

**CITY  
IN  
THE  
WEST**

**DIRECTION OF TRAVEL FOR  
THE ROYAL BOROUGH OF  
KINGSTON  
UPON THAMES**

OCTOBER 2016

**MAYOR OF LONDON**





**The Royal Borough of Kingston upon Thames is embarking on a new borough wide Local Plan and is working together with the Mayor of London and Transport for London on an emerging opportunity area for Kingston.**

**This document sets out areas of opportunity to help realise the potential of the borough and emerging possibilities associated with Crossrail 2 to provide new homes, jobs and investment in the borough.**

## FOREWORD



**Sadiq Khan**  
Mayor of London

As the new Mayor of London, I want the support of all Londoners, in order to deliver my manifesto commitment, partnership being the foundation for the effective delivery of housing and infrastructure that can sustain our city's growth. I am therefore delighted to endorse this joint direction of travel document in my first weeks as Mayor with Cllr Kevin Davis, the Leader of Kingston Council.

The pressures on our city are considerable. In order to meet these aims we need to deliver growth that is truly sustainable, that protects the best of what we have, and improves that which makes little contribution to the quality of our lives. By making effective use of all of our resources, including the land we own I am confident we will be able to build the homes we need and importantly deliver homes that are genuinely affordable to all Londoners.

TfL's planned investment in Crossrail 2 will provide one of the major drivers of growth throughout London in the coming years. Kingston is the borough which will benefit from the highest number of Crossrail 2 stations. In order to make the most of this opportunity it is important that we have a plan that clearly sets out how those benefits will be achieved. As Mayor I want to ensure that the people of Kingston have a part in shaping that plan and in securing the benefits of growth.

This Direction of Travel document is the start of that journey. I look forward to working with Kingston Council to secure the homes and jobs Londoners need so that we can all share in the continued economic success of our city.

## FOREWORD



**Kevin Davis**  
Leader of Kingston Council

The Royal Borough of Kingston upon Thames is embracing an exciting future. We plan to make the most of new opportunities available to the borough and respond positively to our growing population.

New opportunities need to be considered in the context of the borough and its residents. This is why the Direction of Travel document presents an opportunity to engage with our residents to help shape the future direction of the borough.

Growth must happen in the right way, in the right places. As one of three Royal London Boroughs, we are rightly proud of our identity and our heritage. We must all strive to protect our unique character whilst meeting the growing needs of our borough.

Growth can help secure our future. Developing and enhancing our infrastructure, building new homes and providing new jobs, will help the borough remain a destination of choice. But all of this can only be provided by working collaboratively with residents, the Mayor of London, developers and investors.

We need to deliver long-term strategic improvements and help secure major infrastructure projects like Crossrail 2, because only then can we provide opportunities for our children and future generations.

Collaboration with the Greater London Authority, our neighbouring authorities and strategic partners will help us achieve our ambitions for the future of Kingston and secure the best opportunities for the residents of today and tomorrow. The borough is recognised as a key place where investment can happen, but it needs to be supported by policies that will sit in the Mayor's emerging London Plan and our own developing Local Plan. All of us working together can provide the homes and jobs future generations need.

This document is owned by all of us and provides new opportunities to engage with our residents, our new Mayor of London and potential partners. I encourage you to explore our ideas in this Direction of Travel and share our enthusiasm for the borough's future.

## STATUS OF THIS DOCUMENT

This Direction of Travel for the Royal Borough of Kingston upon Thames provides supplementary planning advice to the London Plan policies to support the development and intensification<sup>1</sup> of areas within the borough to provide new homes, jobs and investment.

This document forms part of the work undertaken by the Mayor and Kingston Council in identifying and assessing opportunities for growth in the borough for the new Local Plan and Opportunity Area Planning Framework.

Policy 2.6 of the London Plan sets the Mayor's vision and strategy for outer London, committing to "work to realise the potential of outer London, recognising the building upon its diversity and varied strengths by providing locally sensitive approaches through LDFs and other development frameworks to enhance and promote its distinct existing and emerging strategic and local economic opportunities and transport requirements".

Kingston Town Centre is identified in paragraph A1.4 of the London Plan as an emerging opportunity area. It states "The Mayor is working with boroughs and other partners to identify, assess and realise the potential for new Opportunity and Intensification Areas in terms of Policy 2.13 including.....the Royal Borough of Kingston Upon Thames (Kingston Town Centre)".

Growth in the borough is not however dependent upon the designation of an opportunity area. The London Plan (Policy 2.15) seeks to direct development and

intensification, including residential to London's network of town centres and other areas of good public transport accessibility. Policy 2.7 expands upon this and seeks to work with boroughs to identify and bring forward capacity in and around town centres with good public transport accessibility to accommodate leisure, retail and civic needs and especially higher density housing.

Policy 6.4 of the London Plan states that the Mayor will work with strategic partners to improve the public transport system in London, including cross London and orbital rail links to support future development and regeneration priority areas, and increase public transport capacity by developing Crossrail 2.

Policy 2.16 of the London Plan states the Mayor will work with boroughs and other partners to develop and implement planning frameworks and/or other appropriate spatial planning and investment tools that can effect positive change to realise the potential of strategic outer London development centres.

The Council has embarked on a new Local Plan for the borough with an Issues and Options consultation expected in Spring 2017.

Until the new Local Plan is adopted, the 2012 Core Strategy, the 2008 Kingston Town Centre Area Action Plan and 2012 South London Waste Plan together with the 2015 London Plan will remain the statutory development plan for the borough.

<sup>1</sup> Intensification is defined as "sustainably increasing density whilst optimising the development potential of plots of land."

