for all and sustain communities with distinctive characters.

This section considers the Issues and identifies potential 'Options' to address each issue, grouped under the three Community Plan themes. In the main, these are policies or measures to tackle the issue rather than different choices or alternatives. Where this is the case, it will be important to prioritise the policies and measures.

Please let us know your views on the options and measures identified and whether there are other issues or options that should be considered?

Issue 1 : Sub-regional issues

What key issues within the sub-region affect Kingston?

The following sub-regional issues affect the borough:

- a Transport: the limited access to the underground network; the poor and non-existent orbital transport links; the need for development and extension of the 'Overground' brand, improvements to service quality and investment on lines in South London
- b Traffic pressures and congestion on the road network, partly due to poor orbital public transport
- c Green linkages/green corridors
- d Kingston's sub-regional role for: shopping, evening entertainment, acute healthcare: Kingston Hospital; Higher and Further Education: Kingston University and Kingston College; judicial and legal services with Crown,

County and Magistrates Courts; public administration and sewage treatment at the Hogsmill Works

- e The significant potential and capacity for employment growth
- f Risk of flooding from the Hogsmill River and the Bonesgate Stream which stem from surface water run off upstream in Epsom & Ewell and Elmbridge

The Council is an active member of the South London Partnership which lobbies on behalf of south London Boroughs. Additionally, the Mayor of London has set up an Outer London Commission to look at the problems experienced by the suburbs and advise on policies to ensure that outer London realises its full potential. This initiative should act as a forum through which solutions to the above issues can be sought.

Issue 2: The London Plan

How are the new Mayor's policies and the review of the 2008 London Plan likely to affect Kingston and how should the Borough respond to them?

The Mayor of London is reviewing the London Plan and has published 'Planning for a better London' and 'the Mayor's Direction of Travel'. This initial review covers housing (setting realistic and achievable affordable housing targets, protection of domestic gardens); design (tall buildings only in appropriate locations,

designing out crime); economy (the potential for expanding the outer London economy) and the environment (addressing climate change). Proposed Alterations to the London Plan will be published by the end of 2010, with the full review due to be complete by 2012.

Issue 3 : Overarching spatial strategy

How to accommodate economic and population growth, with new housing and supporting infrastructure, whilst protecting and enhancing the attractive and distinctive character of the borough's neighbourhoods? Which areas offer the best opportunities for sustainable development and improvement?

Within an outer London borough like Kingston, there are a number of spatial 'fixes' which will remain and be carried forward into the Core Strategy including:

- the broad distribution of residential areas across the borough
- Kingston town centre's role as a metropolitan centre
- the role of the three District Centres: Surbiton, New Malden and Tolworth as district centres
- Local Open Spaces, Green Belt, Metropolitan Open Land, Sites of Nature Conservation Interest and Nature Reserves
- the broad distribution and protection of the main employment areas
- Kingston Hospital as the major hospital and Tolworth Hospital's role for mental health services
- Kingston University and Kingston College on their existing sites
- the distribution of most of the 28 local shopping centres
- the main features of the borough's transport networks e.g. rail lines and stations.

There is limited previously developed land available for development, such as large redundant sites (in most cases these have already been redeveloped) and there are no large areas available for the expansion of existing residential neighbourhoods. This limits the range of realistic 'options' or alternatives that can be put forward for substantial change, though there are opportunities for new development and a wide range of improvements.

Some of the issues identified will affect parts of the borough in different ways, others are more general, such as the need for high quality design and the 'Options' and measures put forward to address them will apply across the whole borough. The diagrams and Schedule consider spatial 'Options' for development and improvement and the relative emphasis between opportunities for 'focussed, dispersed or targeted' development and priorities in respect of the 'Options' and measures available to tackle the issues.

Identifying areas with potential for new housing is necessary as the Council is required by government to identify a 15 year supply of housing land and the London Plan sets a target for housing provision in the borough on previously developed land of at least 3850 new homes over the ten years to 2016/17. Maintaining sufficient employment sites is also important to provide space for business uses and local employment opportunities. This can help reduce the need for commuting and contribute to the achievement of sustainable development.

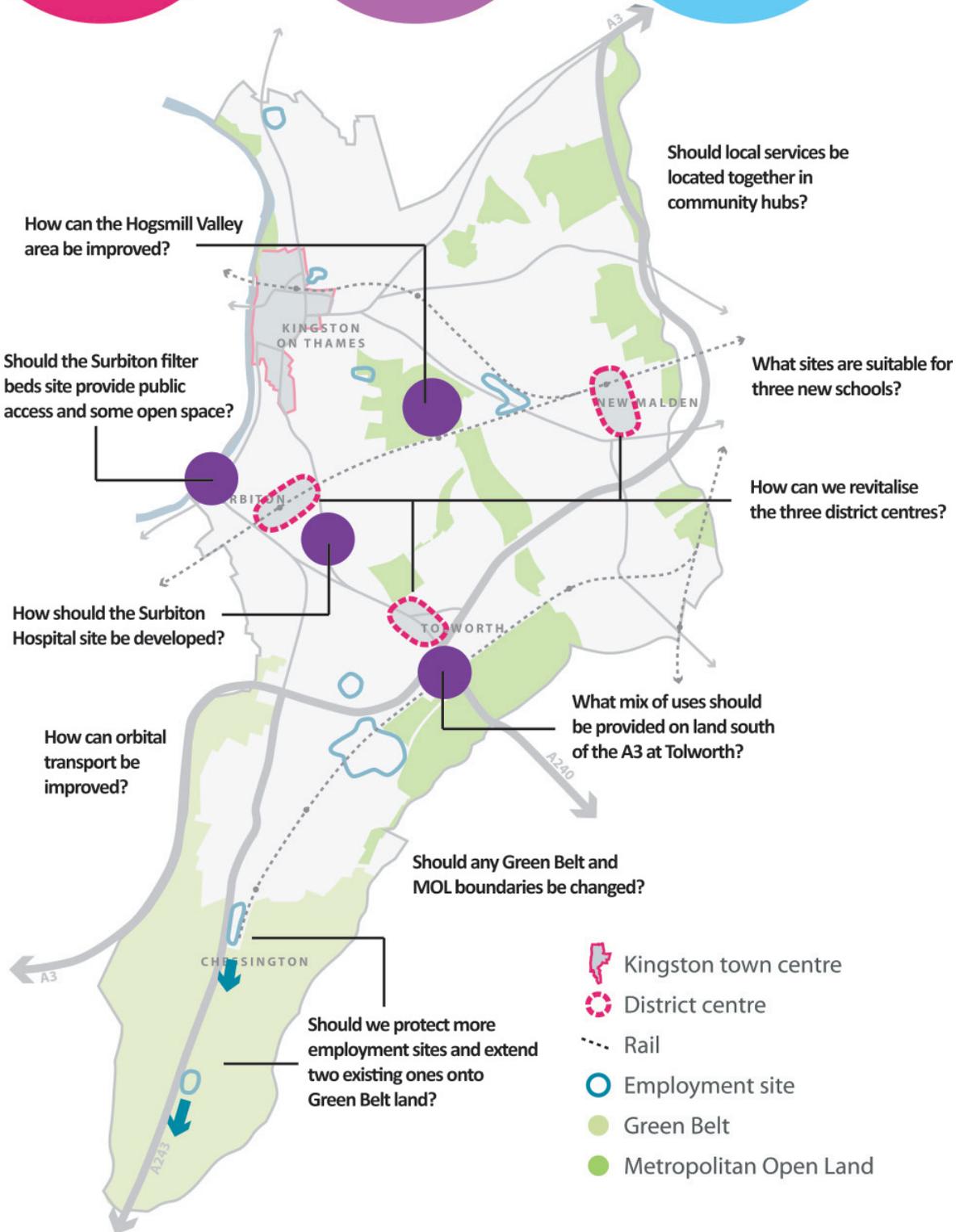
The changing needs of local service providers, for example the Primary Care Trust in relation to health facilities and the Council in relation to schools, as well as continued population growth, have implications which will result in changes across the borough.

| | Option 1 Focused development | Option 2 Dispersed development | Option 3 Targeted development |
|--|---|--|--|
| Housing | Focus new housing in Kingston town centre and the 3 district centres at higher densities | Disperse new housing across the borough at lower densities | Target new housing to areas in need of improvement or renewal |
| District centres: Surbiton, New Malden & Tolworth | Maintain and enhance the vitality and viability of district centres by maximising their development potential, for housing, employment and local services | Maintain and enhance the vitality and viability of district centres, but limit the scale of new development especially for housing | Maintain and enhance the vitality and viability of district centres. Focus new development on underused sites and those in need of improvement |
| Employment areas | Prioritise protection of all designated employment areas and encourage their upgrading, especially the St John's area; designate new areas for protection and consider the potential to expand existing areas | Protect designated and non-designated employment areas across the borough | Apply a targeted approach to consider whether there are any existing employment areas that create local problems, for e.g. due to poor access and what options exist to address this |
| Managed student accommodation | Focus provision on existing sites and Kingston town centre AAP sites | Disperse provision on suitable sites across the borough | Target provision to existing sites, Kingston town centre AAP sites and potential development sites |
| Community facilities | Focus provision in Kingston town centre and the district centres and encourage the co-location of facilities | Disperse provision across the borough. This may mean that some facilities are less accessible | Target provision to existing centres and to other accessible locations and encourage co-location |
| Transport | Focus development in Kingston town centre and district centres to take advantage of their accessibility and good transport links and help justify further improvements. | Dispersing development across the borough is less sustainable in terms of access to local services and availability of public transport and could result in a greater car use. | The transport implications of targetting development to specific locations depend upon existing accessibility and opportunities to improve links. |
| Low carbon development | Prioritise provision in Kingston town centre, district centres and major sites | Promote a wide range of low carbon initiatives across the borough | Target low carbon development on key sites |

Should economic growth be focussed in Kingston town centre, the three district centres and main employments sites or dispersed across the borough?

Should new development be targeted to areas needing renewal and improvement?

Should new housing be focussed in Kingston town centre and the three district centres or dispersed across the borough?



The themed Issues and Options identified in this document have the potential to affect each of the four Neighbourhoods in different ways as set out below.



Kingston Town Neighbourhood

- the most significant influence and change will be in Kingston town centre through the implementation of the Area Action Plan adopted in 2008
- the need to lobby to improve rail services and accessibility to the town centre from Surrey districts through better cross-boundary bus services and rail plus bus via Surbiton Station, plus travel planning initiatives
- the continued protection and enhancement of riverside open spaces (MOL) and local open spaces
- the continued protection of designated employment sites: the St George's Estate in Richmond Road, the Canbury Park Estate and the Fairfield Estate in Villiers Road
- the designation of the following areas for employment protection:
 - o the London Road offices/employment area
 - o the area at the junction of Cambridge Road and Hampden Road
 - o the Kingsmill Business Park
- the retention of the waste management facility in Villiers Road
- the upgrading of Kingston University and Kingston College sites
- the continued protection of existing Local Centres
- the pressure for further redevelopment for housing in Norbiton
- the remodelling of Bedelsford School and Tiffin Boys School
- the provision of two sites to accommodate a new primary and a new secondary school
- the potential for local energy networks especially in the town centre
- the need to take account of serious flood risk from the Thames and along the Hogsmill in locating new development and to manage flood risk through a range of measures so as to reduce risk of flooding
- the potential for a range of changes in the Hogsmill Valley/Kingsmeadow area, see below and Section 6.

Maldens and Coombe Neighbourhood

- opportunities to enhance the vitality and viability of the New Malden District Centre and the potential to provide new facilities in the Cocks Crescent area
- the continued protection of local open spaces and Metropolitan Open Land, with some potential changes to MOL boundaries set out under Issue 12: MOL
- the deficiency in local open space provision in parts of the neighbourhood
- the continued protection of the St John's Area for employment uses and the significant potential for further development and improvement
- the on-going development and upgrading of Kingston Hospital
- the potential for changes at the privately run New Victoria Hospital
- the continued upgrading and development of the University's Kingston Hill site within the identified development envelope
- the continued protection of existing Local Centres except those at Kingston Hill North and Robin Hood Way
- the remodelling of Coombe Boys, Coombe Girls, Richard Challoner and Holy Cross Schools
- the amalgamation and relocation of Christchurch New Malden, infant and junior schools onto a single site
- risk of flooding to residential properties in New Malden and Motspur Park from the Beverly Brook

Surbiton Neighbourhood

- opportunities to revitalise Surbiton District Centre to enhance its attraction and its vitality and viability, including the potential to redevelop the Surbiton Station car park site for a mix of uses including housing, offices and parking
- open space deficiencies and the potential to provide public access, open space and an extension to the riverside walk on the redundant Thames Water filter beds on Portsmouth Road
- the provision of a site for a new primary school
- the remodelling of Hollyfield School
- the potential to provide new healthcare and community facilities on the Surbiton Hospital site
- the potential for a range of changes in the Hogsmill Valley/Kingsmeadow area, see below and Section 6.
- the continued protection of existing Local Centres
- risk of flooding to residential properties from the Hogsmill River and the Bonesgate Stream.



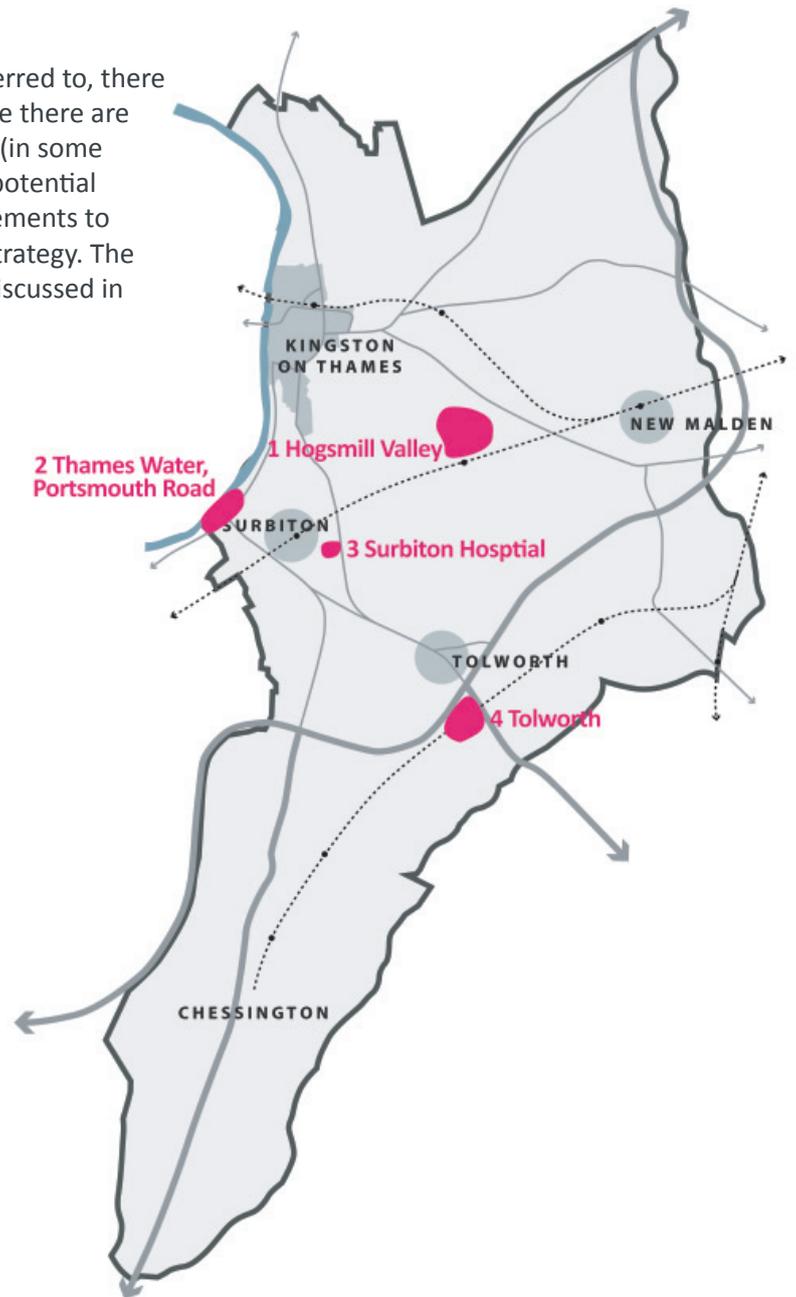
Tolworth (split between Surbiton and South of the Borough Neighbourhoods)

- opportunities to revitalise Tolworth District Centre to enhance its attraction and its vitality and viability, including through environmental improvements to Tolworth Broadway, to the Tolworth Tower site and through the provision of better connections from residential areas to the district centre

South of the Borough

- the continued protection of existing Local Centres except at Red Lion Road
- the upgrading of Tolworth Hospital to provide improved mental health facilities
- the continued protection of designated employment sites: Chessington Industrial Estate, Barwell Business Park, Silverglade and Red Lion Road and consideration of whether there is any justification to extend Barwell and Silverglade or to reconsider the Red Lion Road area, in view of its poor access and impact on surrounding housing
- the potential rebuilding of Southborough Boys and Tolworth Girls Schools on the Tolworth Girls School site
- the continued protection of local open spaces, MOL and Green Belt, with the potential for some changes to Green Belt boundaries and to the treatment of Malden Rushett and developed sites in the Green Belt, as set out under Issue 12 Green Belt. The retention of Chessington World of Adventures as a Major Developed Site within the Green Belt.
- the significant potential for change and development on land to the south of the A3 at Tolworth, between the A3, Kingston Road and Jubilee Way to provide a mix of new uses
- risk of flooding to residential properties in Hook and Chessington from the Bonesgate Stream.

Outside the areas already referred to, there are four key areas/sites, where there are opportunities for change and (in some cases) development and the potential to provide a range of enhancements to assist in delivering the Core Strategy. The 'Options' for these sites are discussed in Section 6.



1 Hogsmill Valley North and Kingsmeadow Area between Kingston and Surbiton

This large area of Metropolitan Open Land is dominated by the Hogsmill Sewage Treatment Works and has a poor quality environment, with poor public access on foot and by bike, poor vehicle access, poor quality recreation facilities and underused land. There is significant potential to upgrade the quality of the environment and local facilities, improve access and complete the Hogsmill Valley Walk (which is part of the London Loop strategic walk), through some limited enabling development, whilst respecting the need to maintain 'openness' and nature conservation interests.

2 Thames Water redundant filter beds on Portsmouth Road, Surbiton

This riverside site is Metropolitan Open Land but is currently unused and has no public access due to the presence of the deep former filter beds. Surbiton has a deficiency in open space provision and this area which is currently allocated for outdoor recreation and riverside walk has the potential to provide public open space and an extension of the Thames Riverside Walk.

3 Surbiton Hospital and Oakhill Health Centre sites

The hospital site currently provides some outpatient services, but is underused and its buildings are outmoded. It is currently allocated for community facilities and limited residential. It has potential for redevelopment to provide: a polyclinic, accommodating a range of healthcare services including the relocation of some GP practices; co-located community facilities within the setting of a community hub, plus some limited ancillary residential accommodation.

4 Area to the south of the A3 in Tolworth, between the A3, Kingston Road and Jubilee Way

This area includes several sites with development and improvement potential: the former government offices, Toby Jug and Marshall House sites which are vacant (currently the subject of a planning application by Tesco for a supermarket, housing and some ancillary uses); Tolworth Station; the former petrol filling station, which has planning permission for a hotel and Council owned open land at the corner of Kingston Road and Jubilee Way.

Kingston Community Plan Theme 1

A sustainable Kingston: Protecting and enhancing the environment

KCP Objective 1: Tackling Climate Change, reducing our ecological footprint and ‘reduce, reuse and recycle’

Issue 4 : Climate change

Climate change is recognised as the greatest environmental challenge. There is international consensus that human activity is altering the global atmosphere and causing changes to the world’s climate. The burning of fossil fuels (oil, coal, and gas) which release greenhouse gases into the atmosphere, particularly carbon dioxide – CO₂, is the main cause of climate change. Sources of CO₂, which makes up 85% of the UK’s greenhouse gas emissions are: energy, road transport, business, residential and aviation. Methane and nitrous oxide also contribute. The depletion of fossil fuel resources and concerns about the security of supplies are also driving the requirement to pursue decentralised and renewable energy.

Ignoring climate change would have adverse economic, social and environmental consequences. London is already feeling the effects of climate change through: seasonal weather changes, heat waves, extreme weather events, increased risk and intensity of river and surface water flooding, subsidence, overheating, water shortages, increased cooling demand, increased health risks for

vulnerable groups and adverse impact on biodiversity including loss of species. These changes will have significant impacts on Kingston residents through flooding, water shortages, increased demand for cooling in Summer, rising energy costs, increased risk of damage to infrastructure, homes and health.

National, regional and local policies and legislation affect the development of Core Strategy policy, including PPS1, PPS1 Supplement and PPS22, the London Plan, the Kingston Community Plan and the RBK Policy Programme. Government policy expects spatial planning to play a key role in achieving international targets for the reduction of carbon emissions and proposes that the Regional Spatial Strategies (in Kingston’s case the London Plan) set targets for energy efficiency and renewable energy to be achieved through local planning policies. It requires planning policies to prioritise the prevention of and preparation for climate change.

Options to address climate change

Mitigation

- 1** Locate new development, including housing, employment, services, leisure on previously developed sites in accessible locations to minimise the need to travel, reduce transport emissions and energy used by transport
- 2** Improve and promote sustainable travel – public transport, walking, cycling and travel planning, to reduce vehicle use, emissions and energy used by transport

Options to address climate change

- 3** Use sustainable design and construction techniques throughout the lifetime of development (demolition, construction and long term management) to reduce energy use (cooling through natural ventilation, avoiding solar gain, using vegetation on buildings [living roofs and walls]) and increase energy efficiency (energy efficient buildings fitted with low/zero carbon technologies).
 - 4** Require compliance with the Code for Sustainable Homes timetable of achieving Level 3 by 2010; Level 4 by 2013 and Level 6 by 2016 or require a shorter timetable for compliance.
 - 5** Energy:
 - Reduce energy use
 - Produce/generate low carbon energy from Combined Heat and Power and Combined Cooling Heat and Power distributed through localised networks.
 - Identify existing heating and cooling networks, and evaluate the feasibility of linking new developments into existing networks and establishing new low carbon networks. (Kingston Hospital and the Hogsmill Sewage Treatment Plant currently have CHP plants).
 - Prioritise the provision of low carbon, decentralised energy networks in the following areas: Kingston Town Centre; Surbiton, New Malden and Tolworth District centres; hospitals; the Hogsmill Sewage Works; large institutions/ employers, eg. Kingston University and large new developments.
 - Increase the use of low carbon renewable energy technologies for example solar, ground source heat pumps and hydro (the River Thames and Hogsmill) and prioritise the lowest carbon form of generation.
 - Identify sites/zones suitable for low carbon developments or initiatives/ programmes.
 - 6** Promote behavioural change through energy conservation (e.g. through the use of smart meters which measure home energy consumption) and use of sustainable travel by e.g. providing secure cycle parking and cycle routes to encourage cycling.
 - 7** Waste- manage and reduce waste and maximise renewable energy opportunities
 - 8** Water management – increase water efficiency; reduce water use; require on-site management of surface water; water recycling and grey water use
- Adaptation**
- 9** Water stress – reduce flood risk, manage surface water drainage; provide for water storage, water recycling and grey water use
 - 10** Minimise overheating and contributions to urban heat island effects through passive design – minimise solar gain in summer and increase use of planting, living roofs and walls
 - 11** Future proof buildings and infrastructure to withstand extreme weather events, extreme cold, heat, flooding and subsidence
 - 12** Protect, enhance and increase the amount of green spaces and biodiversity and maximise opportunities for greening and cooling

Issue 5 : Managing and reducing flood risk

Parts of the Borough are at risk of increased flooding from fluvial (river) and surface water flooding, which can cause severe disruption, loss of life and injury, damage to homes, property and businesses and increased costs. Extreme flood events are predicted to occur more frequently in future due to global warming and climate change. Planning has a key role to play in influencing development so as to manage and reduce flood risk.

The Environment Agency has mapped areas subject to fluvial flood risk and these cover most of Kingston town centre; land along the Thames; the Hogsmill Valley; the Bonesgate through Surbiton and the Beverley Brook along the borough's eastern boundary, as shown on the plan.

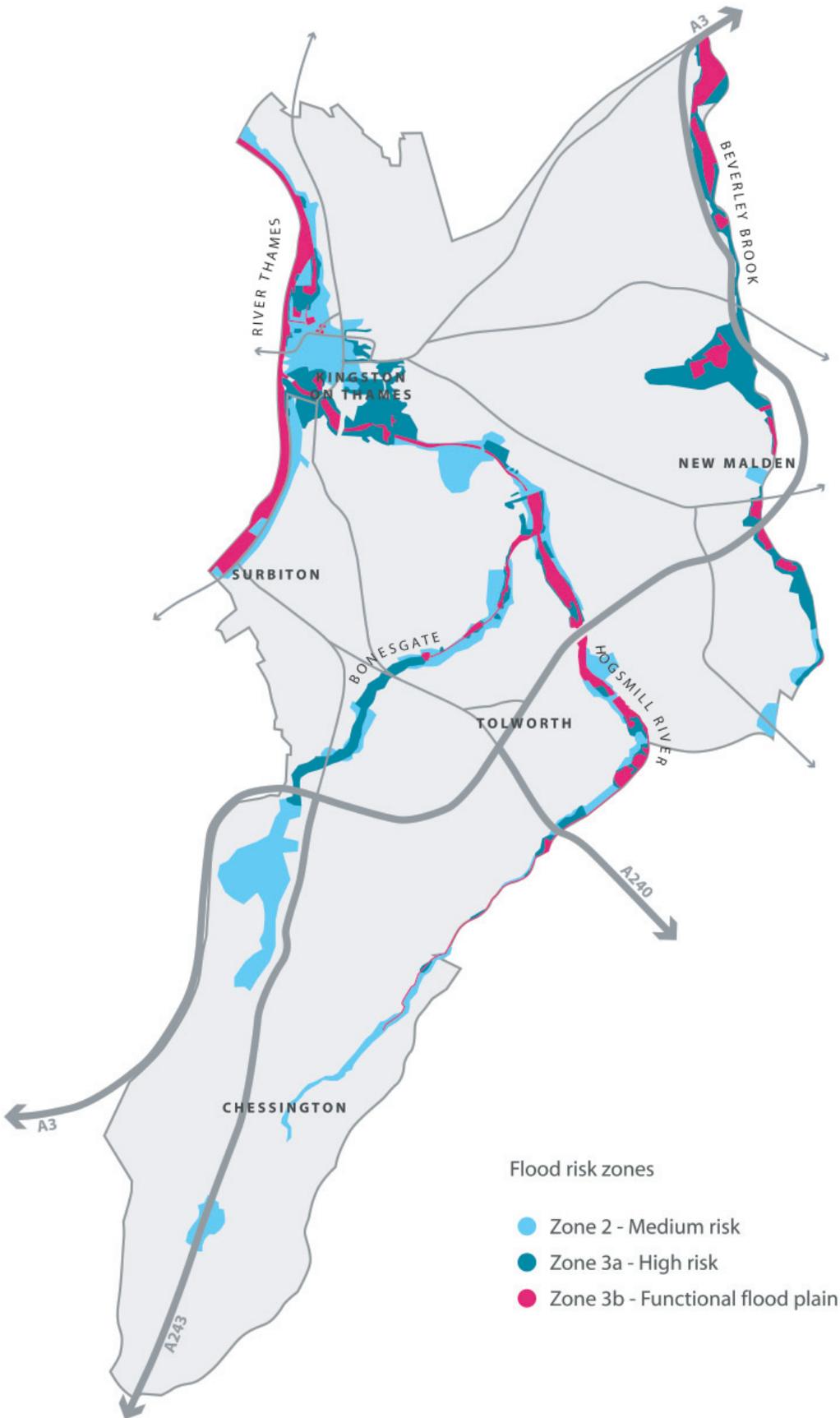
Government policy as set out in PPS25 Development and Flood Risk, supplemented by Good Practice Guidance, advises that development should be directed to land that has the least risk of

flooding. Where such an approach would stifle development for e.g. in Kingston town centre which is next to the Thames and the Hogsmill River, and would not provide sufficient sites for development, there can be circumstances where an 'exception test' may be applied, although any resulting development in flood risk areas has to be safe and not increase flood risk elsewhere.

Strategic Flood Risk Assessments have been prepared for Kingston town centre and the borough overall to better understand flood risk across the borough and guide future development to locations of minimal flood risk. The Borough-wide SFRA calculates that around 2,500 homes are at significant risk of flooding (i.e. up to a 1 in 75 year event). In the case of Kingston town centre, measures to manage and reduce flood risk are set out in the Kingston town centre SFRA and the K+20 Kingston town centre Area Action Plan Policy K24 Flood Risk Management.

Options to address flood risk

- 1** Aim to locate development in Low Risk Flood Zones 1 where possible.
- 2** Require Flood Risk assessments for major development proposals in Flood Zone 1 and all new development in Flood Zones 2 and 3 taking account of the findings of the SFRAs, PPS25 and good practice guidance on measures to manage and reduce flood risk.
- 3** Increase the capacity of drainage system through investment in infrastructure or providing Sustainable Urban Drainage Systems (SUDs) to include rainwater recycling; soakaways; porous surfacing; features to retain water on-site (ponds and green spaces) to reduce surface water run-off.
- 4** Include a core policy to reduce and manage Flood Risk from fluvial and surface water flooding, to accord with PPS25, the SFRAs and related studies.



Flood risk zones

- Zone 2 - Medium risk
- Zone 3a - High risk
- Zone 3b - Functional flood plain

Issue 6: Sustainable waste management

The Council is preparing a Joint Waste Plan (Development Plan Document) with the neighbouring boroughs of Merton, Croydon and Sutton, which will identify sites suitable for future waste management facilities and set out waste policies. The boroughs have worked successfully together on recycling, composting and waste procurement. The Joint Plan will form part of the LDF and the Development Plan for this borough. Consultation on Issues and Options took place in Autumn 2008 and there will be further public consultation in 2009 on preferred sites for waste management facilities and policies against which proposals will be assessed.

The Core Strategy will however need to have a core policy on Sustainable Waste Management, which is consistent across all four boroughs. This will need to: support the objectives of sustainable

waste management set out in PPS10 and the London Plan and use their criteria to identify potential waste sites; refer to the Joint Waste DPD which will identify suitable waste sites with the necessary capacity to maximise self-sufficiency in managing the waste generated by the four boroughs; safeguard existing waste sites and support their redevelopment to maximise throughput; commit to including monitoring arrangements in the Joint Plan and to increasing municipal and household recycling rates and to addressing waste as a resource, looking to disposal as a last resort and lastly to a requirement for integrated, well designed recycling facilities to be provided in all new developments. Suitable broad locations for waste facilities include strategic and local employment locations and existing waste management sites.

KCP OBJECTIVE 2: Ensure the sustainable development of our borough and the promotion of sustainable transport

Issue 7: Transport

How can we reduce the need to travel and improve sustainable travel?

What transport and access improvements are needed and how can the Council secure such improvements?

Kingston's strategic road network, which includes the A3 Kingston by-pass, A308 via Kingston Bridge, A240 via Tolworth and A243 via Hook and Chessington carries high levels of through traffic as well as local traffic. Passing through trips via the A3 account for the largest percentage of car movements in the borough (32%). Two thirds of car trips over Kingston Bridge are estimated to be cross-borough through trips as opposed to trips to Kingston town centre. The high volumes of traffic cause peak hour congestion on several key routes including those that converge on the approaches to Kingston town centre; the A3 intersections at Tolworth, Hook and Robin Hood; the A243 Malden Rushett junction and New Malden High Street.

Car ownership in the borough is relatively high, with 29% of households owning two or more cars against an outer London average of 26%. Just over half of all trips within the borough (52%) are made by car, 45% of which are for work purposes (LATS 2001). Despite these statistics, there has been a 1% reduction in traffic volumes between 2001 and 2007 and the Council is on track to achieve a 5% reduction by 2011.

Part of the reason for the high volumes of cross-borough traffic is the poor orbital public transport around southwest and south London, particularly between major centres and to Heathrow Airport. There is also poor public transport accessibility to Kingston town centre from parts of its catchment area, especially from Surrey Districts to the south and east, which results in high car use from these areas.

Major trip generators in the borough are: Kingston town centre; the three District Centres of Surbiton, New Malden and Tolworth; Kingston Hospital; the main industrial/ business areas at the Chessington Industrial Estate and Barwell Business Park and Chessington World of Adventures.

The borough has a comprehensive network of frequent and reliable bus services provided by TfL London Buses and most residents are within 400 metres (5 minutes walk) of a bus stop. Kingston town centre is a hub for bus routes with 140 buses an hour arriving in the peak. By comparison cross boundary bus services to Surrey Districts are very poor.

The South West Trains mainline services via Surbiton are fast and frequent and attract high volumes of passengers, whereas suburban services on the Kingston Loop, Shepperton, Hampton Court and Chessington lines are less attractive.

The borough's 80km of cycle routes are part of the comprehensive London Cycle Network. As 63% of trips in the borough are estimated to be 2 miles or less, there is significant potential to increase cycling and walking.

Smarter travel initiatives to promote sustainable travel and reduce car use include Travel Plan networks in Kingston town centre and Travel Plans for all schools and many major employers.

Recent trends have seen a growth in trips, a decline in traffic levels and significant increase in bus usage, following bus service improvements. The Council is committed to maintaining such trends and improving access to major centres of activity, such as the town and district centres, the main employment areas, Kingston Hospital



and Kingston University through the development of sustainable transport networks, to meet increasing travel needs resulting from new development and facilities, to improve the environment and to reduce traffic congestion. A sensitive approach is required, so as not to put the borough's economy and its centres at a disadvantage.

The Council recognises that its powers are very limited as it does not control the rail and bus networks and parts of the road network and that it needs to work in partnership and in a lobbying role to achieve its objectives.

National planning guidance is set out in PPG13 Transport and there are policies in the London Plan and the RBK Local Implementation Plan 2006 which promote sustainable transport and measures to reduce car use and congestion, integrate land use and transport and links between development plan allocations and infrastructure and direct new trip generating development to accessible locations such as town centres which have local services and a choice of sustainable transport

In summary, the main issues are:

- the poor and non-existent orbital public transport, which affects accessibility to major attractions, results in high volumes of cross-boundary car trips and congestion in peak periods and affects the Council's ability to reduce car trips originating within and outside the borough
- the need to reduce traffic congestion at borough 'hotspots': the approaches to Kingston town centre, Tolworth, New Malden High Street and Malden Rushett
- the need for further improvements to public transport, cycling and walking, plus smarter travel/travel planning initiatives to manage travel demand, especially car use, encourage behavioural change and modal shift to more sustainable forms of transport
- ensuring good access to potential sites for community uses eg schools, healthcare, community hubs

Options to address transport issues

- 1** Locate new development in the most accessible places where there are local services and good access to a choice of transport, to reduce the need to travel and reduce car use.
- 2** Balance the need to keep traffic flowing on the main road network to minimise congestion, especially for buses, with the opportunities to give greater priority to pedestrians, cyclists and those with disabilities
- 3** Work in partnership with transport providers to lobby and secure improvements to: orbital public transport; cross Surrey boundary bus services; in borough bus services, where gaps exist; public transport from the south and west; rail services, especially on the Kingston loop line; station improvements (access, safety and security), bus facilities, and late night transport.
- 4** Continue programmes of pedestrian and public realm improvements to provide safe, attractive and legible routes and encourage walking, especially to and within the main centres; to employment areas; along transport corridors; and along the Thames and the Hogsmill Walk.
- 5** Continue to improve dedicated cycle routes and connections and provide secure cycle parking, especially at transport hubs (stations), in the main centres and employment areas. Consider cycle hire schemes

Options to address transport issues

- 6** Maintain and improve provision for taxis, community transport and shopmobility
- 7** Make better use of car parking capacity especially in Kingston town centre and the district centres, by providing high quality, convenient and accessible car parks
- 8** Promote smarter travel initiatives (in borough and sub-regional) including travel plans, transport information, personalised travel planning, car clubs and transport demand management to encourage behavioural change, use of more sustainable travel, mode shift, reduced car use and reduced demand for parking.
- 9** Review parking supply, charges and controls around major trip generators: stations, centres, employment areas, hospitals and schools, balancing the need to support economic functions, the need for car use and parking with the need to encourage more sustainable travel and mode shift.
- 10** Use information technology systems to increase awareness of transport choices
- 11** Promote permanent park and ride schemes in suitable locations, both inside and outside the borough

Issue 8: Enhancing character and environmental quality

The borough's attractive character is defined by its low density residential areas, some in mature landscaped settings; its historic environments; its proximity to high quality attractions in Kingston town centre and local services in its district and local centres and to high quality environments along the Thames and across its network of green open spaces.

The network of 'places' that make up the borough (Kingston, Surbiton, New Malden, Old Malden, Coombe, Norbiton, Tolworth, Chessington, Hook, Malden Rushett etc.) each have their own distinctive character that has evolved through the historical and cultural development of the area. It is this distinctiveness that defines a place and is often highly valued and a key attraction. The need to have regard to the character and quality of the local area and respect local distinctiveness is a fundamental principle underlying design policies.