## APPROACH TO DEVELOPMENT PROPOSALS

This Direction of Travel document is a joint statement of intent by the Royal Borough of Kingston upon Thames and the Mayor of London. It clarifies the strategic policy basis for this work and its alignment with the London Plan as well as Kingston's growth agenda. It seeks to capture, build-upon and steer aspirations held by developers and investors both now and long term.

The purpose of this document is to set out at an early stage, in the process of preparing the new Borough Local Plan, the broad context in which the growth agenda needs to be planned and delivered. It also begins the process of engaging with a wide range of residents, stakeholders, interest groups and developers on the future Direction of Travel.

It is intended that the document will:

- Inform developers and landowners on the broad long term strategy for future development.
- Encourage engagement at an early stage with both the Council and the Mayor of London regarding emerging development proposals,
- Encourage engagement at an early stage with the development of a growth agenda,

- Provide part of the framework of the Duty to Co-operate between the Council, the Mayor of London and adjoining authorities in accordance with national policy.

To support the growth agenda, the Royal Borough of Kingston has agreed a Development Delivery Protocol with the Greater London Authority to ensure high quality development is delivered that supports the shared aspirations for the borough. Therefore it is essential that all relevant organisations in the statutory planning process participate at the earliest possible stage to maximise opportunities coming forward and realise development potential.

London is experiencing tremendous growth which needs to be accommodated in a way which benefits existing communities. The scale of change is apparent if the growth in homes in 2004 is compared to that identified in the current London Plan, from 140,000 to 210,000.

To accommodate this growth in homes, jobs, schools, health and other social infrastructure will need to be provided. To ensure this is done in an effective way that protects and enhances the places that people value and cherish, we need to develop a clear plan.





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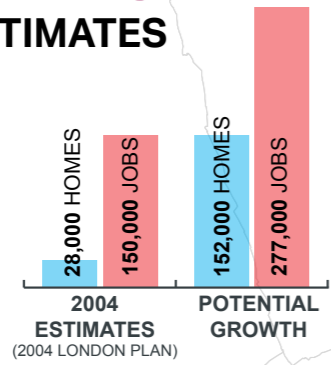
# CITY IN THE WEST