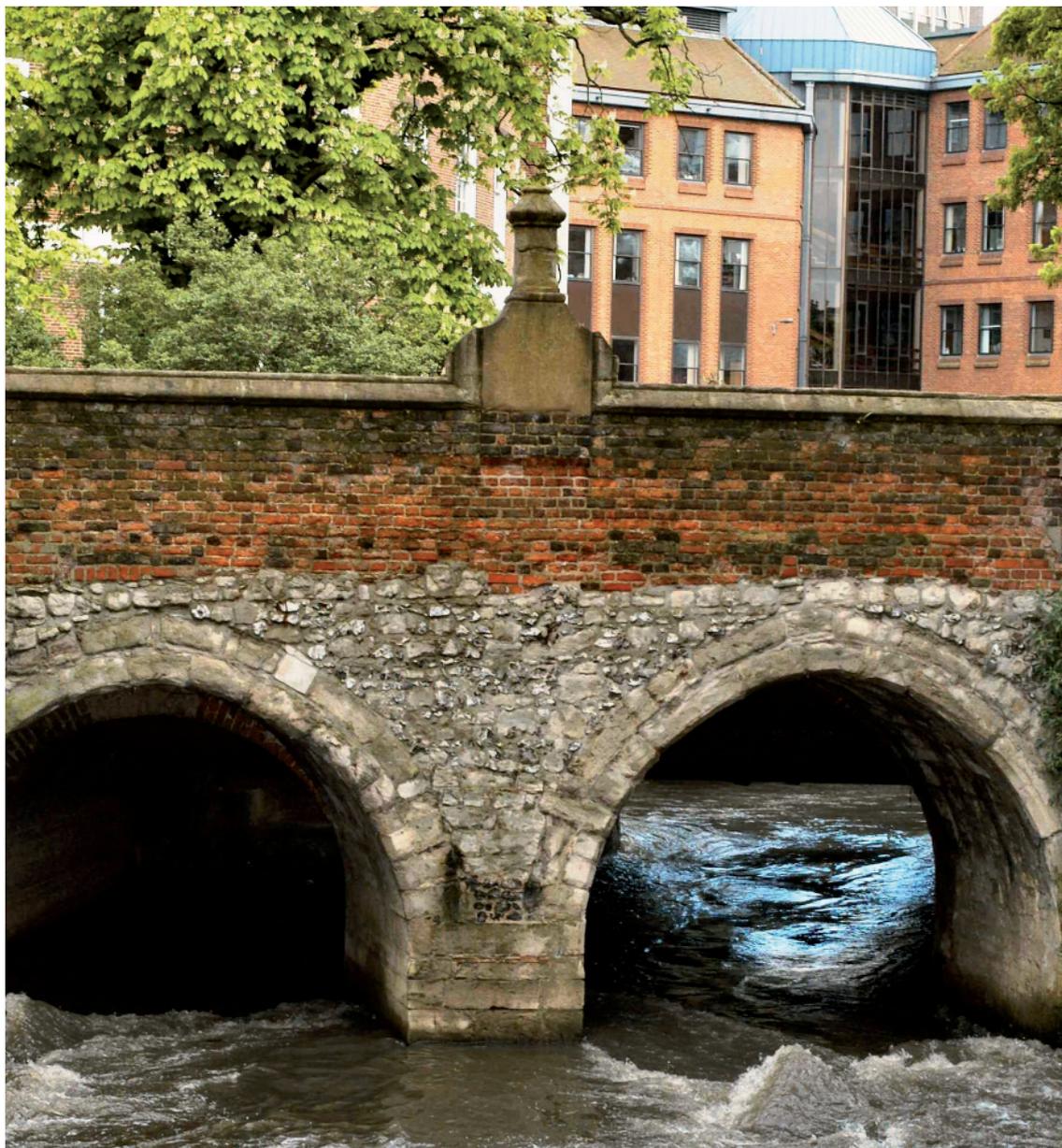
Pressure to accommodate new development and high land values have led to higher densities for housing and

concerns about loss of character generally and in particular the loss of back gardens to housing development. Back gardens are important for quality of life, amenity and leisure, especially for families.

A Borough Character Study is nearing completion, which is a qualitative assessment of the borough's neighbourhoods, using an analytical approach and a set of robust criteria, which look at what makes a place successful. It will help define the distinctive character of each area and identify areas with a high quality environment which need to be protected, areas where there is scope for enhancement to reinforce existing character and areas where there is a need to reinforce character and identity and improve environmental quality, which could be suitable for regeneration/ development. It looks at prevailing densities within individual areas and will provide a tool to assist in maintaining and enhancing the borough's attractive suburban character.

Options to address character and environmental quality

- 1 Using a design led approach, develop a core policy setting high standards for design and providing guidance for e.g. on maintaining and enhancing local distinctiveness, back gardens and meeting Design for Life criteria.
- 2 Use the Borough Character Study as a tool to inform the development process and assist in identifying:
 - areas with a high quality environment which need to be protected
 - areas where there is scope for enhancement to reinforce existing character
 - areas where there is a need to reinforce character and identity and improve environmental quality, which could be suitable for regeneration/ development
 - prevailing densities, which can then be applied to help ensure that development proposals maintain and enhance borough character.



Issue 9: Valuing and protecting heritage

The heritage and built historic environment of the borough is highly valued and contributes to its attractive and distinctive character. There are 26 conservation areas, mostly in Kingston and Surbiton; 345 Listed Buildings (three Grade 1, eight Grade 2*); six Scheduled Ancient Monuments and 677 locally identified Buildings of Townscape Merit. The historic Old Town Conservation Area in Kingston town centre around the Market Place has a medieval street pattern and many listed buildings, which attracts visitors and tourists. The whole of Kingston town centre is an Area of Archaeological Significance, as well as other areas across the borough.

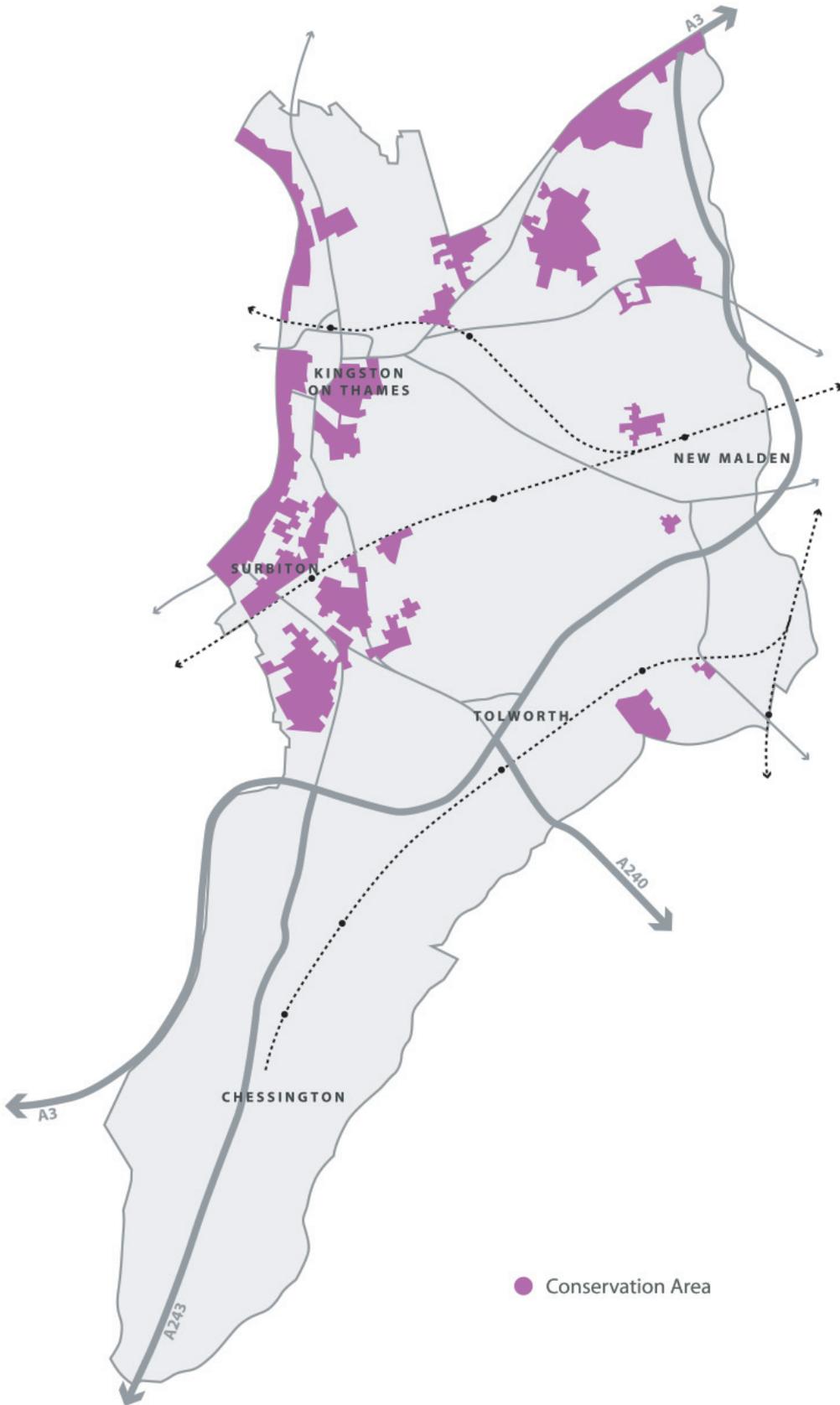
These designated historic assets are protected by current planning policies set out in PPG15 Planning and the Historic Environment, PPG16 Archaeology and Planning, the London Plan and local policies (in the UDP). Whilst the LDF will generally replace UDP 'saved' policies and it is not appropriate to replicate national or London Plan policies in the Core Strategy, there is a need to cross-refer to such policies and to identify historic assets and other local features such as Buildings of Townscape

Merit, key views and landmarks that contribute to the special qualities of a place and to show how they should be protected and enhanced through local schemes and initiatives. The Borough Character Study, Conservation Area Character Appraisals and Management Proposals will assist and will inform policy development for the Core Strategy.

The Council must apply national and London Plan policies to protect heritage assets including listed buildings, Scheduled Ancient Monuments and conservation areas for which there is a 'statutory test' to ensure that new development preserves or enhances the character and appearance of a conservation area.

Options for valuing and protecting heritage

- 1** Select priorities for Character Area Appraisals and Management Proposals for conservation areas and implement management proposals, subject to resources.
- 2** Continue to protect key views as set out in existing local policy (UDP and K+20 AAP) and identify other important views for protection.
- 3** Apply a more proactive approach, based on the Borough Character Study, with a wider focus than Listed Building and Conservation Area designations to appreciate the value of local resources and the special qualities of a place such as key buildings, key views and landmarks that are valued locally.



KCP OBJECTIVE 3: Protect and improve the quality of our local environment

Issue 10: Protecting and enhancing green spaces

The borough is fortunate to have a variety of green spaces, over a third of its area is open land, with large areas protected by Metropolitan Open Land (MOL), Green Belt and Local Open Space designations. Open space is important for: recreation and leisure; health and well-being; social inclusion and community development; education and learning; cultural and social activities; heritage and sense of place; amenity; environment, biodiversity, nature conservation and agriculture (in the south of the borough). The green spaces which run along the Hogsmill River and the Bonesgate stream from the boundary with Epsom and Ewell to the Thames form an important green corridor running through the borough and form part of London's strategic open space network.

National planning guidance on Planning for Open Space, Sport and Recreation (PPG17) and the London Plan require LDF policies to protect, maintain and enhance open spaces. Local authorities are advised to undertake an Open Space Assessment to: audit existing provision; identify existing and future open space needs, opportunities for new spaces and local open space standards.

The Kingston Open Space Assessment (Atkins 2006) (available through the Council's website www.kingston.gov.uk/corestrategy) addresses the above requirements. The Study surveyed 318 public and private open spaces and found that public parks make up the largest area at 19% of total open space, followed by golf courses 15%; private playing fields 14%; natural/semi-natural spaces 12% and public playing fields 10%. The Study classifies and analyses spaces by size, primary role, recreational value, accessibility and physical character, in line with PPG17 and the London Plan hierarchy of public parks.

The Study informed the RBK Green Spaces Strategy 2008, which provides the strategic policy framework for maintaining and enhancing green spaces owned or managed by the Council. There are separate, associated strategies for Street Trees and Allotments.

Currently, the open space on school sites around school buildings is designated as Local Open Space and protected in the same way as public parks and recreation grounds. It plays an important role providing open space for play, sports, recreation and amenity. Currently there is a pressing need to re-organise and expand a number of schools to meet changing requirements and the increasing demand for school places resulting from housing and population growth.

The aim will be to retain open space and to explore all options to re-organise/expand schools within the existing built footprint, with a clear presumption against a net reduction in open space. This issue could be addressed either through continuing the existing designation or through the introduction of a separate designation for School Sites, in both cases with a criteria based policy for use in preparing and assessing development proposals and their effects on open space. The criteria would include: whether the school is within an area of open space deficiency, whether the school meets standards for outdoor school play space and playing pitches, the character of the area and what other options are available.

Options for protecting and enhancing green spaces

- 1 Continue to protect existing open space through the designations: Local Open Space; MOL; Green Belt and Allotments, with a core policy to protect and enhance them.
- 2 Implement the RBK Green Spaces Strategy and Allotment Strategy to maintain and enhance green spaces owned or managed by the Council.
- 3 Introduce a separate designation for school sites with a criteria based policy for use in preparing and assessing development proposals on school sites.



Issue 11: Local open space standards

The LDF needs to set locally based standards of provision for:

- Parks and play areas – provision for children and teenagers
- Natural/semi-natural green space
- Allotments
- Outdoor sports facilities

The Atkins Study which covers the first three elements found that:

- Overall the borough has a relatively low quantity of public park provision for an outer London Borough, with 1.12ha of public park provision per 1000 population.
- There are areas deficient in access to public parks (defined as those which are further than 400m from any form of small local park and 800m from any other public park) including a large part of Coombe Hill ward and small parts of Coombe Vale in Maldens and Coombe Neighbourhood and part of Surbiton Hill and small parts of Berrylands and Alexandra in Surbiton Neighbourhood.
- The impact of deficiencies is greater in areas with flats and terraces than in areas with houses and private gardens,

however some areas are also close to other open spaces, such as playing fields.

- There are significant deficiencies in play provision for children and teenagers, for both informal and dedicated play areas, to meet current national standards.
- There is high demand for allotments, with 23 active sites, 980 plots, average occupancy of 80% and 7 sites fully occupied.
- Provision of natural/semi-natural green space is adequate, but not all residents have good access to such areas close to home.

The Council carries out annual assessments of the condition of playing pitches in order to identify any required improvements. In respect of play, the Kingston Play Strategy 'Play for Today' is being reviewed and will provide guidance on future play provision.

In Surbiton, there may be opportunities to provide public open space on the former Thames Water Filter Beds (see Section 6) on the riverside in Portsmouth Road, which are designated as MOL.

Options for open space provision

- 1** Include a core policy relating to open space standards and prepare supplementary guidance on open space standards.
- 2** Adopt open space standards to be applied to new housing development, especially for areas identified as deficient in open space provision.
- 3** Require S106 contributions from new housing development to improve the quality and value of open space (to be set out in Planning Obligations SPD).
- 4** Implement the RBK Green Spaces Strategy and its Annual Implementation Plan and the RBK Allotment Strategy to secure qualitative improvements to RBK owned and managed green spaces and allotments.
- 5** Investigate opportunities to provide public open space on the redundant Thames Water Filter Beds in Portsmouth Road, Surbiton, which are MOL (see Section 6).

Issue 12: Green Belt and Metropolitan Open Land

The Borough has large tracts of land designated as Metropolitan Open Land (MOL) (546ha) and Green Belt (640ha), which cover 32% of the borough's land area and include public and private open spaces, recreation grounds, nature reserves and agricultural land (in the south of the borough).

The MOL which runs along the Hogsmill River and Bonesgate stream from the borough boundary with Epsom and Ewell to the Thames at Kingston and the Green Belt to the south of the borough's built up area, form part of London's strategic open space network.

National guidance (PPG2 Green Belts) and the London Plan (Policies 3D.9 and 3D.10) set out policy guidance on protecting the Green Belts and Metropolitan Open Land (MOL). Green Belt performs an important role in preventing urban sprawl, promoting urban renaissance and preserving the openness of land. The MOL designation protects strategically important open land within the built environment. Green Belt and MOL are both permanent features, which should be maintained and protected from inappropriate development. Their boundaries should only be altered in exceptional circumstances and this should be undertaken through the LDF process, in consultation with the Mayor of London. Whilst it is not appropriate to repeat national or London Plan policies for the Green Belt and MOL, the Core Strategy will need to cross-refer to them.

It is appropriate, as part of this LDF Core Strategy process, to review the boundary of MOL and the Green Belt to assess what opportunities there are for changes and whether any changes are appropriate. For example, to consider how settlements (such as Malden Rushett) and major developed sites (such as the Hogsmill sewage treatment works) in the Green Belt and MOL should be treated. Where

sites are designated as 'Major Developed Sites', there is a more flexible approach to development within the existing development envelope.

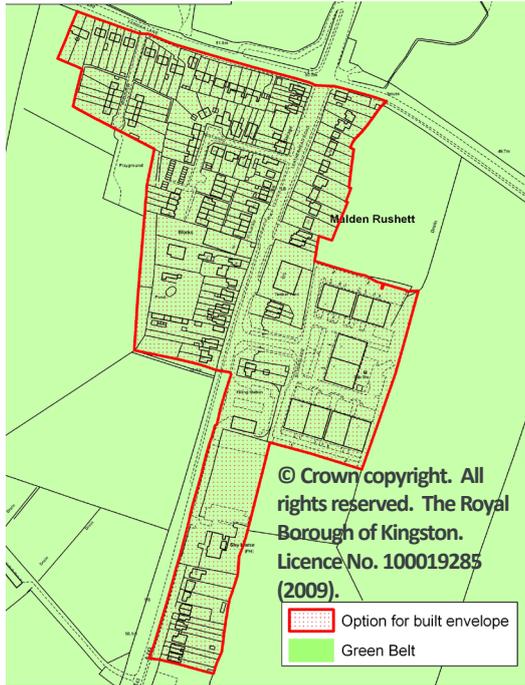
Green Belt

In the south of the borough, all the land to the south of the built up area is designated as Green Belt. The Green Belt 'washes over' the small settlement of Malden Rushett, some significant local businesses, including Chessington World of Adventures and Chessington Nurseries, and residential properties in Green Lane Chessington. Some of these areas do not make a significant contribution to 'openness' and the constraints resulting from the Green Belt designation affect both residents and businesses.