2004 LONDON PLAN ESTIMATES

28,000 HOMES  
150,000 JOBS  
67,000 PEOPLE

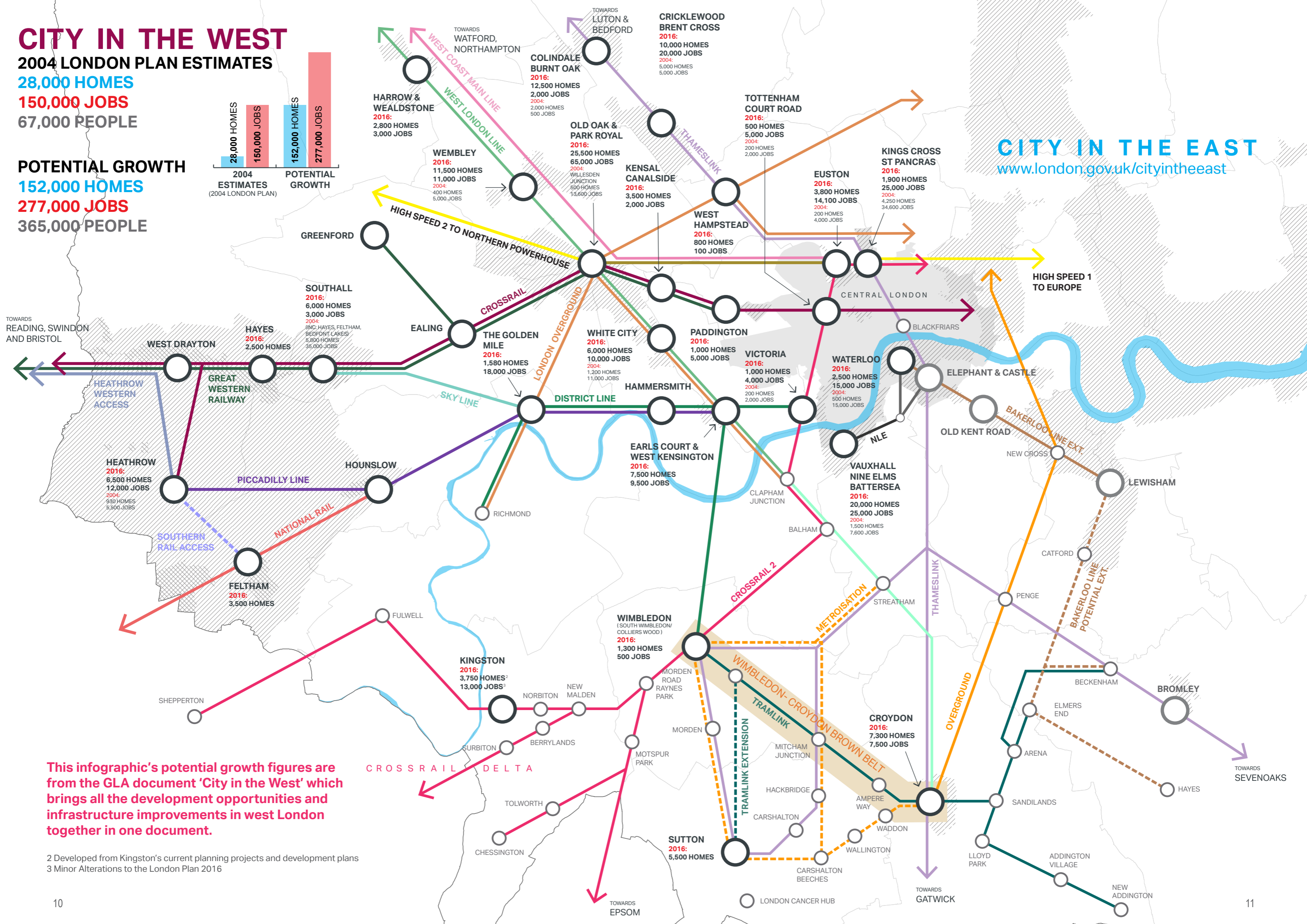
POTENTIAL GROWTH

152,000 HOMES  
277,000 JOBS  
365,000 PEOPLE



# CITY IN THE EAST

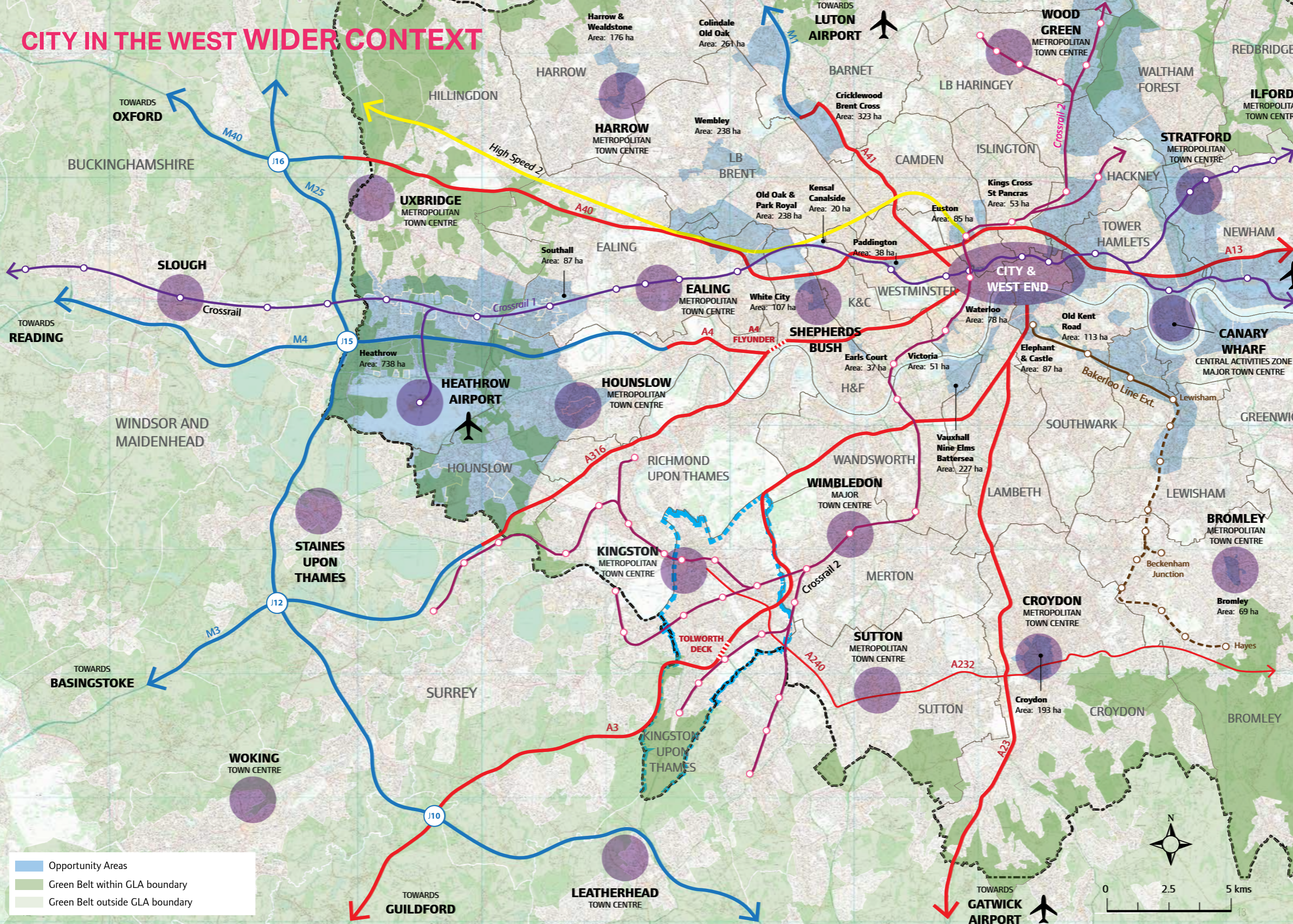
[www.london.gov.uk/cityintheeast](http://www.london.gov.uk/cityintheeast)



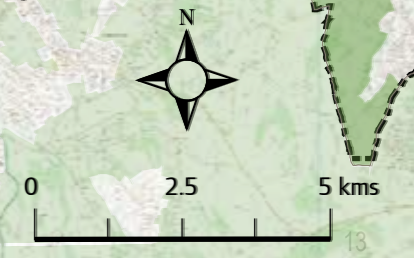
This infographic's potential growth figures are from the GLA document 'City in the West' which brings all the development opportunities and infrastructure improvements in west London together in one document.

2 Developed from Kingston's current planning projects and development plans  
3 Minor Alterations to the London Plan 2016