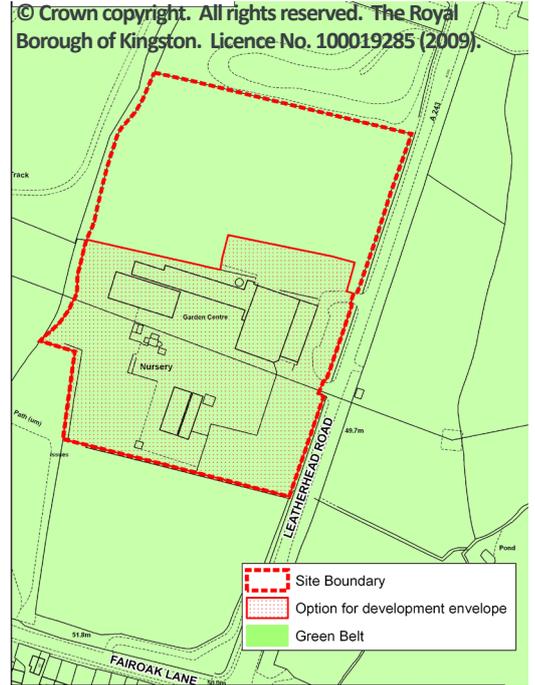
Chessington World of Adventures is treated as a Major Developed Site, which means that a more flexible approach to development is allowed, i.e. limited infilling within an identified 'development envelope', than would otherwise be the case. The site also accommodates a seasonal Park and Ride service to Kingston town centre over the pre-Christmas to New Year period, which removes many cars from the local road network. Are there opportunities to extend this to provide a permanent year round service and what implications would this have for the site?

There are few opportunities to extend existing employment areas, as many abut residential areas, or to provide new employment areas. The Green Belt abuts both the Barwell and Silverglade Business Parks. Is there sufficient justification to revise the Green Belt boundary around both business parks to allow their expansion?

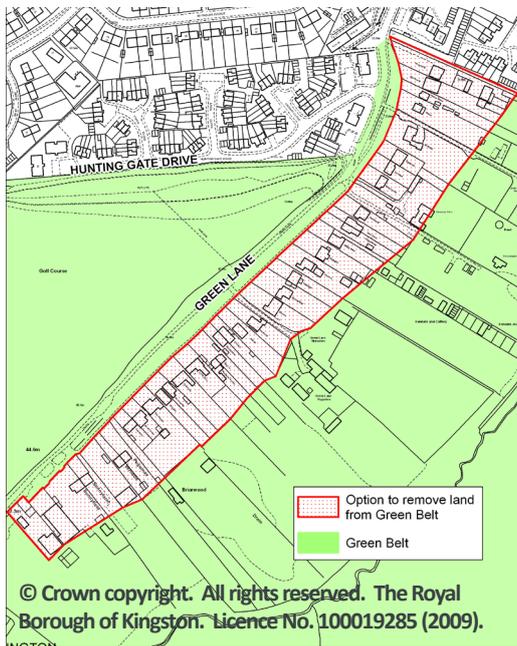
Options for revisions to Green Belt boundaries or changes to the way that developed sites are treated are set out overleaf.



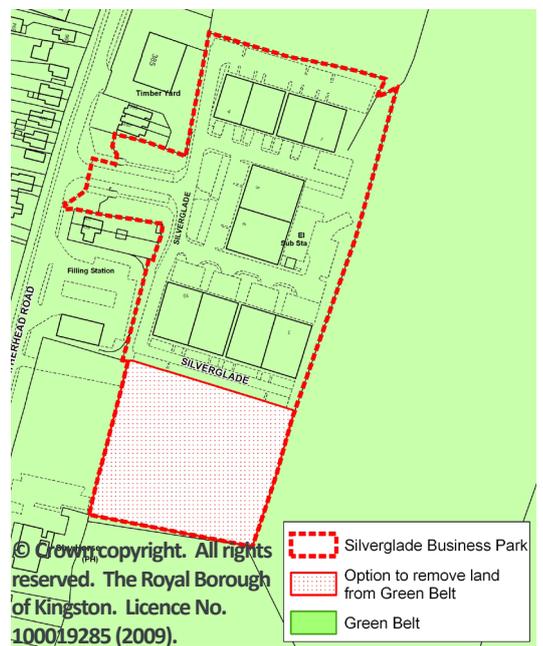
Malden Rushett



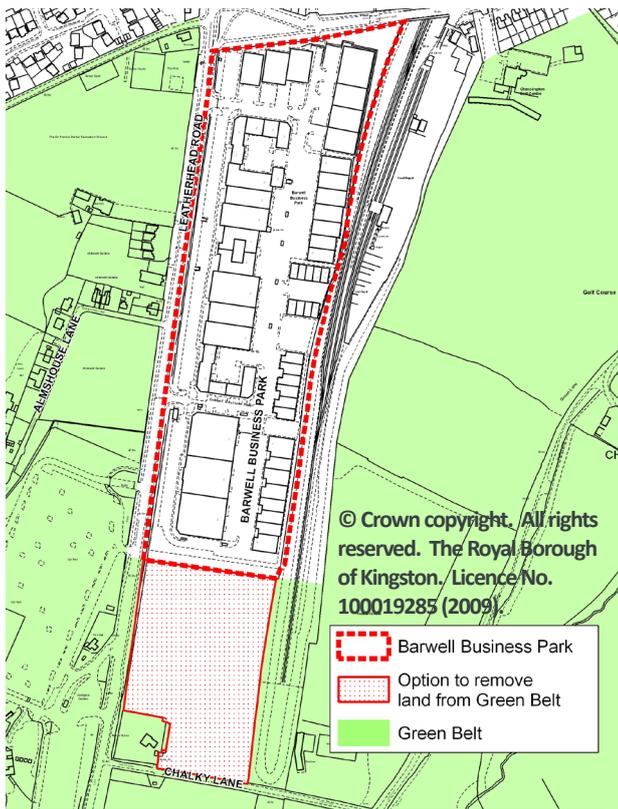
Chessington Nurseries



Green Lane area



Silverglade Business Park



Barwell Business Park

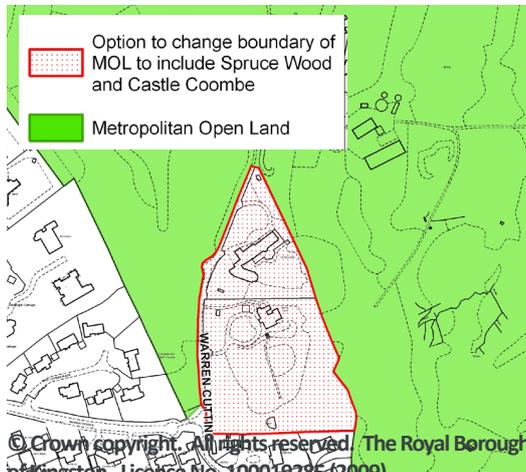
Options for review/changes to Green Belt boundaries

- 1 Maintain existing Green Belt boundaries and the present approach where the Green Belt ‘washes over’ Chessington World of Adventures, Malden Rushett, Chessington Nurseries and Green Lane and where Green Belt policies apply. Continue with the designation of Chessington World of Adventures as a ‘Major Developed Site in the Green Belt, where limited development is allowed within an identified development envelope.
- 2 Amend the Green Belt boundary to remove Malden Rushett from the Green Belt to allow a more flexible approach to small scale infill development within the village boundary.
- 3 Retain the Green Belt designation but define Malden Rushett as a village or developed site with a boundary and create a criteria based policy allow for small scale infill development within the village boundary
- 4 Amend the boundary to remove Chessington Nurseries from the Green Belt or designate it as a Major Developed Site
- 5 Amend the boundary to remove residential properties along the Green Lane frontage from the Green Belt.
- 6 Amend the boundary to remove land to the south of Barwell Business Park from the Green Belt and allow business park expansion southwards to Chalky Lane.
- 7 Amend the boundary to remove land to the south of Silverglade Business Park from the Green Belt and allow business park expansion southwards.
- 8 Change other parts of the Green Belt boundary?

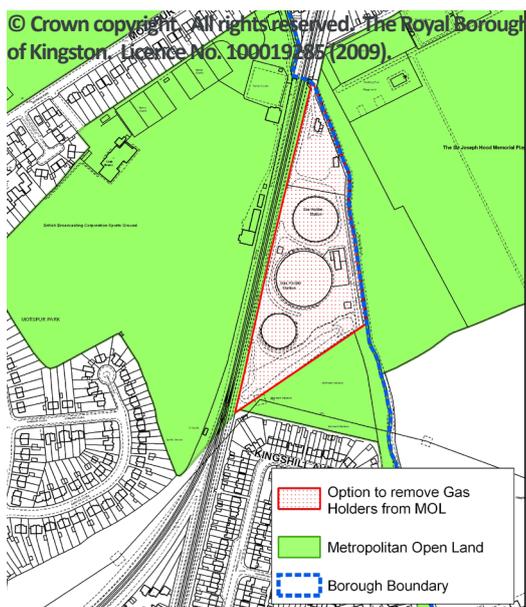
Metropolitan Open Land (MOL)

There are five areas where they may be justification to change MOL boundaries. Two involve the potential removal of land from MOL and three the addition of land for MOL designation.

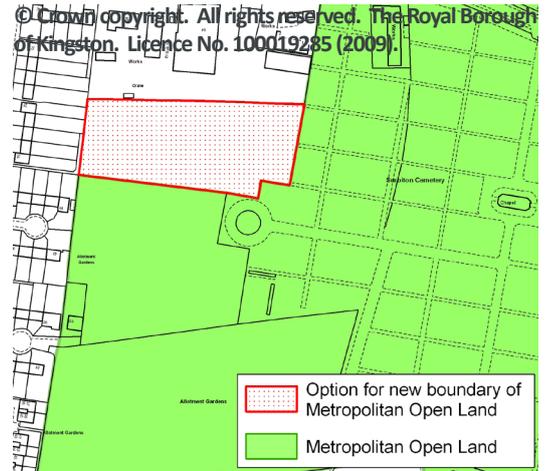
Within the Hogsmill Valley/Kingsmeadow area of MOL (which includes the large Hogsmill Sewage Treatment Works), there is significant potential for change and improvement. This is dealt with separately in Section 6 of this document.



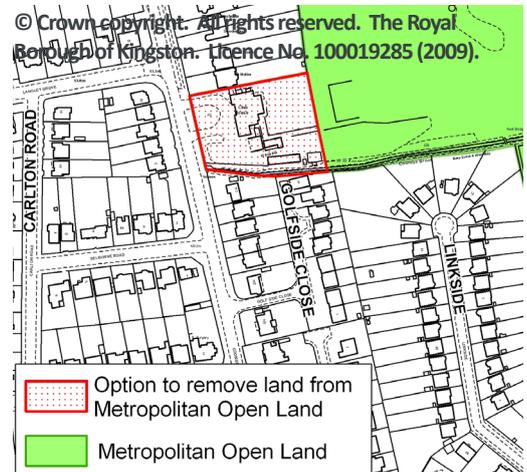
Warren Cutting - Spruce Wood and Castle Coombe



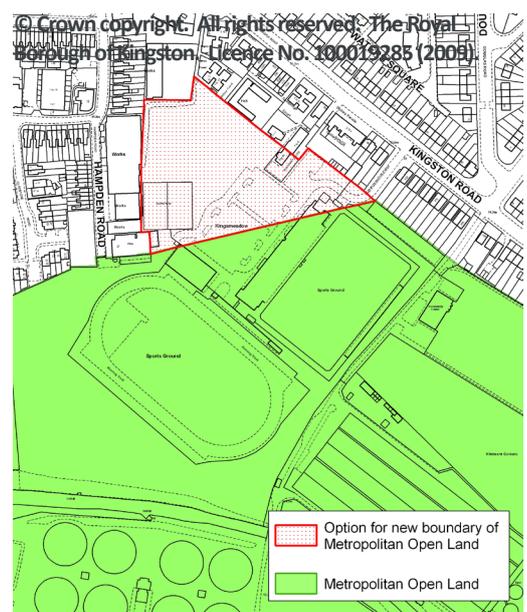
Motspur Park gas holders



Lower Marsh Lane Cemetery Land



New Malden Golf Club Clubhouse building



Kingsmeadow stadium

Options for review/changes to MOL boundaries

- 1** No changes to existing MOL boundaries
- 2** Amend MOL boundary to ADD IN two properties (Spruce Wood and Castle Coombe) in Warren Cutting adjacent to Coombe Hill Golf Club MOL.
- 3** Amend MOL boundary to REMOVE New Malden Golf Club building on Traps Lane frontage from MOL.
- 4** Amend MOL boundary to REMOVE Motspur Park gas holders from MOL.
- 5** Amend MOL boundary to follow the Kingsmeadow Stadium property boundary and ADD IN land to MOL designation.
- 6** Amend MOL boundary to ADD IN open land being prepared for cemetery use off Lower Marsh Lane adjoining existing cemetery.
- 7** Change other parts of the MOL boundary.



Issue 13: Thames riverside

Kingston's origins and development are inextricably linked to the River Thames, which provided food and transport and led to the development of Kingston town centre through trade and industry. The river has a major influence on the character of the areas close to it, including parks and gardens, Kingston town centre, residential areas, leisure and sporting facilities and wildlife habitats.

In line with the London Plan, the borough has designated a Thames Policy Area (TPA) along the Thames which forms the borough's northwest boundary. London Plan Policy 4C.1 Blue Ribbon Network seeks to: protect the River Thames as part of London's open space network, improve riverside access, create a high quality riverside environment; conservation of the river as a strategic natural resource; promote use of the river for leisure, recreation and transport; retain and improve moorings facilities.

There are significant opportunities to capitalise on the river and the riverside as a very special asset. The Council is an active

and committed member of the Thames Landscape Strategy (TLS), a partnership organisation which promotes use of the river and riverside enhancements. The Council is also preparing a Moorings Plan to guide future improvements and help reverse the dramatic decline in the number of boats on the river.

Existing local planning policies aim to protect and enhance the area's special character, and ensure that best use is made of the Thames area for river based recreation, transport, flood defence, and other riverside uses. A substantial part of the TPA falls within the area covered by the K+20 Kingston Town Centre Area Action Plan. This sets out the Council's approach to supporting and enhancing river-related activity and the quality of development along the riverside (Policy K13 Riverside Strategy). Outside the town centre it is likely that the thrust of existing policies will be carried forward into the Core Strategy.

Options for Thames riverside

- 1 Include a core policy on the Thames Policy Area, informed by London Plan policies, the Thames Landscape Strategy, the K+20 Kingston town centre AAP Policy K13 Riverside Strategy and the Council's Moorings Plan.
- 2 Promote the river through partnership working to raise its profile and encourage greater use of and enjoyment of the river and riverside for sport, recreation and leisure, whilst respecting the natural environment
- 3 Seek improvements to:
 - facilities for river based and riverside recreation and leisure activities
 - facilities for boat users, including moorings, support facilities e.g jetties and slipways, club facilities and information, in line with the Moorings Plan
 - the quality of the riverside environment, including: the riverside walk, open spaces, biodiversity and links to the riverside
 - the quality of riverside development

Issue 14: Protecting and enhancing biodiversity

Biodiversity is the variety of living things around us and the habitats they live in. It is important in maintaining healthy ecosystems and enhances the quality of life by giving us a sense of well being by providing psychological, educational and health benefits.

Biodiversity is at the heart of the government's aim for a more sustainable future and the Council has a duty to ensure a diverse and thriving natural environment (ODPM 2004). 'Biodiversity' is ultimately lost or conserved at the local level and local authorities are urged to develop their own community based Biodiversity Action Plans to protect, conserve and enhance wildlife.

Parks, woodlands, green corridors, gardens, farmland, rivers and watercourses all provide valuable habitats for plants and animals. Maintaining links and 'stepping stones' between habitats to act as wildlife corridors is very important to allow species to travel and spread.

The Mayor of London's Biodiversity Strategy identifies Areas of Deficiency and supports projects to improve biodiversity in parks and open spaces and access to them. The London Plan identifies four Sites of Metropolitan Importance for Nature Conservation in the borough: the River Thames, Coombe Wood Golf Course, Sixty Acre Wood and Jubilee Woods and areas deficient in access to nature including parts of Kingston, Maldens and Coombe and Tolworth. The Council's improvement plans for individual open spaces will take account of the deficiencies.

The 2008 RBK Green Spaces Strategy identifies 51 sites for nature conservation, 21 of which have been identified for enhancement and 9 Local Nature Reserves, with a further one proposed at the Hogsmill Meadows. The Green Belt and MOL designations which cover large tracts of land are important for biodiversity and the protection and enhancement of species and habitats.

Options for protecting and enhancing biodiversity

- 1 Include a core policy to protect and enhance biodiversity with a guiding principle 'to allow no further net loss of biodiversity and to achieve positive gain.'
- 2 Maintain Sites of Importance for Nature Conservation and Local Nature Reserves.
- 3 Should any other sites be designated as Sites of Nature Conservation Interest or Local Nature Reserves?
- 4 Continue to work in partnership with a range of organisations on projects to improve biodiversity within green spaces and access to them.
- 5 Address deficiencies identified in the Mayor of London's Biodiversity Strategy
- 6 Implement the RBK Green Spaces Strategy 2008
- 7 Ensure the protection of green corridors that link habitats and allow species to travel and spread.
- 8 Ensure new development improves biodiversity, through sustainable drainage, landscaping, tree planting, inclusion of green spaces and green roofs.

Kingston Community Plan Theme 1

A sustainable Kingston: Protecting and enhancing the environment

KCP OBJECTIVE 4: Sustain and share economic prosperity

Issue 15: Economic development

The borough has a generally healthy economy underpinned by retail, business activities, finance and IT, public administration, education, the health sector, plus service and logistics businesses. Small and medium sized businesses constitute a major component of the local economy and there has been significant growth in the creative industries (software, publishing, advertising, media etc), higher and further education, distribution and logistics.

Town centres (including district centres) provide for a wide range of economic, social and cultural activities. Their health is very important for the quality of life of residents, but they can be affected by changing lifestyles and economic forces. Town centres are accessible locations, so focussing shops, services and employment there will help to reduce the need to travel further afield and achieve sustainable development.

The London Plan and associated strategies recognise the importance of strong and diverse economic growth, especially in growing sectors such as the creative industries and tourism and the need to support these sectors through the provision of suitable business premises, advice and improving training and skills. The potential of suburban office markets which need to be rejuvenated is also recognised.

The Kingston Community Plan recognises that maintaining a healthy and well-being of the borough. Providing a wide range of rewarding employment for local residents can help to reduce the need to commute out of the borough to work and aid sustainability. Broad options for tackling this issue are set out below with more detailed consideration given under Issues 16-22.

Options for maintaining a healthy and sustainable economy

- 1** Regenerate Kingston town centre and the three district centres and maintain support for local centres.
- 2** Modernise industrial and business estates, the quality of the office stock and grow the small and medium sized enterprises (SME) base.
- 3** Promote and support higher and further education, including Kingston University, Kingston College, Kingston Adult Education, Hillcroft College and other initiatives to improve training and skills.
- 4** Promote and facilitate the growth of the community and voluntary sector and the development of social enterprise.
- 5** Promote tourism and encourage more visitors

Issue 16: The role of Kingston town centre

Kingston town centre is designated as one of 11 metropolitan centres in the London Plan. Metropolitan centres serve wide catchment areas covering several boroughs, offer a high level and range of comparison shopping and have significant employment, service and leisure functions. Kingston town centre plays a very important role in the local economy. It is the borough's main commercial centre providing over 17,000 jobs in 700 businesses and organisations; a sub-regional shopping centre attracting over 18 million visitors a year; a significant cultural and leisure destination with the Rose Theatre and the Rotunda, especially in the evenings; a sub-regional centre for business, public administration and legal services (Crown, County and Magistrates Courts) and a growing centre for higher and further education, with Kingston University and Kingston College. It serves southwest London and northeast Surrey.

A key objective of PPS6 Planning and Town Centres is to plan for the growth and development of existing centres by promoting and enhancing them. London Plan policies also aim to exploit the strength of metropolitan centres.

The Vision and strategy for Kingston town centre is set out in the K+20 Kingston town centre Area Action Plan DPD, which was adopted in 2008, and forms part of the statutory development plan for the borough www.kingston.gov.uk/kplus20.

There was wide ranging public and stakeholder engagement on the emerging Area Action Plan between 2003 and 2006 and an examination in public by an independent Inspector in early 2008 which found the Plan to be sound.

In the preparation of the AAP an option for higher growth was considered but discounted following sustainability

appraisal due to the lack of space in a compact town centre and potential adverse social, economic and environmental effects on the centre's attractive and distinctive character. Therefore no 'Option' is presented for Kingston town centre as the strategy set out in the AAP is intended to continue. The Core Strategy will include a strategic policy for the town centre - to maintain and enhance its attractive and distinctive character and role as a metropolitan centre, in particular for shopping, business, education, culture and entertainment.



Issue 17: The role of Surbiton, New Malden and Tolworth District Centres

They provide a range of retail, catering and business services for their local communities, as well as significant employment, including office based employment. Surbiton with its excellent rail services and bus connections sustains a cluster of offices based around the station, several of which are due to expand. The iconic Tolworth Tower and the office towers next to New Malden Station provide substantial office accommodation for businesses in their respective centres.

London Plan policies aim to enhance, diversify and strengthen the wider role of town centres to sustain and enhance their vitality and viability; accommodate economic and housing growth through intensification and selective expansion, taking account of infrastructure capacity and improve access. LDF policies should relate the scale of retail, leisure, commercial development to the size and role of a centre and its catchment. It

encourages additional convenience goods capacity in discreet centres of appropriate scale, to secure a sustainable pattern of retail development.

A report by external consultants on the catchment areas and market shares of the three district centres shows that there is a significant outflow of retail expenditure from the catchment areas of all three centres which impacts on their vitality and viability.

Each of the District Centres has sites with opportunities for improvement and development: Tolworth Tower in Tolworth; Surbiton Station car park in Surbiton and Cocks Crescent in New Malden. Projects underway in Surbiton and Tolworth are considering a range of development and improvement initiatives. Each centre also has the potential to accommodate up to 200 new homes, mostly in the form of flats as part of mixed use development.

Options for Surbiton, New Malden and Tolworth district centres

- 1** Sustain and enhance the role of the district centres to maintain their vitality and viability, including for 'walk to' services and day to day shopping needs, commercial, cultural and leisure activities and community facilities
- 2** Accommodate economic and housing growth (up to 200 new homes in each centre) through intensification, upgrading, selective expansion and optimising the use of previously developed land, taking account of infrastructure capacity
- 3** Improve the diversity and quality of shopping facilities
- 4** Use a design led approach to enhance the quality of the environment, buildings, public spaces and the streetscape
- 5** Improve access to centres by public transport, walking and cycling and ensure that there is convenient car parking so as not to put the centres at a commercial disadvantage in relation to out of centre stores which have plentiful free parking
- 6** Reduce delivery, servicing and road user conflict
- 7** Designate the District Centres as 'Major Office Locations', protect employment uses and accommodate quantitative and qualitative improvements to the office stock to provide improved space for businesses and encourage a wider range of job opportunities.

Issue 18: The role of local centres and local shops

The borough's 28 local centres and shopping parades, together with individual shops supplement provision in Kingston town centre and the district centres and provide for day-to-day needs. They also provide business premises and account for around 5% of the borough's employment opportunities.

A Study of Local Centres and a MORI survey of residents' use of local shopping centres have been completed to inform the preparation of the Core Strategy. The main findings of the studies are as follows:

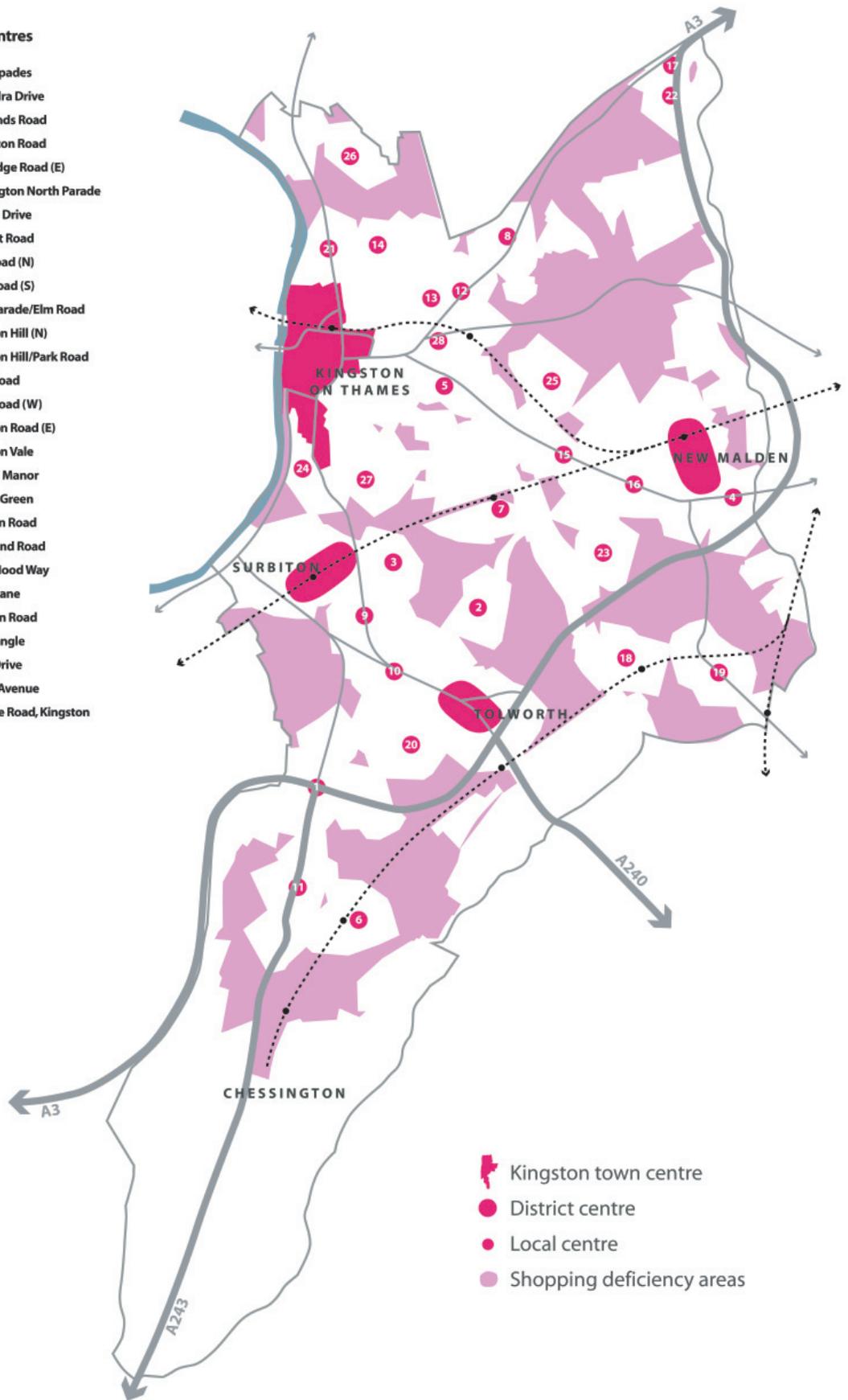
- over two-thirds of borough households have access to local shops within a 5 minute walking distance (400m)
- overall the centres continue to be well used, their roles and functions continue to adapt, with increasing leisure uses replacing A1 shops
- the centres mainly serve a top-up shopping role, but also provide for main food shopping, with 25% households using them for a weekly main food shop
- only 8 centres have a large convenience store (more than 150sqm gross), including all three centres in the South of the Borough Neighbourhood
- local centres are especially important in the South of the Borough, where the 3 centres, especially the larger centres in Hook and Chessington compensate for the lack of a District Centre (the nearest centre being Tolworth)
- South of the Borough residents are the most dissatisfied with their local shops
- the best performing centres all have larger convenience stores
- some centres perform very well (Alexandra Drive, North Parade and Kingston Vale), while others perform poorly (Chiltern Drive and Red Lion Road)
- key determinants of success are: a convenience store of more than 150sqm gross; a prominent location to attract passing trade; availability of parking; minimal catchment area overlap; a good quality pedestrian environment, with suitable road crossings; a range of retail, service and cafe/take-away attractions
- there are some large areas which are more than 400m from a local shop

Options for maintaining and enhancing the role of local centres and shops

- 1** Continue to maintain, promote and enhance all 28 local centres
- 2** Remove 4 centres (Cambridge Road East, Kingston Hill North, Red Lion Road and Robin Hood Way) from the Local Centre designation as they no longer function as 'Local Centres'. They would be identified as local shops and under current UDP policy they would benefit from policy protection if alternative facilities are not available or if their loss would adversely affect the range of basic shopping facilities (see point 7 below).
- 3** Designate the larger Cambridge Road parade (nos.9-39) as a local centre
- 4** Consider how to support and maintain the Chiltern Drive, Kingston Road East and Burlington Road centres, which are struggling.
- 5** Expand the boundaries of the Kingston Hill/Park Road centre (to include 179-187 + 192-200 London Road and 1-7 + 2-16 Kingston Hill) and the Kingston Vale centre (to include land next to 5 Kingston Vale [the former petrol station site]).
- 6** Consider whether and how new shops could be provided in the deficiency areas to better serve local residents without affecting existing centres
- 7** Continue the protection of local shops outside centres through the introduction of a criteria based approach.

Local Centres

- 1 Ace of Spades
- 2 Alexandra Drive
- 3 Berrylands Road
- 4 Burlington Road
- 5 Cambridge Road (E)
- 6 Chessington North Parade
- 7 Chiltern Drive
- 8 Crescent Road
- 9 Ewell Road (N)
- 10 Ewell Road (S)
- 11 Hook Parade/Elm Road
- 12 Kingston Hill (N)
- 13 Kingston Hill/Park Road
- 14 Kings Road
- 15 Kings Road (W)
- 16 Kingston Road (E)
- 17 Kingston Vale
- 18 Malden Manor
- 19 Plough Green
- 20 Red Lion Road
- 21 Richmond Road
- 22 Robin Hood Way
- 23 South Lane
- 34 Surbiton Road
- 25 The Triangle
- 26 Tudor Drive
- 27 Villiers Avenue
- 28 Coombe Road, Kingston



Issue 19: Employment sites

For economic and sustainability reasons, it is important to ensure that there is sufficient land and premises available to meet business needs and provide a range of rewarding employment opportunities for residents to increase choice and reduce the need to commute out of the borough to work.

The findings from the RBK Employment Land Review indicate that there is sufficient justification to retain land in business and industrial uses. This is consistent with the Mayor's policy for Kingston of 'restrictive transfer' i.e. where change of use or redevelopment to other uses should be restricted.

The Chessington Industrial Estate (Preferred Industrial Location) and Barwell Business Park, Chessington (Industrial Business Park), both in the south of the borough are designated as Strategic Industrial Locations (SILs) in the London Plan and only uses appropriate to SILs will be permitted on those sites.

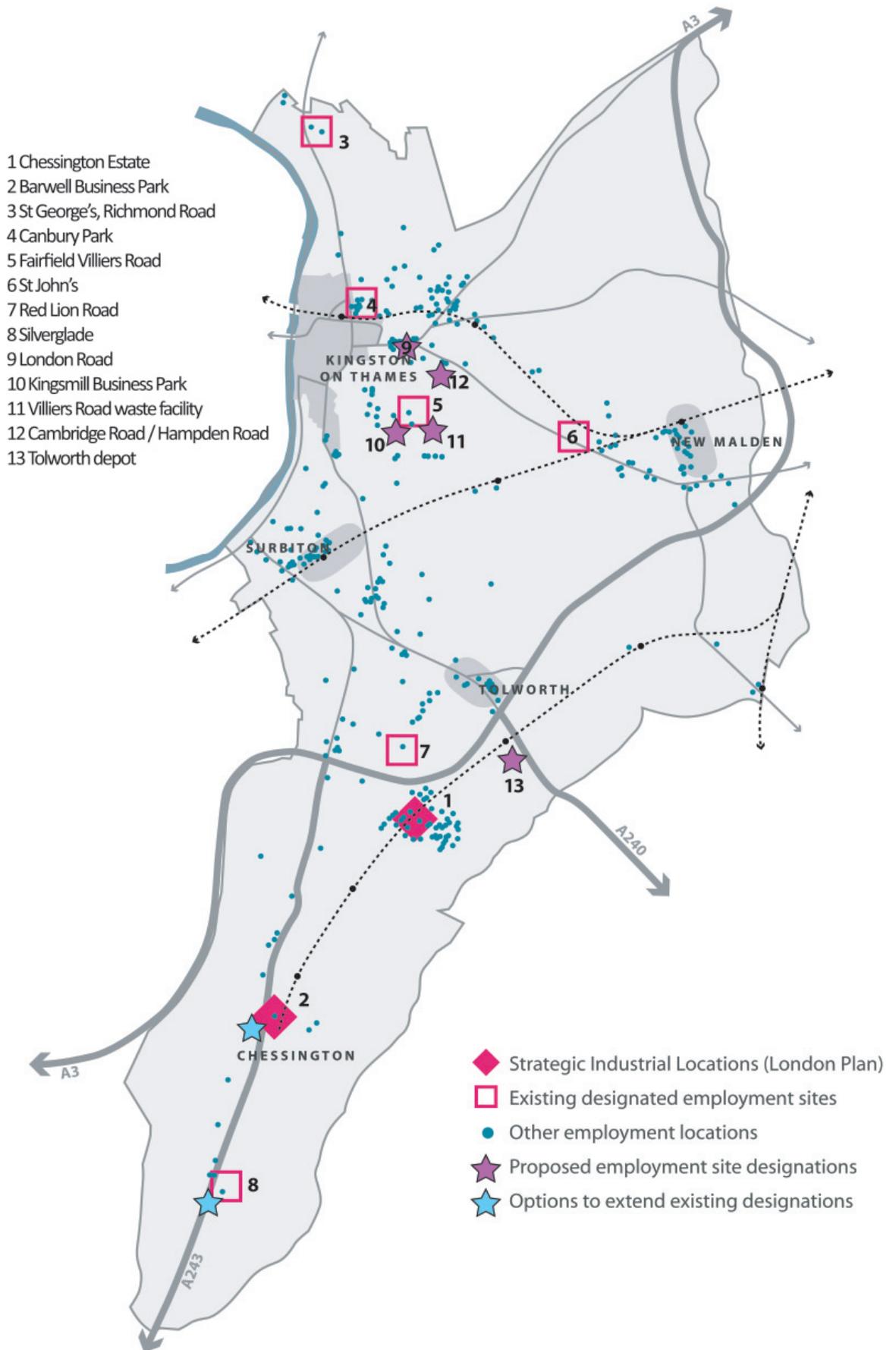
There are six other designated industrial and business areas, three in Kingston Town Neighbourhood, one in Maldens and Coombe Neighbourhood and one in South of the Borough Neighbourhood, which are currently protected from change to other uses, as set out on the options.

Other important employment and industrial areas which are specifically identified for protection at present, but which could be designated, are set out in the options.

There are limited opportunities to increase the supply of employment land through the expansion of existing sites, as most are hard up against other uses including residential or through the allocation of additional land. In the south of the borough, there is

pressure to expand the Silverglade business park southwards onto Green Belt land. This could provide additional land for business use or a potential waste management facility. In a similar way, the Barwell Estate could be extended southwards onto Green Belt land to provide more land for business uses. In both cases, this would require the Green Belt boundaries to be changed. This 'option' is considered here and under the Section on Green Belt.

There are at least 70 smaller sites in industrial/business use scattered across the borough. They are an important source of premises for business activities and employment, providing an estimated 25% of the borough's jobs. There is evidence that UDP Policy E1a has been successful in protecting these areas from change of use to higher value land uses such as housing and this together with the borough's 'restrictive transfer' category provide justification for continuing to protect them.



Options for employment sites

- 1** Carry the London Plan Strategic Industrial Location designations for:
 - Chessington Industrial Estate (Preferred Industrial Location); and
 - Barwell Business Park (Industrial Business Park)into the Core Strategy and continue to protect them for employment uses and facilitate upgrading through development and refurbishment.
- 2** Continue to protect all six industrial/warehouse/business area designations as Locally Significant Industrial Sites (LSISs), so they can continue to meet business and employment needs and benefit from protection from changes of use and facilitate their upgrading through development and refurbishment, especially the St John's area:
 - St George's Estate, Richmond Road, Kingston
 - Fairfield Estate, Villiers Road, Kingston
 - Canbury Park Estate, Kingston
 - St John's Area, New Malden
 - Red Lion Business Estate, Tolworth
 - Silverglade Business Park, Malden Rushett
- 3** Designate the following sites as LSISs:
 - Kingsmill Business Park, Villers Road, Kingston
 - London Road to the east of Kingston town centre, which has significant offices and other business uses
 - the area around the junction of Cambridge Road and Hampden Road in Norbiton, adjacent to the Cambridge Road Estate, which accommodates a range of industrial uses which provide important local employment opportunities. The area is in poor condition and has significant potential for refurbishment/upgrading/redevelopment which could be linked in with local training initiatives
 - the depot site adjoining Tolworth Station which accommodates an aggregates depot, concrete batching plant and bus depot
 - the waste transfer station off Villiers Road
- 4** Consider extensions to the Barwell and Silverglade business parks onto Green Belt land (see Issue 12 Green Belt options 7 and 8)
- 5** Introduce a criteria based policy (consistent with the London Plan and the Mayor's supplementary planning guidance on Industrial Capacity) to protect non-designated employment sites from changes of use, similar to UDP Policy E1a. This would assess whether such sites are suitable for continued business use or whether this would cause access, parking, amenity or other issues in the area.
- 6** Allow non-designated industrial/business sites to change to other uses. This could encourage changes of use and redevelopment, thus reducing the supply of sites for business use and employment opportunities.