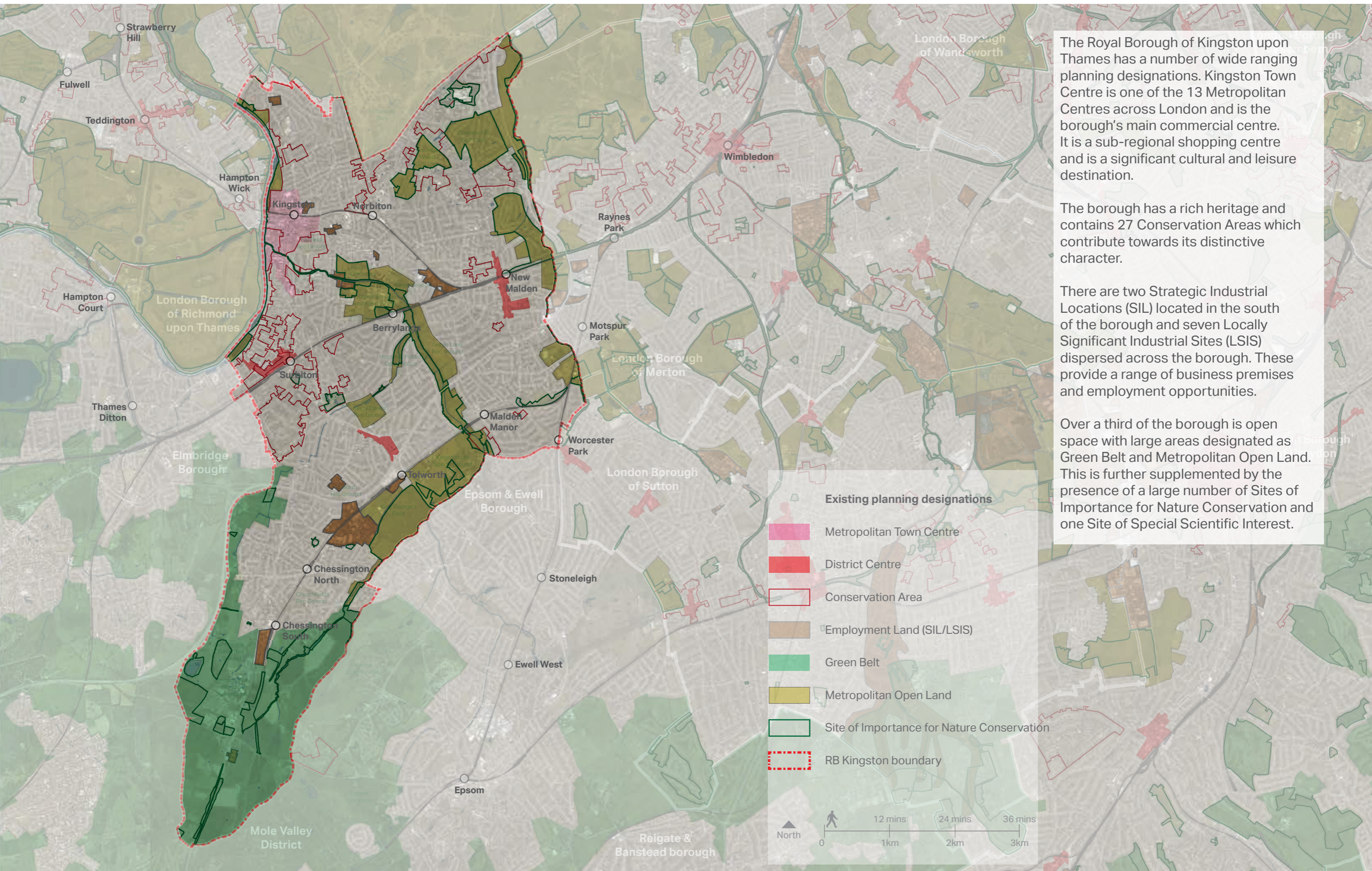
# CITY IN THE WEST WIDER CONTEXT



- Opportunity Areas
- Green Belt within GLA boundary
- Green Belt outside GLA boundary



# CURRENT PLANNING DESIGNATIONS



The Royal Borough of Kingston upon Thames has a number of wide ranging planning designations. Kingston Town Centre is one of the 13 Metropolitan Centres across London and is the borough's main commercial centre. It is a sub-regional shopping centre and is a significant cultural and leisure destination.

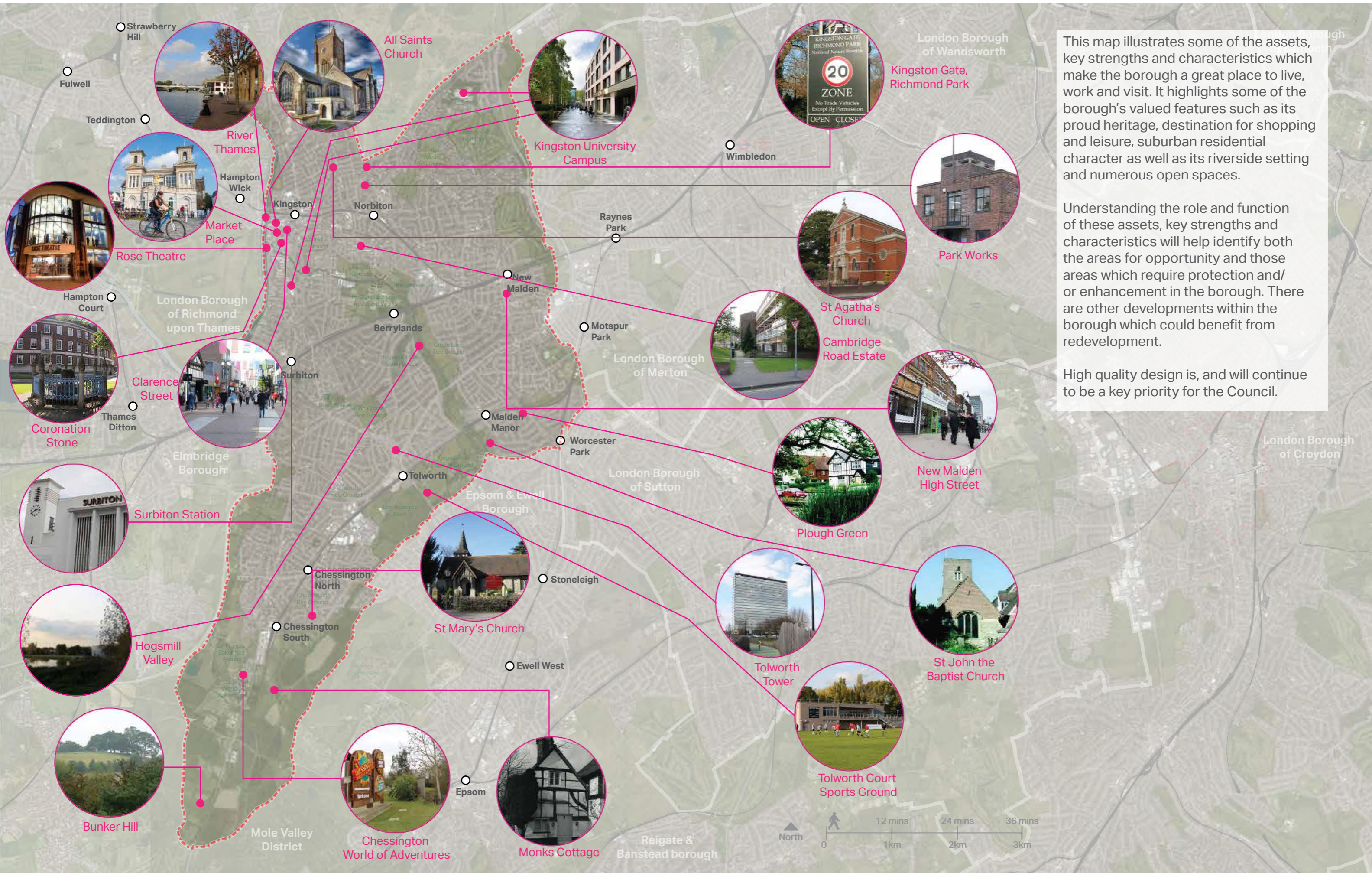
The borough has a rich heritage and contains 27 Conservation Areas which contribute towards its distinctive character.