Issue 20: Lifelong learning

Kingston University and Kingston College, both based in Kingston town centre, are popular institutions which serve the sub-region and play an important role in the local economy providing education and training, employment, social and cultural activities and significant spend. Both have expanded to meet educational needs and targets (set by central government) and require additional space, new and upgraded facilities, mainly on their existing sites.

The University has around 20,000 students (17,000 full and 3,000 part time) and 2,000 staff at academic sites in Penrhyn Road, Knights Park and Kingston Hill (plus a site outside the Borough in Putney Vale). It generates around £300 million of secondary economic activity in the area annually. The College's main sites are in Kingston Hall Road and Richmond Road and it attracts a majority of its students from outside the borough to attend specialist vocational courses.

Options for lifelong learning

- 1** Continue to work in partnership with Kingston University and Kingston College, recognising their importance in the local economy, to identify appropriate opportunities, mainly on their existing sites, to meet their needs for additional and upgraded facilities so they can continue to offer high quality education and skills training.
- 2** Apply a general development management policy to minimise the impact of development proposals on the amenity of local communities.
- 3** Work with Kingston University and Kingston College on smarter travel initiatives including travel planning to maximise opportunities for sustainable travel and minimise impact on transport infrastructure.

Student residential accommodation is considered under Issue 24 in the section on Housing.

Issue 21: Tourism and visitors

Tourism is a key driver in London's economy, providing around 190,000 jobs (4% of employment) and generating around £13 billion in visitor spending annually. Visitor activity is important to Kingston in terms of the expenditure and jobs it generates, estimated to be £57million and 4% of total employment respectively in 2004.

Significant numbers of people visit Kingston for different purposes, including those staying overnight (tourists on holiday, business visitors, people visiting friends and relatives (VFR) and others e.g. in connection with the University) and day visitors on shopping and leisure trips, visitors on holiday staying outside Kingston, business visitors and day visitors to friends and relatives.

The borough is well placed to capitalise on tourism in view of its surroundings and mix of old and new attractions, including the historic core of Kingston town centre, high quality shopping facilities, the riverside, Chessington World of Adventures and proximity to Royal Palaces at Hampton Court and Kew. Kingston is one of only four Royal Boroughs in England and Wales and there is a long history of Royal connections dating back over a thousand years.

In order to enhance its position Kingston must continue to upgrade its offer to both visitors and residents. Current trends are also relevant as short breaks, business and VFR markets are increasing, whilst domestic long stay holidays are decreasing and the overseas market can change rapidly. The day visitor market is increasingly competitive but is one that Kingston has a good track record in.

The Visitor Management Plan 2004-2007 prepared by the Council with partners and stakeholders, was closely associated with the South London Tourism Group and the London Development Agency's South London Sub-Regional Tourism Strategy and Action Plan. It identifies key issues and measures to promote Kingston as a quality visitor/tourist attraction including: increasing the amount of hotel and bed and breakfast accommodation for visitors; expanding special events; improving marketing, information and promotion; improving sustainable travel to maximise use of public transport and enhance the visitor experience; raising the profile of the River Thames to increase leisure activities; improving training and skills as well as international links and regional partnerships to maximise the economic, social and educational benefits of tourism for Kingston and its residents.

Options to encourage tourism and visitors

- 1** Encourage appropriate proposals to provide more visitor accommodation in accessible locations such as Kingston town centre and the district centres.
- 2** Increase partnership working including through the South London Tourism Group, with Kingston First and adjoining authorities and Visit Britain and Visit London to provide marketing and promotional information.
- 3** Encourage public transport, access and environmental improvements (see Issue 7 Transport), including to stations, arrival points, signage and coach parking/drop off/pick up points.
- 4** Promote river and riverside leisure activities and enhancements (See Issue 13)

Issue 22: New housing delivery

KCP Objective 6: Increase the supply of housing and its affordability

One of the key objectives of the Kingston Community Plan is to increase the supply of housing and its affordability. A decent home is a basic human need but is also a place where people and families should be able to develop and foster community life. House prices and rents in the borough are high, with the result that many people cannot afford either to rent or buy property. This can mean that:

- Young people and families have to move out of the borough
- People working in the borough have to commute in from areas with lower property prices
- Employers find it difficult to recruit and retain staff

The borough is predominantly low density residential suburbs comprising family houses with gardens. About 64% of the stock is houses and 36% flats, although recent completions comprise 87% flats and 13% houses. Owner occupation is the main form of tenure (71%), followed by privately rented housing (14%). There is a relatively small social housing sector compared to the London average, with Council and Housing Association housing making up around 12% of the stock.

Conversions and redevelopment providing one and two bedroom flats at higher densities, particularly in Kingston town centre, Norbiton, New Malden and Surbiton have raised concerns about lack of provision of larger family houses, impact on borough character and increasing pressure on community infrastructure such as schools and GP facilities. The increasing number and proportion of single person households and couples mean that there is also increasing need for smaller housing units. Over the 10 year period 1998/99 to 2007/08 just over 4,000 new homes were completed, an average of 400 a year, which

added to the borough's housing stock of around 60,000 dwellings. Of the 2,000 or so new homes completed in the past five years, two thirds were in Kingston Town Neighbourhood; 17% in Maldens and Coombe and Surbiton Neighbourhoods and just 67 or 3% in South of the Borough.

The Council is required by the government to identify a 15 year supply of housing land with details of how and where it will be achieved. The London Plan sets a housing target for all London boroughs to meet based on the 2004 London Housing Capacity Study. This assessed the likely housing supply from previously developed sites for which Kingston provided information. Kingston's target is to provide at least 3,850 new homes (385 per year) over the ten year period 2007/08 to 2016/17 from new dwellings and conversions. A new housing capacity study (Strategic Housing Land Availability Assessment) is being prepared, led by the GLA with input from the Council. This will inform the new target for Kingston for the 15 year period to 2025, for which the Core Strategy needs to make provision.

Assessment of potential housing sites, carried out as part of required annual monitoring, identifies capacity for around 4,600 new homes based upon: an assessment of the capacity of large sites likely to come forward for redevelopment; the capacity of small sites based on past trends and a figure for non-self contained units (e.g. student accommodation). Identified capacity is all on previously developed 'brownfield' sites, focussed in Kingston town centre (as part of the adopted Area Action Plan), the three District Centres (Surbiton, New Malden and Tolworth) and the former Government offices (Tesco) site, to the south of the A3 at Tolworth, which together could provide

nearly 3,000 new homes (64% of identified capacity).

The assessment relates to housing capacity only and does not take local infrastructure capacity, such as availability of school places and open space into account.

Extending the existing target of 385 new homes per year to 2025 would require capacity to be identified for a further 3080 new homes for the period 2016/17 to 2024/25 in addition to the 3850 for 2007/08 to 2016/17. Excluding the capacity for 4660 new homes that has already been identified, would leave a requirement for additional capacity/sites for 2270 new homes. If current delivery on small sites is maintained, this would provide 1120 homes, leaving sites for 1150 new homes to be found.

Applying an average household size of 2.28 for the borough over the period,

such a level of new housing could result in population growth of some 16,200 by 2025, a 10% increase, excluding population growth from within existing housing. It could be very difficult to demonstrate that adequate social and community infrastructure could be provided to support this level of overall population growth.

The amount of new housing development that can be accommodated is dependent upon the availability of new sites and their location, as well as infrastructure capacity. Deciding where additional development can take place is challenging, especially in a borough where there are few large sites available and where there are concerns about additional development affecting the borough's character and attractiveness and about the availability of social infrastructure (especially school places and GP facilities) to support additional development.

Options for new housing delivery

- 1** Seek to deliver the borough's housing allocation on previously developed sites based on housing capacity work. Accommodate at least 50% of housing provision on previously developed sites in Kingston town centre and the district centres at higher densities within mixed use development and up to 50% outside the main centres at lower densities. The centres are sustainable locations with the best access to public transport, jobs and local facilities and the additional residential population would help to support the vitality and viability of the centres. This option would allow a more restrictive approach to residential development away from the centres, reducing the need to develop at higher densities within existing lower density residential areas.
- 2** Seek to deliver the borough's housing allocation on previously developed sites, but taking a more dispersed approach to residential development across the borough, with residential areas taking a greater share of development through redevelopment at higher densities, development on garden land (which is classified as previously developed land) and conversions of large properties into a number of smaller units. This is a less sustainable approach in terms of access to facilities and potential loss of green garden space but would potentially allow a reduced amount of higher density housing in the main centres and a greater proportion of new housing comprise houses rather than flats.

Options for new housing delivery

- 3** Seek to deliver the borough's housing allocation on previously developed sites, recognising the need to protect and reinforce suburban character and the local environment and using the findings of the Borough Character Study to target development at areas in need of improvement or renewal, protect attractive low density residential areas with a high environmental quality, recognise the value of back gardens and ensure that a suitable mix of housing types with adequate amenity space is provided to meet local needs.
- 4** Seek to focus the delivery of the Borough's housing allocation on the basis of environmental factors and infrastructure capacity e.g. availability of school places/school sites and open space to support the resulting population growth.

Issue 23: Housing type, mix and affordability

In addition to accommodating new housing, it is important to ensure that a mix of housing is provided to meet the needs of the local community. The borough's neighbourhoods include large areas of family housing with gardens, though the average household size continues to fall.

The Core Strategy needs to take account of these factors and consider:

- The type, tenure, and size of new housing
- The need for affordable housing
- Provision of housing to meet the needs of specific sectors, such as older people, key workers, students, gypsies and travellers
- Opportunities to provide sustainable housing in terms of design, energy efficiency and use of renewables (see Section on Climate Change)

There is a pressing need to increase the amount of affordable housing in the borough. On average, just over 80 units a year have been completed over the past five years and despite just over 500 lettings per year in the social rented stock, there remains a significant shortfall in the availability of accommodation. There

is identified need for both social rented accommodation and 'intermediate' provision for those who cannot afford private housing but are ineligible for social housing, which includes key workers (teachers, public service workers etc.).

The Strategic Housing Market Assessment which is underway will provide information on housing needs in the borough and the economic viability of affordable housing to inform this Core Strategy. The London Plan review is also looking at how realistic and achievable affordable housing targets can be set and it has been indicated that requirements may change from a percentage to a numerical requirement, which will be an important consideration.

Options for the provision of affordable housing

- 1** Retain current targets as set out in UDP Policy H9 (50% affordable housing on sites where 25 or more homes are provided; 30-50% on sites of 10-24 homes), subject to the outcome of the Strategic Housing Market Assessment (SHMA).
- 2** Introduce a lower affordable housing threshold to include development schemes of less than 10 units.
- 3** Based on the outcome of the SHMA introduce a numerical target for affordable housing provision with an apportionment for large sites.

Options to secure a mix of housing sizes

- 1** Retain the mix of unit sizes required for affordable housing as set out in the Affordable Housing SPD.
- 2** Develop a borough wide housing mix to apply to both market and affordable housing or a separate mix for each depending upon the findings of the SHMA
- 3** Develop a requirement for a mix of unit sizes to apply to both market and affordable housing that varies according to location, so that the proportion of family accommodation of 3 or more bedrooms is higher in lower density residential areas, where there are houses with gardens in order to provide sufficient amenity space.

Issue 24: Student accommodation

Kingston University (with 20,000 students) has five residential campuses (four in the borough and one in LB Richmond) providing managed student accommodation (Halls of Residence) for just over 2600 students. The provision of 'Halls' places has a direct impact on student recruitment, the student experience and the local housing market. For some time demand has exceeded the number of places in 'Halls', as the University's growth has not been matched with an increase in residential stock. The lack of 'Halls' places results in increasing numbers of houses and flats being rented out to students, especially around in the Penryhn Road and Knights Park area, which reduces the supply of privately rented housing.

The University has reviewed its accommodation needs and the current shortfall of 'Halls' places is identified as 2,500 places. The K+20 Kingston town centre Area Action Plan makes provision for 500 places, in addition to the 200 places completed in 2008. The University's strategy outlines three main approaches involving collaborative work with the Council as strategic partners and with other local authorities to increase its 'Halls' stock. The CS will include a core policy on student residential accommodation and will aim to set a realistic target for the provision of additional 'Halls' accommodation in the borough.

Options for increasing the provision of managed student accommodation

- 1** Increase provision on existing 'Halls' sites e.g. Kingston Hill, Seething Wells
- 2** Identify sites with 'Halls' development potential e.g. redundant sewage treatment works in Lower Marsh Lane, Kingston (see Section 6).
- 3** Increase provision through agreements with private 'Halls' developers on e.g. Kingston town centre AAP sites
- 4** Set a realistic target for the provision of additional 'Halls' accommodation in the borough

Issue 25: Meeting gypsy and traveller needs

This is another issue for the Core Strategy to address as a new site for gypsies and travellers may be needed.

The borough's authorised Gypsy and Traveller Site Swallow Park next to the A3 in Tolworth accommodates 15 pitches, but is being upgraded and expanded to provide 3 more pitches. There are three unauthorised sites, two on Green Lane and one on Clayton Road, Chessington.

The Housing Act 2004 and ODPM Circular 01/2006 Planning for Gypsy and Traveller caravan sites place a duty on local authorities to assess and prepare a strategy to meet gypsy and traveller accommodation needs and identify land for gypsy and traveller site development. The Council is required to include in the Core Strategy a criteria based policy (in accordance with Circular 01/2006 and the London Plan) against which any planning applications for gypsy and traveller sites will be judged.

The first London wide Gypsy and Traveller Accommodation Needs Assessment was completed in March 2008 for the GLA. It assesses existing provision and future needs for each London borough. For Kingston, the additional requirement to 2017 is for a minimum of 3 pitches to accommodate need from gypsies and travellers currently living on sites, taking account of overcrowding, unauthorised encampments and new family formation. The maximum pitch requirement is for up to 16 pitches to accommodate gypsies and travellers currently living in conventional housing who wish to transfer to a gypsy and traveller site and this would require a new site to be provided.

The revised London Plan (due out for consultation later in 2008) will include individual allocations, clarifying the number of new Gypsy and Traveller pitches that each Borough will be required to provide.

Options for accommodation for gypsies and travellers

- 1** Maintain and enhance provision at the Swallow Park Site.
- 2** Meet the maximum requirement for 16 additional pitches by identifying a single location for a new site.
- 3** Meet the requirement for additional pitches by identifying a number of smaller sites in order that new provision is distributed around the borough.

Kingston Community Plan Theme 3

A Safe, healthy and strong community

Issue 26: Community and infrastructure needs

The Core Strategy will be supported by evidence of what infrastructure is needed to support the amount of development proposed for Kingston. This will cover:

- Social infrastructure: such as health and education facilities, sport and leisure facilities and access to open space and wildlife areas
- Physical infrastructure: (such as gas, electricity, telecommunications, water supply and waste water disposal, surface water drainage, flood defences, waste management facilities,)
- Transport: roads, public transport, cycle ways and footpaths

The preparation of an Infrastructure Plan has commenced to establish existing infrastructure capacity and needs arising from new development. This will inform the preparation of the Core Strategy, which will provide a framework to influence the location and retention of local services. The Council is working with its strategic partners on ways of re-organising the provision of public services to meet changing needs and improve service delivery, which will affect the way that sites and buildings are used in the future.

KCP Objective 5: Raise educational standards and close gaps in attainment

Issue 27: Provision of schools and sufficient school places

As Local Education Authority, the borough has 10 secondary schools, 34 primary schools, one nursery, 3 special schools and 2 pupil referral units accommodating a school role of over 20,000 pupils aged 4-18. There are also 10 private schools.

In June 2008, the Council's Executive approved a strategy for the refurbishment, re-organisation and expansion of the school estate comprising the Building Schools for the Future (BSF) and the Primary Capital Programme (PCP) to transform primary, special and secondary education. It aims to:

- remodel and improve the school estate
- expand school provision to meet increased demand for school places
- diversify schools
- improve outcomes for all and narrow differences in attainment
- create flexible, accessible accommodation for use throughout the year and during the evenings by schools, young people and the wider community
- enhance the range of services and activities on offer at school sites
- further integrate some special needs

provision with mainstream provision, whilst continuing specialist facilities at Moor Lane and Warren Park

- contribute to the wider Council initiative to:
 - o deliver services to the community in a more co-ordinated way, including through co-location in community hubs
 - o rationalise assets
 - o secure major investment in local services
 - o co-ordinate developments across a range of provision including, education, children's and adult services, culture and leisure.

Primary Provision

Seven primary schools operate as children's centres, where extra services are provided for children and families and four more are planned.

Changes in primary provision involve rebuilding and remodelling some schools; amalgamating /co-locating some infant and junior schools onto a single site, including Christchurch New Malden and a range of priority improvements at: Tolworth Infants and Juniors (children's centre and community facilities); King Athelstan; Ellingham; St Josephs, Lovelace, Green Lane, the Mount, Corpus Christi and Burlington Infants.

Until 2008, there was sufficient capacity in primary schools. Housing and population growth resulted in a significant increase in primary school applications for September 2008 which required additional places to be created in seven primary schools for 200 extra children. This situation is forecast to continue into the future and by 2012 it is highly likely that a permanent expansion of 390 additional places per year group. As a result, sites are sought for two or possible three new primary schools, one each in Surbiton, Kingston Town and possibly the Maldens and Coombe area.

Secondary Provision and Special Schools

The BSF is a major investment programme to re-build or refurbish all ten secondary schools, the three special schools and to relocate the two pupil referral units. It aims to: improve the sustainability of school buildings, rationalise school and other RBK buildings, maximise use of fewer buildings for a wide range of community purposes and optimise use of outside spaces. The programme includes two phases as follows:

Phase1 2011-2013

- Remodelling at Coombe Boys School (currently undergoing a first phase of remodelling) and Hollyfield
- A new secondary school (see below)
- Rebuilding of Southborough on one site with Tolworth Girls' School
- Relocation of the two pupil referral units onto one school site

Phase 2 2013-2016:

- rebuilding of Tolworth Girls
- remodelling of Bedelsford, Holy Cross, Coombe Girls, Richard Challoner, Tiffin Boys and Chessington Community College sports facilities

Over time, the increase in primary pupil numbers will work its way into secondary schools and require an increase in provision from 2015. The impact is exacerbated by the raising of the school leaving age to 17 by 2014, a need for more inclusive and flexible provision to meet the needs of all learners and changes in teaching methods for 14-19 year olds towards vocational diplomas. This will require the expansion of some schools, some co-location and provision of a new secondary school in the northern half of the borough.

The Core Strategy will need to facilitate the delivery of the above programmes, as part of the overall strategy of accommodating new development and infrastructure. The changes will affect all four neighbourhoods and may result in the release of a few sites for other uses/facilities.

The need to identify three sites for new schools is particularly challenging. A set of criteria has been developed to assess the suitability of a range of potential sites, which includes: the existence of planning policy constraints; compatibility with surrounding land uses; accessibility to public transport and the road network and suitable site access; size of site and ability to accommodate school requirements; site availability; and the extent to which the site serves the identified catchment area. Options for potential sites are set

out below, some may be suitable and available and others will not. The Council as Local Education Authority will need to undertake separate statutory consultation on potential new school sites in due course.

The current designation of open space on school sites as Local Open Space is considered under ISSUE 10: Protecting Green Spaces.

Options for schools and providing sufficient school places

- 1** Facilitate the delivery of the schools programmes for expanded, re-organised and new schools.
- 2** Identify potential sites for new schools on the basis of a robust assessment of suitability and availability including:
 - Sites in existing education use
 - Open space/allotment sites
 - Site in leisure use
 - Open land for e.g. within the Hogsmill Valley Area
 - Sites in community / healthcare use
 - Development sites
- 3** Continue the programme of partnership working with schools on smarter travel initiatives, including travel planning, to promote the use of sustainable travel and reduce the impact of schools on local transport networks
- 4** Ensure all new school buildings are designed to maximise their contribution towards the national target of a 60% reduction in carbon emissions compared with 2002
 - Building Regulation requirements, by:
 - Reducing energy requirements
 - Increasing energy efficiency measures; and
 - Incorporating low carbon technologies for heating, cooling, hot water and electricity

Issue 28: Healthcare services

KCP Objective 8: Improve overall health and reduce health inequalities

Health is a cross cutting theme that relates to many other aspects of the Core Strategy. The Mayor of London's 'Health Issues in Planning' describes health as more than just the absence of illness, it is a state of physical, mental and social well being, related to quality of life issues. A good environment is fundamental to good health and can contribute to public health objectives. Factors such as: access to affordable housing, homelessness and overcrowding; unemployment, access to and use of local open space; and educational attainment can all affect health and life expectancy.

Health provision in the borough includes: acute and other services at Kingston Hospital; outpatients at Surbiton Hospital; some elective operations and diagnostic services for the Kingston PCT at the privately run New Victoria Hospital; mental health services at Tolworth Hospital and five centres across the borough; local GP services provided by 33 practices in 27 GP premises ranging from single handed practitioners to practices with 10 or more doctors; plus community clinics, dentists, opticians, community pharmacies and alternative service providers.

National and regional guidance set out in PPS1, PPS12 and the London Plan aim to: improve access for all to health and community facilities and to services which promote health and well-being, such as open space, sport and recreation facilities; provide adequate healthcare for new housing development; identify broad location for new healthcare facilities in accessible locations; reduce health inequalities and promote the objectives of NHS and local delivery plans in LDFs. NHS reforms are moving towards community-based models of health and social care focussing on: prevention and

early intervention; patient choice; tackling inequalities and improving access to community services and supporting people with long-term health needs.

The government review of healthcare in London by Lord Darzi recommends that provision be organised around: home care, polyclinics, local hospitals, elective centres, major acute hospitals and specialist hospitals. Polyclinics would provide a range of services with up to 30 GPs sharing the building.

Within the borough, population and housing growth, as well as the above changes will have implications for the location and provision of healthcare facilities.

Kingston Hospital has an on-going programme of development and refurbishment to meet modern requirements. A similar programme is proposed at Tolworth Hospital to raise the standard of facilities and there is a need to improve other mental health facilities in Chessington and north Kingston. There is also potential for improvements at the New Victoria Hospital. Many GP facilities are at or near capacity and some fail to meet current standards and patient needs. Coombe Hill, Chessington North, Tolworth and Hook Rise North and Norbiton wards have poor provision of GP facilities and further population and housing growth will exacerbate this situation.

The Council is working in partnership with the PCT in reviewing assets and future needs, including the potential to co-locate a range of health and community services within the setting of community hubs and to establish a polyclinic and other facilities on the Surbiton Hospital site. The Core Strategy will need to facilitate new arrangements for delivering health services.

Options for the provision of improved health services

- 1** Support the on-going development and upgrading of Kingston Hospital, subject to a master planning approach, as well as travel planning to improve accessibility and reduce car use and the need for parking
- 2** Facilitate improvements to mental health provision, both at Tolworth Hospital and within more local community based settings
- 3** Improve healthcare provision in areas with identified need e.g. GP facilities in Coombe Hill, Chessington North, Tolworth and Hook Rise North and Norbiton and NHS dental practices in Berrylands and Canbury.
- 4** Support the rationalisation and improvement of local healthcare provision, including the co-location of GP healthcare facilities with other community facilities, subject to sites being accessible
- 5** Consider healthcare requirements associated with new housing and secure provision through S106 agreements and/or a tariff based approach
- 6** Support the retention of healthcare provision on the Surbiton Hospital site, including its potential use as a polyclinic in association with other community uses (see Section 6).

Issue 29: Health and wellbeing

There are marked differences in health and life expectancy across the borough, notably between Norbiton and more affluent wards and the seven most deprived areas of the borough correlate with concentrations of social housing.

Options to improve health and wellbeing

- 1** Place increased emphasis on provision of good quality affordable and supported housing to reduce health-related problems and increase opportunities for independent living.
- 2** Improve access to public open space in areas of relative deficiency including Coombe Hill, Coombe Vale and Surbiton
- 3** Provide improvements to quality of open spaces through the RBK Green Spaces Strategy 2008 and associated Implementation Plans.
- 4** Improve local environments and service provision in areas of deprivation with specific health care needs e.g. Cambridge Road Estate in Norbiton
- 5** Improve provision of children's play facilities close to homes
- 6** Improve education, training, skills and work opportunities in areas of deprivation e.g.. Cambridge Estates in Norbiton

Options for promoting healthy lifestyles and independence

- 7** Promote closer joint working between the NHS/PCT, Transport for London (TfL) and the Council in the planning and improvement of healthcare facilities to improve accessibility to a range of services and facilities, by public transport, walking and cycling.
- 8** Improve community safety and continue to implement the Council's After Dark Strategy to reduce the effects of fear of crime and alcohol misuse and reduce social isolation / increase social inclusion
- 9** Support the development of 4 Healthy Living Centres providing a range of health and well-being initiatives within the following priority areas: Norbiton; Kingsnympton in north Kingston; Berrylands and Chessington South, as set out in the NHS Kingston Strategic Commissioning Plan 2008-2013.

KCP Objective 9: Support people to be independent

Issue 30: Social and community facilities

There is a range of community and social care facilities across the borough including residential and nursing homes, day centres and resource centres, for which requirements are also changing. Over the past few years, day services have been developed and reorganised, moving away from an emphasis on 'institutional' centre based activities towards supporting disabled people to access mainstream training and leisure opportunities within

the wider community. More flexible provision is required for this within local community facilities available for wider public use. Thus less day centre space will be required for these services in future.

The faith, community and voluntary sectors play an important role in the life of the borough, adding to its vitality and diversity by providing a range of facilities, activities and services for the local community.

Options for social and community facilities

- 1** Facilitate the delivery of the Council's Independence and Wellbeing Strategy and Action Plan.
- 2** Work in partnership with the faith, community and voluntary sectors to identify and facilitate their requirements for new and upgraded facilities
- 3** Identify potential sites suitable for the co-location of a range of community facilities within the setting of community hubs.

Issue 31: Police and HM Courts Service

The Metropolitan Police aim to modernise and re-organise their estate to provide a range of facilities serving different purposes e.g. police shops, custody suites, patrol bases and safer neighbourhood team bases, rather than retaining all purpose police stations.

Options to meet Metropolitan Police requirements

- 1 Work with the Metropolitan Police to identify their infrastructure needs and aim to facilitate the re-organisation of the Police estate and promote the joint use of sites with other public service providers where appropriate.

HM Courts Service, which has Crown, County and Magistrates Courts in Kingston town centre, has changing service and accommodation needs. The K+20 Kingston town centre Area Action Plan Policy K5 aims to facilitate these changes through partnership working.

KCP Objective 10: Encourage people to take an active part in the social and cultural life of the community

Issue 32: Supporting and enhancing culture and leisure

The Borough has a wide range of facilities for Culture and Leisure including the Rose Theatre (opened in 2008 which is key to cultural and educational development), Kingston Museum, galleries, libraries, the Hook Centre, theatres associated with schools and Kingston College, night clubs, music venues, sports and leisure centres, health and fitness centres, the Kingsmeadow Athletics track, Chessington World of Adventures, the Rotunda, Gala Bingo, recreation grounds, sports pitches, football clubs, playgrounds and Surbiton Tennis and Racquets Club.

Just over 60% of borough residents live within 20 minutes walk of the Council's three leisure centres (the Kingfisher, Tolworth Recreation Centre and the Malden Centre), which have achieved Quest registration (the quality measure for leisure centres).

London Plan policies aim to: support town centres and encourage a range of retail and leisure uses; develop and promote

cultural and arts facilities as visitor attractions and evening and night-time entertainment in appropriate locations, with suitable management arrangements; encourage 'percent for art' schemes and arts and cultural facilities in major mixed use developments; secure the provision of visitor accommodation and improve access to London's network of open spaces and realise their full potential to local communities for health, sport, leisure, recreation, children's play and culture.

Key priorities from the Council's Cultural Strategy (2008), which covers heritage, literature, arts and sport, include promoting:

- a 'sense of place' for visitors and a stronger 'pride of place' amongst residents and include ensuring that the K+20 Kingston town centre Area Action Plan provides a high quality and distinctive environment and that key historic buildings, the museum and the river are promoted and visited
- improved play provision, sports and

leisure facilities, arts and entertainment venues and activities, including the Rose Theatre

- Kingston's growing reputation as a centre for creative industries and the performing arts. It has links to the University and College, local festivals and galleries and has a range of social and economic benefits. It also requires affordable spaces where creative talent can be developed and sustained, as well

as public spaces and buildings where art can thrive and prosper

- and developing multi-functional community buildings, such as the Hook Centre, which are attractive and inclusive
- and maximising visitor numbers prior to and during the Games, for which the lack of visitor accommodation, including hotels and Registered Bed and Breakfast Accommodation is a serious issue.

Options for supporting and enhancing leisure and culture

- 1** Support the aims of the RBK Cultural Strategy, including facilitating a range of improvements to play provision, sports, leisure, arts and entertainment facilities across the borough to provide and support a wider range of activities.
- 2** Work in partnership to increase the provision of supply of visitor accommodation, including hotels and Registered Bed and Breakfast Accommodation, in appropriate and accessible locations, such as Kingston town centre and the three District Centres (see Options to address Issue 21 Tourism).
- 3** Continue to implement the After Dark Strategy for Kingston town centre to better manage the town centre at night and improve its attraction for visitors.
- 4** Progress the Civic Trust Night Vision report 2008, which identifies opportunities to build on the strengths and qualities of Kingston town centre, to diversify the centre in the evening and at night and capitalise on the contribution that the Rose Theatre can make and work towards achieving 'purple flag' accreditation.
- 5** Implement the RBK Green Spaces Strategy to improve the quality of RBK owned or managed open spaces.



Issue 33: Increasing public confidence and safety

The importance placed on public confidence and safety by residents in the borough is reflected in the key themes and priorities of the Kingston Community Plan. Whilst crime rates are amongst the lowest in London, fear of crime and anti-social behaviour is high and this affects the quality of life for many residents. Fear of crime can keep people inside and limit their activities, including use of facilities and open space and their social interaction in the community. Safety is also a key factor in determining which type of transport to use. Many short journeys could be made

by walking and cycling and others by public transport instead of using the car.

Planning has an important role to play in improving public confidence and safety, supporting the work of partners such as the police and local strategies such as the After Dark Strategy which set out actions to better manage Kingston town centre at night and through the following options.

Options for increasing public confidence and safety

- 1** Apply strict 'secured by design' guidelines criteria to new development and public spaces
- 2** Work in partnership to implement measures set out in After Dark and crime reduction strategies
- 3** Require new development, where appropriate, to contribute towards safety and security measures in the local area through S106 planning obligations
- 4** Require new development to provide safe access and connections to the surrounding area, with larger schemes providing or contributing towards improved access and safety beyond the site, including pedestrian routes and priority, traffic calming measures and segregated cycle routes

6 Key sites

Four key areas/sites have been identified, where there are opportunities for change and (in some cases) development and the potential to provide a range of enhancements, which will assist in delivering the Core Strategy.

Site 1: Hogsmill Valley North/Kingsmeadow area between Kingston and Surbiton

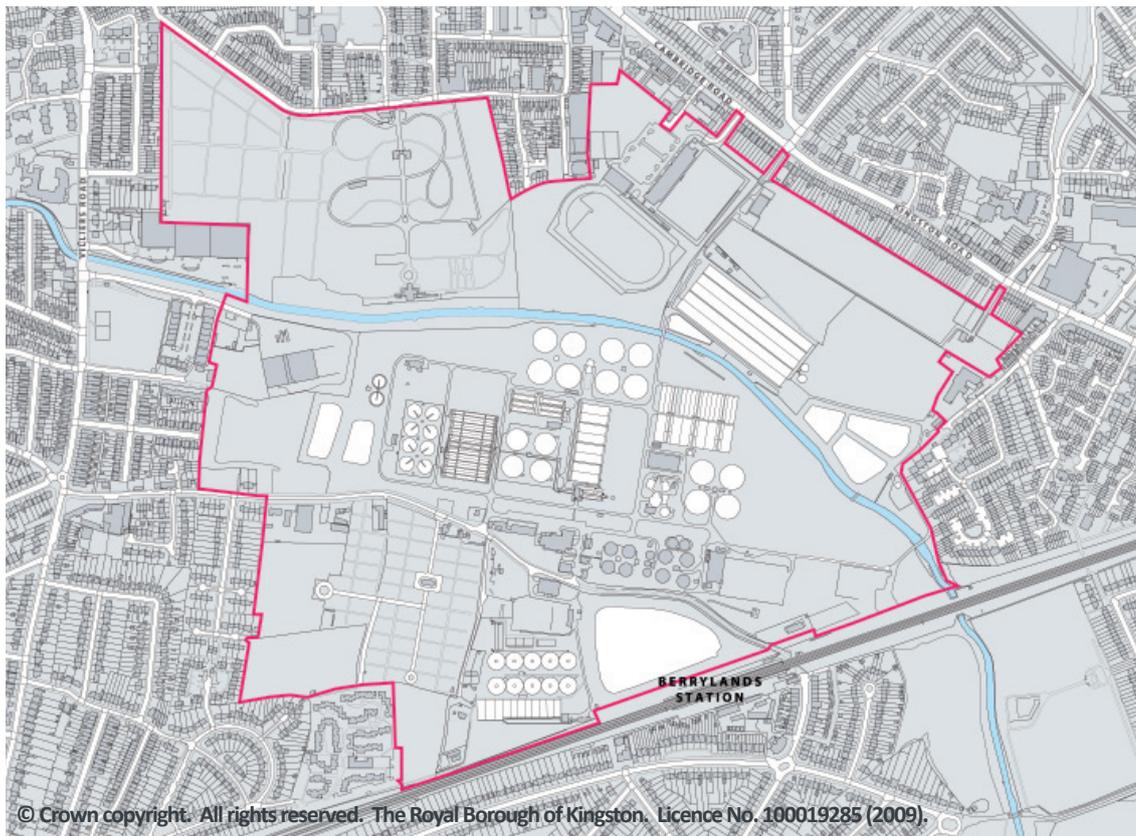
This is a large area of land (73ha), mostly designated as Metropolitan Open Land MOL, between Kingston Road/Bonner Hill Road in Norbiton, Villiers Road and the Surbiton railway line. It accommodates: the operational Hogsmill Sewage Treatment Works on Lower Marsh Lane, plus tracts of unused former sewage treatment land; the borough's two cemeteries: Kingston Cemetery and Crematorium and Surbiton Cemetery; the Kingsmeadow Athletics Track and Stadium (used by AFC Wimbledon and Kingstonian Football Clubs); the Kingston Road Recreation Ground; the Addison Road and Kingston Road Allotments; the Searchlight Youth Centre; the Council's Athelstan Road Waste Management Facility; open land adjoining the Kingston University Clayhill Student Accommodation, plus some small industrial sites and the Sikh Temple in Lower Marsh Lane. The majority of the land is owned by Thames Water and the Council.

There are significant issues as set out below and a holistic approach is required to secure the comprehensive upgrading of the whole area and the protection of nature conservation interests:

1. Poor quality public open space, play and recreation facilities at the Kingston Road Recreation Ground, which

serves Norbiton (the most deprived ward in RBK) which includes two of the borough's largest housing estates (Cambridge Road and Cambridge Gardens).

2. The Searchlight Youth Centre is a well used facility whose catchment includes the Cambridge Estates, but its premises are poor and a larger more modern youth facility is needed to meet current requirements.
3. Poor public access and connections to large parts of the area, including lack of access to public space from the footpath and strategic cycle route which runs east-west along Lower Marsh Lane, lack of north-south routes between Kingston Road sports facilities, Lower Marsh Lane and Berrylands Station and incomplete sections of the Hogsmill Valley Walk, which is part of the 150 mile London Loop Strategic Walk.
4. Poor vehicle access and limited capacity of the road network (Hawks Road, Villiers Road and Lower Marsh Lane) to serve the Athelstan Road Waste Facility, Industrial/Business sites, the Sikh Temple and the cemeteries. Parking and turning difficulties in Lower Marsh Lane, especially when the Sikh Temple holds special events.