There are two Strategic Industrial Locations (SIL) located in the south of the borough and seven Locally Significant Industrial Sites (LSIS) dispersed across the borough. These provide a range of business premises and employment opportunities.

Over a third of the borough is open space with large areas designated as Green Belt and Metropolitan Open Land. This is further supplemented by the presence of a large number of Sites of Importance for Nature Conservation and one Site of Special Scientific Interest.



# KINGSTON PLACES



This map illustrates some of the assets, key strengths and characteristics which make the borough a great place to live, work and visit. It highlights some of the borough's valued features such as its proud heritage, destination for shopping and leisure, suburban residential character as well as its riverside setting and numerous open spaces.

Understanding the role and function of these assets, key strengths and characteristics will help identify both the areas for opportunity and those areas which require protection and/or enhancement in the borough. There are other developments within the borough which could benefit from redevelopment.

High quality design is, and will continue to be a key priority for the Council.

## GROWTH

**London is a vibrant and prosperous world city that is predicted to continue to grow.**

**By 2036 London's population is predicted to rise to 10.22 million people<sup>4</sup> and employment is expected to rise by 1 million<sup>5</sup>.**

In order to ensure this growth does not have a negative effect on the success of London as a city and on its existing communities it is imperative that this growth is planned for and supported by the necessary infrastructure.

The Outer London Commission (OLC) in its report on Town Centres states "London's town centres have real potential from intensification through housing led, higher density mixed use renewal and development. Not only will this intensification help to provide a valuable source of new housing but will result in more people being in and around town centres, increasing footfall and supporting a greater range of activities which will ultimately strengthen the vitality and viability of the centre".

It is noted that the OLC report also states, "there is no one size fits all solution for town centre renewal redevelopments. So any intensification would have to take account of the particular needs and characteristics of the individual town centre such as heritage and cultural assets, as well as local character.

The OLC growth option scenario indicates that Outer London has more potential than Inner London to accommodate London's housing needs. This is due to the large number of centres and district centres. Importantly, the OLC has made recommendations in respect of maximising density and the role of new transport infrastructure, including Crossrail 2, in unlocking new development opportunities. It also recommends a review of the Green Belt land.

<sup>4</sup> London Datastore, 2015 Round Population Projections  
<sup>5</sup> London Datastore, 2016 GLA Employment Projections

**Kingston is growing and its population is predicted to increase from 173,000 to 200,000 people in 2036<sup>6</sup>.**

**Current trend would project an employment increase of 1,000 jobs by 2036<sup>7</sup>.**

Since the adoption of the Core Strategy and Kingston Town Centre Area Action Plan much has changed. In particular the 2015 London Plan has increased the borough's housing target to 6,434 new homes over the next 10 years. A new borough Local Plan is required to show how it will deliver the growth needs of a rapidly rising population, including a wide range of new affordable homes including social and key worker housing for all, a diverse range of employment opportunities and expanded leisure and community facilities. The new Local Plan will take a proactive approach to delivering growth by identifying where and how the needs of growth will be achieved. There will be many constraints on growth and the Local Plan will need to consider how to best ensure the borough's distinctive character is maintained and the necessary supporting infrastructure is provided.

The securing of opportunity area status for Kingston will make a key contribution to the new borough-wide Local Plan. It will help facilitate sustainable growth and increase access to funding opportunities.

Kingston's current infrastructure requires investment and significant improvements if it is to continue to be a destination of choice. The potential arrival of Crossrail 2, a major piece of new transport infrastructure, provides an unrivalled opportunity for the borough and has the ability to support the growing demands of the borough's population by creating new homes and jobs.

<sup>6</sup> London Datastore, 2015 Round Population Projections  
<sup>7</sup> London Datastore, 2016 GLA Employment Projections

# STORY SO FAR

The borough has already seen several large scale applications come forward.

The Go Cycle Programme is about keeping Kingston moving sustainably for a prosperous future. The Council received over £30million of funding from the Mayor of London and TfL to deliver improvements to cycling facilities and road safety, while at the same time enhancing Kingston's public spaces.