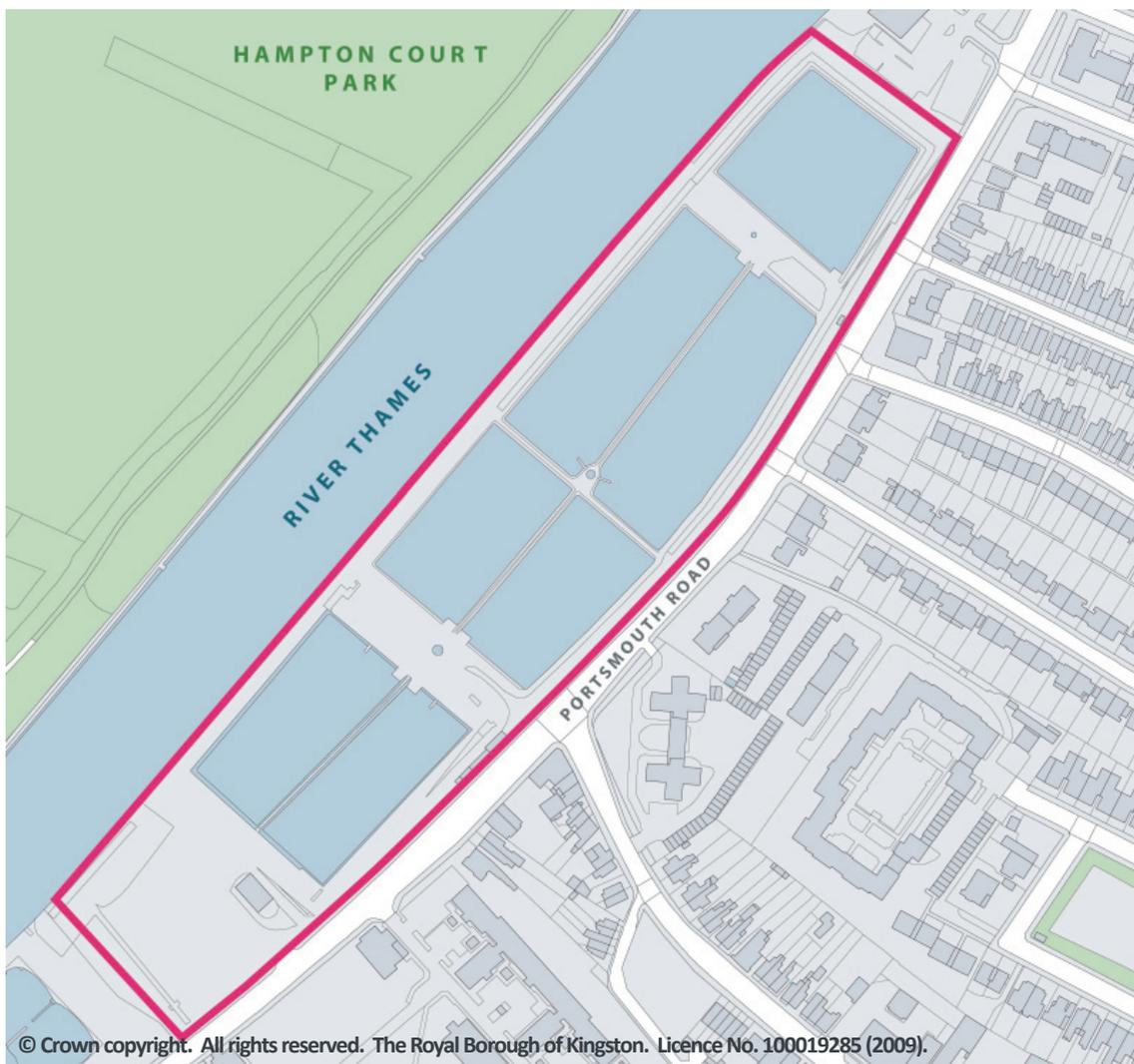
5. A potential requirement for additional land for an expanded Waste Facility. (Waste requirements are being determined through the Joint Waste Plan (DPD).
6. Flood Risk – parts of the area are at risk of flooding from the Hogsmill and poor drainage and a high water table affect parts of the allotments, the cemetery and the Kingston Road Recreation Ground. Flood Alleviation works are underway to reduce risk of flooding to housing to the east of area.
7. Sewage Works – the Thames Water Hogsmill Sewage Treatment Works (39ha) is a major developed site within MOL which covers over half of the overall area. The TW land comprises: the operational sewage treatment works (18ha); a redundant sewage works (3.8ha); unused ‘mothballed’ land (6.7ha) and land due for environmental improvements (10.5ha).
8. Cemeteries - poor access to the cemeteries see above. The Surbiton Cemetery is expanding onto an adjacent site designated for this use.
9. Nature Conservation and Biodiversity – large parts of the area including Kingston Cemetery, land along the Hogmill, the Thames Water lagoon and land south of the Waste facility are designated as Sites of Nature Conservation Interest.
10. Kingston University Clayhill student accommodation adjoins the area and is deficient in facilities for students. The open land next to Clayhill has the potential to provide sports and leisure facilities to serve Clayhill and potentially the local community. Additionally, the University has a shortage of places in managed student accommodation. The implications of this and the Options available to address it are also considered under Issue 24. The University, with the Council, are looking for new sites suitable for student accommodation.

Options for Site 1

- 1** Use a holistic approach and work in partnership with Thames Water, stakeholders and the local community to secure the comprehensive upgrading of the area and MOL which forms part of Kingston's strategic open space network.
- 2** Improve and make better use of indoor and outdoor sports and recreation facilities on the Kingston Road Recreation Ground and the Kingsmeadow Athletics Track area, potential for a multi-sports hub to provide a range of new facilities e.g. for Kingston Boxing Club; new football pitches; athletics clubhouse; all weather pitches; leisure centre.
- 3** Larger new premises for the Searchlight Youth Centre.
- 4** Completion of Hogsmill Valley Walk through provision of public access along the Hogsmill riverside from Kingston Cemetery to Berrylands Station
- 5** Provision of a north-south pedestrian and cycle route between Kingston Road and Lower Marsh Lane.
- 6** Access improvements to Lower Marsh Lane including existing pedestrian and cycle routes to Berrylands Station, especially to safety and security.
- 7** Improve vehicle access between Kingston Road and Athelstan Road through the provision of a new link road to the Waste Facility across RBK/TW land to relieve residential roads (Hawks Road and Villiers Road) and improve highway safety.
- 8** Provide land for the expansion of the Athelstan Road Waste Facility (Options for this will be considered under the Joint Waste DPD).
- 9** Provide a new entrance to the cemetery and additional visitor parking along the access road off Lower Marsh Lane on the eastern side of the cemetery.
- 10** Make minor revisions to MOL boundaries (these are set out under Issue 12 MOL)
- 11** Treat the Hogsmill Sewage Treatment Works as a Major Developed Site and consider how the environmental quality of the area can be further improved, in addition to the planned environmental improvements.
- 12** Consider how land occupied by the disused sewage works to the south of Lower Marsh Lane can be brought back into beneficial use and make a positive contribution to the area. Should this site be used for 'enabling development' to provide much needed managed student accommodation for Kingston University with access off an improved Lower Marsh Lane, in return for significant community benefits such as securing public access through TW land along the Hogsmill River to complete the Hogsmill Walk and open space, recreation, youth facility and environmental improvements to MOL? How else could the site be realistically improved? What other uses should be considered?
- 13** Consider how unused 'mothballed' TW land to the north of the Hogsmill could be brought back into beneficial use? Could it be used to provide improved sports pitches and informal open space, in return for some enabling development elsewhere within the area?
- 14** Provide sports and recreation facilities for students and potentially for community use on the open land next to the Clayhill Student accommodation.
- 15** Continue to protect nature conservation interests.

Site 2: Thames Water redundant filter beds on Portsmouth Road, Surbiton

This riverside site is Metropolitan Open Land but is currently unused and has no public access due to the presence of the deep former filter beds and resulting health and safety issues. Surbiton has a deficiency in open space provision and this area which is currently allocated for outdoor recreation and riverside walk has the potential to provide public open space and an extension of the Thames Riverside Walk.



Options for Site 2

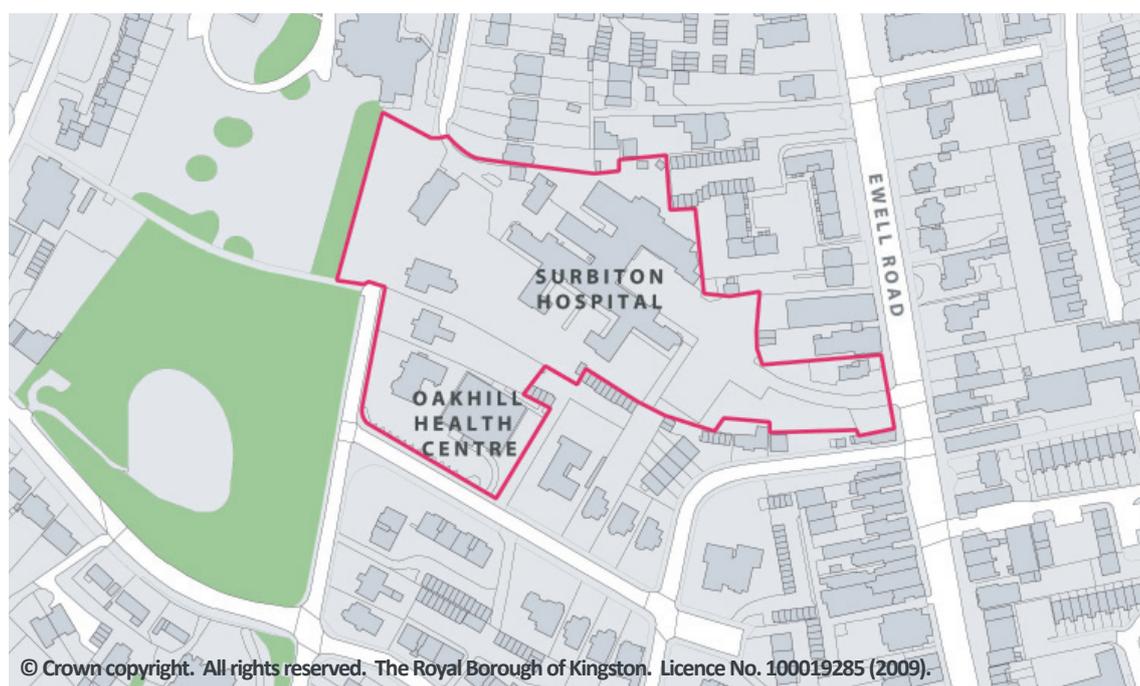
- 1** Be pro-active and work in partnership with Thames Water, the Thames Landscape Strategy and other interests/stakeholders to secure safe public access to the site, public open space for outdoor recreation and leisure and the extension of the riverside walk, whilst respecting the site's importance for nature conservation
- 2** Take no action and accept that the land will remain as existing, without public access.
- 3** Consider alternative approaches.

Site 3: Surbiton Hospital and Oakhill Health Centre sites

The hospital site currently provides some outpatient services, but is underused and its buildings are outmoded. The site is within the Oakhill Conservation Area and has a number of mature trees which are the subject of a Tree Preservation Order. It is next to Hillcroft College which is a Listed Building and 'The Sanctuary' a Local Open Space, a Local Nature Reserve and a Site of Nature Conservation Importance.

The Hospital and adjoining Oakhill Health Centre and 2 Oakhill Road are currently allocated for community facilities and

limited residential. They have potential for redevelopment to provide: a polyclinic, which would accommodate a wide range of healthcare services including the relocation of some GP practices; co-located community facilities within the setting of a community hub, plus some limited ancillary residential accommodation. The PCT has undertaken consultation and feasibility work on the future use of the site. There is wide support within the local community for the site to continue to provide healthcare services.



Options for Site 3

- 1** Facilitate the redevelopment of the site for healthcare provision and community facilities, within the setting of a 'community hub' and limited ancillary residential, including key staff accommodation and special needs housing e.g. a nursing home.
- 2** Facilitate the redevelopment of this sensitive site for a wider mix of uses, including healthcare, education and community facilities and residential.
- 3** Consider alternative uses for the site and links to other sites.

Site 4: Area to the south of the A3 in Tolworth, between the A3 Kingston Road and Jubilee Way

This area comprises: the former government offices, Toby Jug and Marshall House sites which are vacant and available for development; the Charrington Bowl; Dean and Drayton Court flats; Tolworth Station; the depot site, which accommodates the bus depot, a concrete batching plant and aggregates depot; the former petrol filling station, which has planning permission for a hotel, a small site used for car sales and Council owned open land on the corner of Kingston Road and Jubilee Way, currently used for motorbike scrambling .

The need:

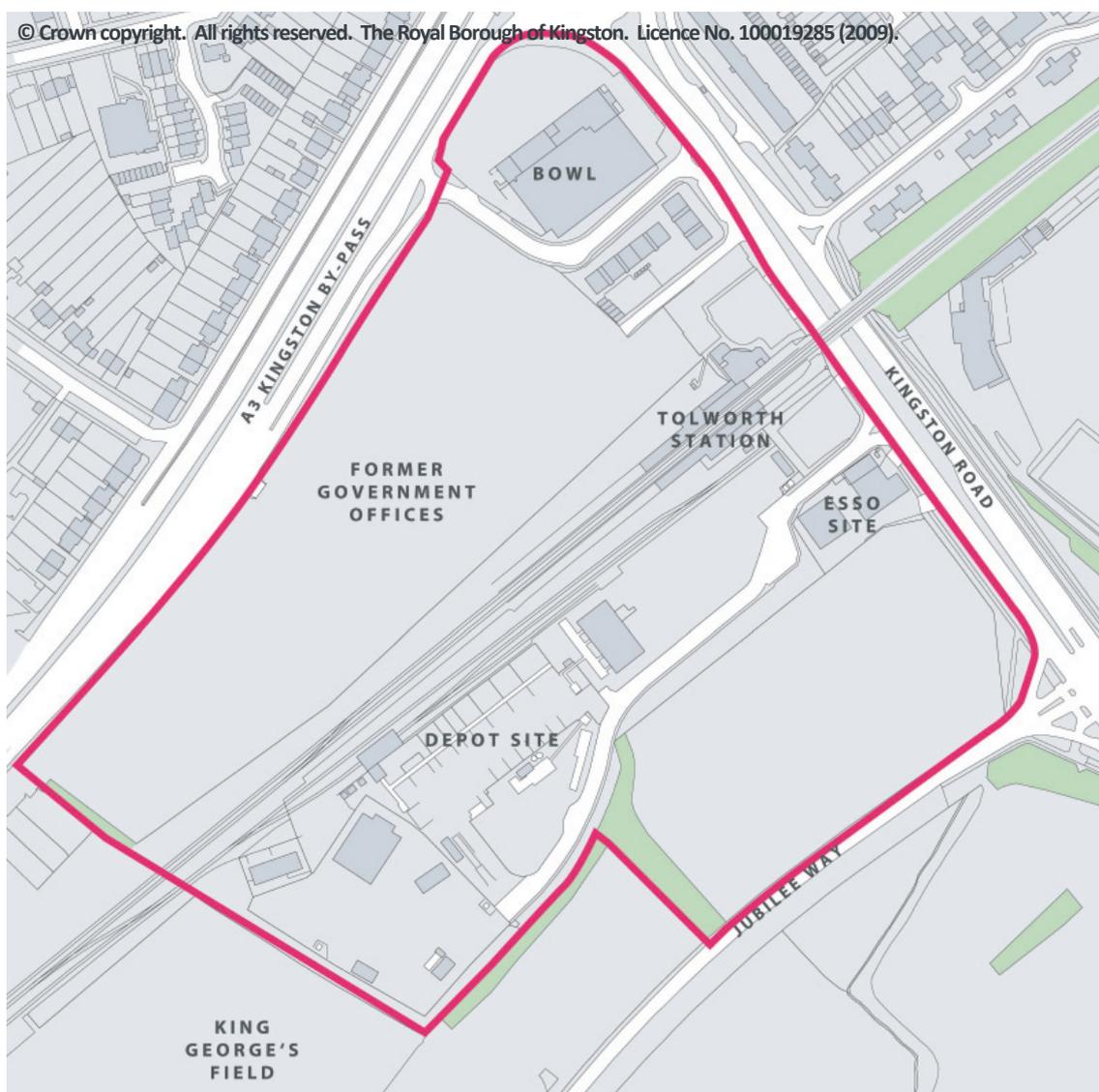
- to secure the redevelopment of the former government offices, Toby Jug and Marshall House sites to provide a range and mix of new housing. This is the largest allocated housing site in the borough and it has the potential to make a significant contribution towards meeting housing needs
- to improve connections for pedestrians and cyclists across the A3 and Kingston Road between Jubilee Way, Tolworth Station and Tolworth Broadway
- to secure improvements to the functioning and appearance of Tolworth Station and its forecourt
- for development to minimise adverse impact on the local highway network, especially Tolworth roundabout and intersection
- to consider the potential for a turning facility on Kingston Road for buses returning to the depot
- to take account of social and community infrastructure needs, including schools and GP healthcare facilities
- to consider how the future use of the Council owned site at the corner of Kingston Road and Jubilee Way can make a beneficial contribution to the local area.

Options for Site 4

- 1** Maintain the existing allocation of the former government offices site for housing and community facilities and emphasise the importance of providing a mix of housing types (houses and flats), tenures and sizes.
- 2** Change the allocation of the former government offices site to include other uses, in addition to housing and community facilities.
- 3** Maintain the existing allocation of the Kingston Road frontage sites for a hotel and offices.
- 4** Change the allocation of the Kingston Road frontage sites to other uses, including residential.
- 5** Ensure that new development:
 - improves connections for pedestrians and cyclists across the A3 and Kingston Road between Jubilee Way, Tolworth Station and Tolworth Broadway
 - minimises adverse impact on the local highway network, especially Tolworth roundabout and intersection
 - contributes towards the provision of a turning facility for buses on Kingston Road, if this proves feasible.

Options for Site 4

- 6 Work in partnership with Network Rail and South West Trains to secure improvements to the functioning and appearance of Tolworth Station and its forecourt .
- 7 Maintain the allocation of the Kingston Road/Jubilee Way site for a hotel and indoor and outdoor recreation.
- 8 Change the allocation of the Kingston Road/Jubilee Way site to include other uses.



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تلفن 020 8547 5757 ۰۲۰۸۵۴۷۵۷۵۷

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தயவு கூர்ந்து கிங்ஸ்டன் உதவி மையத்தை நீங்களோ அல்லது
உங்களை சார்ந்த எவராவது தொடர்பு கொள்ளவும்.
தொடர்பு கொள்ள வேண்டிய எண் 020 8547 5757

- کرینگے مدد کو آپ ہم تو ہیں ناقابل سے وجہ کسی پڑھنے کو دستاویز اس آپ اگر
فون 020 8547 5757 ۰۲۰۸۵۴۷۵۷۵۷ لائن ہیلپ کاونسل کنگسٹن مہربانی برائے
کروائے۔ سے کسی یا کیجئے

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