**Go Cycle Programme 2014-2018**  
Cycle improvement scheme



**Cromwell Road Bus Station, Kingston**  
Comprehensive redevelopment serving 23 routes and 11,000 passengers



**Gas Holder site, Kingston**  
328 new homes, 15 new jobs



**The Old Post Office, Kingston Town Centre**  
319 new homes, 224 new jobs



**Kingston Heights and Kingston Riverside**  
347 new homes, 75 new jobs, new hotel with 146 bedrooms



**Eden Walk, Kingston Town Centre**  
380 new homes, 600 new jobs

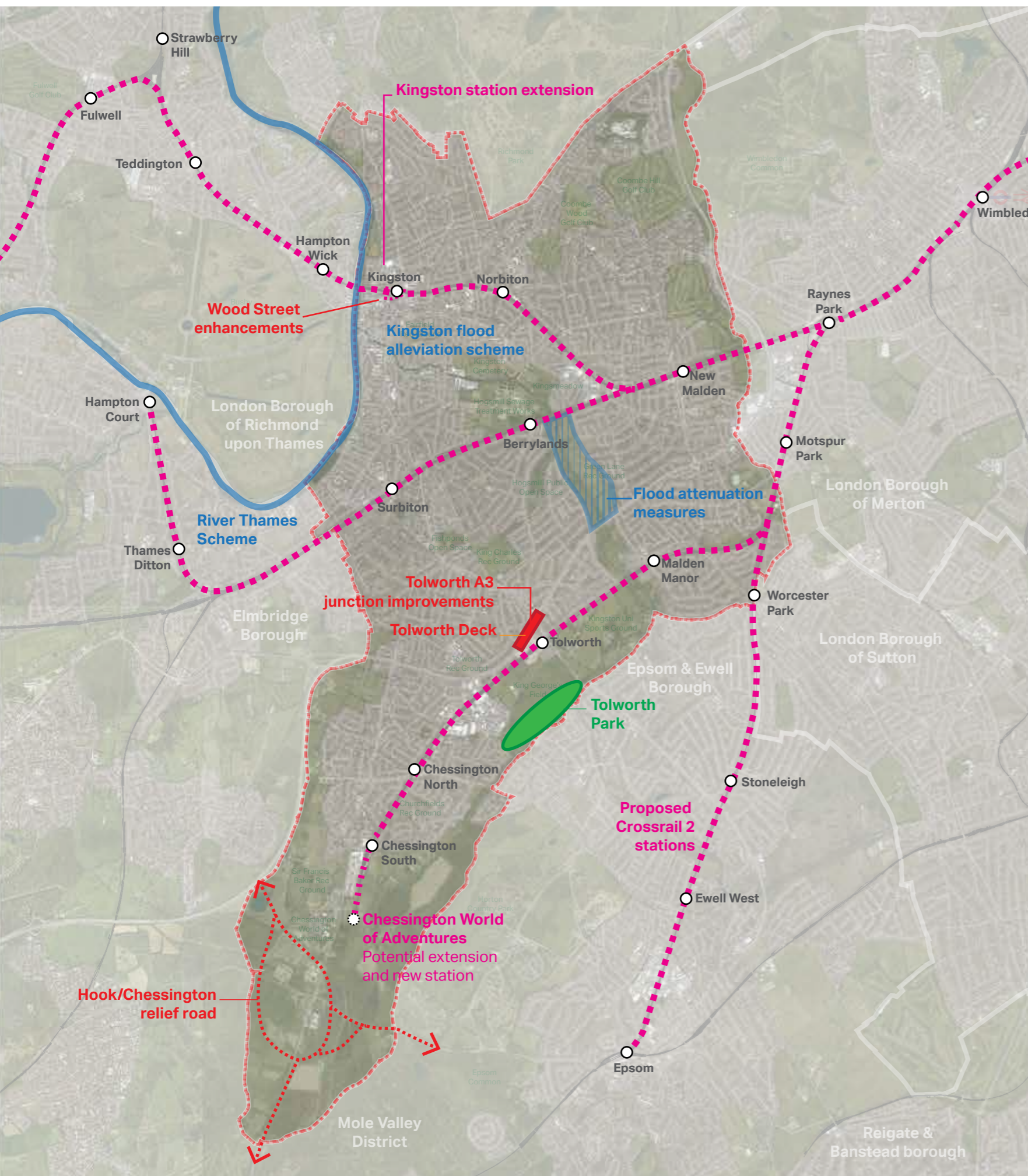


**Kingston Community School, Coombe Road** New primary school, sports hall, 19 new homes



**Tolworth Tower, Tolworth**  
200 new homes, 330 new jobs

# INFRASTRUCTURE IMPROVEMENTS



In the short to medium term, there are a number of committed and proposed borough infrastructure improvements. The Council's preferred highway scheme for Kingston Town Centre proposes to remove traffic from Wood Street and Clarence Street and convert the remainder of the gyratory system to a two way road. This, along with the potential relocation and extension of the station closer to the river, would result in much improved connections between the station and the town centre. It would also free up land adjacent to the station for redevelopment.

The Council is working with the Environment Agency on developing options for flood attenuation in the New Malden and Hook areas, in order to reduce the impact of flooding on local communities and businesses. The Environment Agency are also working on a River Thames Scheme to address fluvial flooding with all local authorities between Berkshire and Surrey.

The proposed Tolworth A3 junction improvements and associated decking will provide a major opportunity to improve the environment and unlock development opportunities, as well as bringing forward much needed road improvements in particular enhancements to road safety. The potential delivery of Tolworth Park would increase leisure opportunities by providing improved access to open space as well as supporting the enhancement of biodiversity.

The concept of a Hook/Chessington relief road is being explored with neighbouring planning authorities and key partners and could support new development, infrastructure and reduce congestion within local communities.

A new station serving Chessington World of Adventures would improve the connectivity of this inaccessible area by providing alternative means of transport for visitors and workers. It would support further investment and facilitate additional homes in the area.

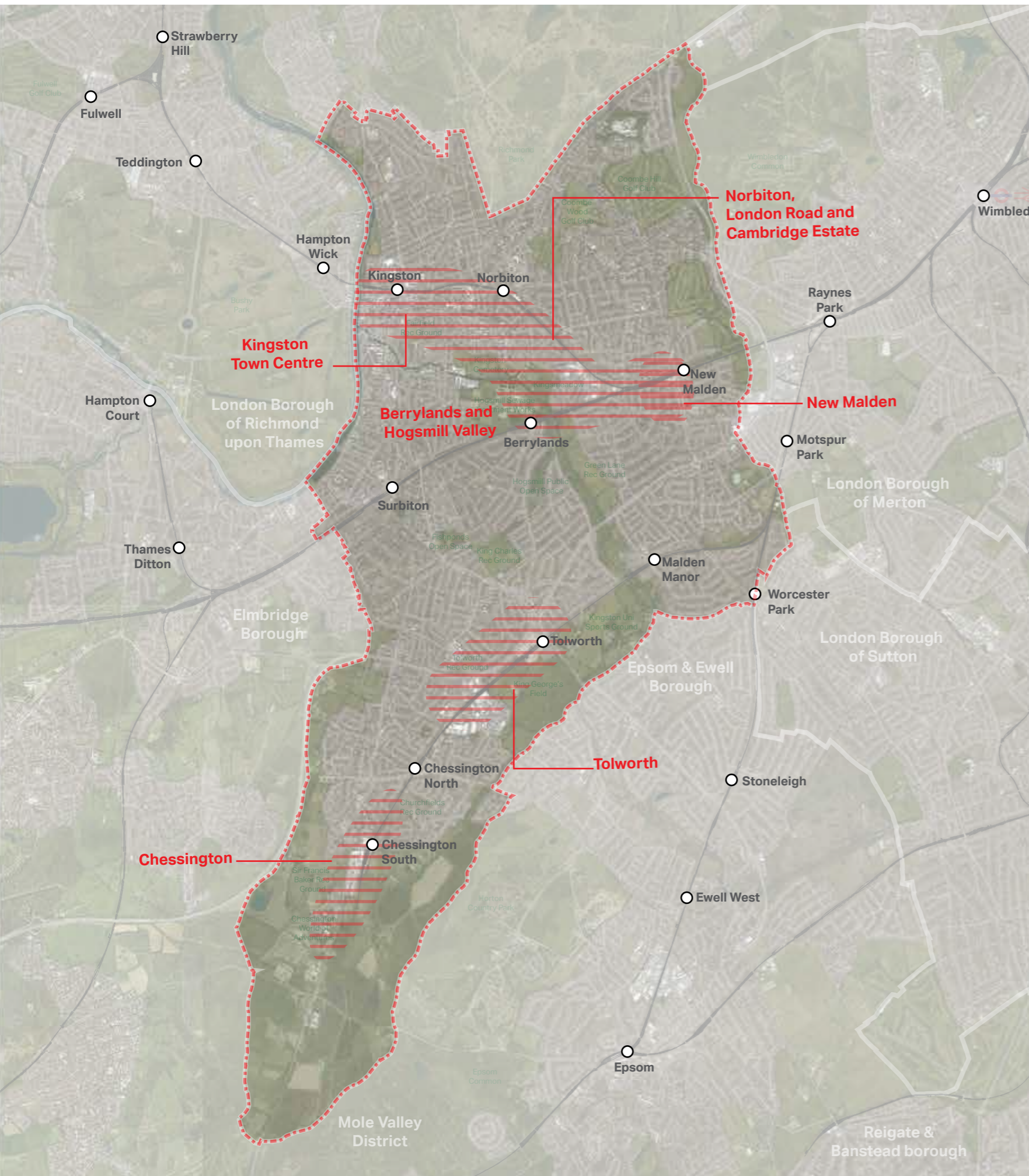
Crossrail 2 is a proposed new rail service serving London and the wider south east by connecting the Surrey National Rail networks via new tunnels in Wimbledon with London stations. As well as cutting some journey times and adding capacity to the regional network, it will support 200,000 new homes and 200,000 new jobs across London and the south east. It is anticipated that Crossrail 2 will be operational by 2033.

All of the borough's train stations are proposed stops on the Crossrail 2 route and will be converted into Crossrail 2 stations. All stations served will see an increase in their service level, providing additional capacity that will relieve crowding and congestion on the network.

The National Infrastructure Commission reported overwhelming support for Crossrail 2 and specified Kingston town centre and Tolworth district centre as major opportunities for significant new housing development. Crossrail 2 will contribute a minimum of 200,000 additional homes over and above the 60,000 that would be developed in areas linked to the line without the scheme. There is a need to maximise economic development benefits around transport schemes to make a successful case for investment.

The development of the new London Plan, Kingston OAPF and Local Plan and will enable the borough to influence and steer the scale and location of opportunity within the borough.

# EMERGING AREAS OF OPPORTUNITY

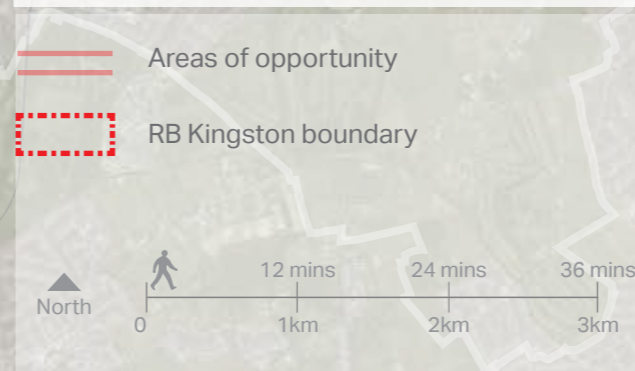


The borough's population is forecast to rise by 52,000 people between 2011 and 2050<sup>8</sup>. For Kingston to be able to continue to provide and encourage residents with opportunities to live and work locally careful consideration needs to be given as to where this growth should be accommodated.

In order to protect and enhance the borough's heritage assets, key views, riverside setting and wider residential character, growth will need to be focused in selective areas.

The borough's projected population growth will take place over a number of years, additional housing provision and jobs need to be planned in stages. These stages will reflect both projected growth and, critically the timing of new infrastructure provision.

As explained earlier the London Plan seeks to locate new homes and jobs in town centres and around existing transport nodes. Many of Kingston's centres are already served by public transport and would therefore represent opportunities for enhanced growth in homes and jobs even without the added opportunity of Crossrail. The potential delivery of Crossrail 2 therefore provides an important catalyst for supporting further growth and intensifying transport hubs.



The borough's strategic open spaces are important and valued assets. Further potential opportunities for growth relate to a comprehensive review and will be addressed as part of the statutory planning process for the new Local Plan for Kingston. This will be completed by Spring 2017.

The accompanying plan shows indicative hatching of the potential areas of opportunity and where development sites may be identified which will be further defined in the preparation of the Local Plan. These will provide an indicative amount of development and will be required to deliver their infrastructure needs.

Those areas identified in the following pages have scope for more significant change.

Kingston Town Centre, the Cambridge Road Estate, New Malden and Tolworth have been identified as areas of immediate opportunity for growth.

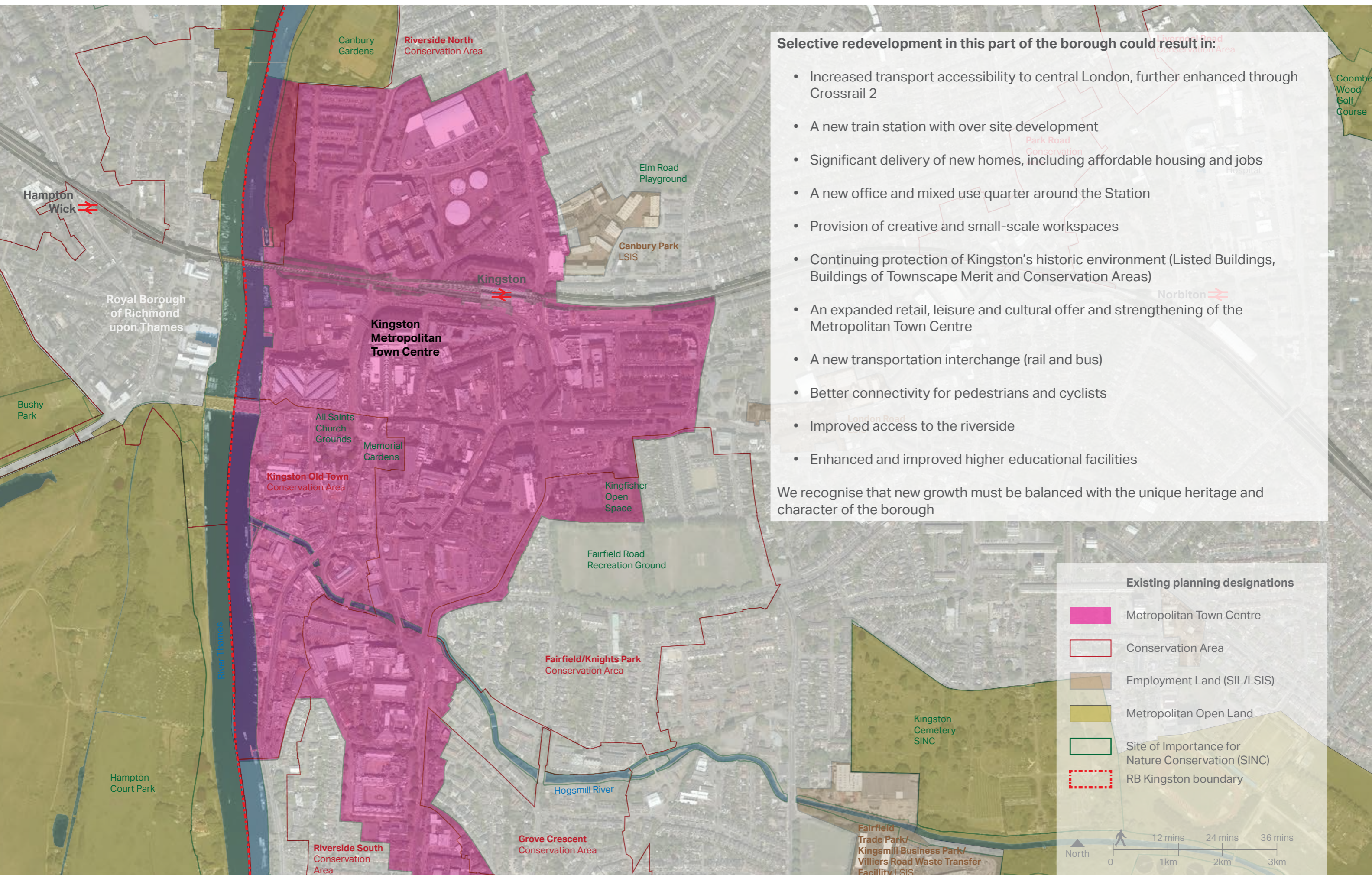
The Hogsmill Valley is likely to provide opportunities for growth in the medium term dependant on the requirements of the Council's waste facilities and Thames Water.

Chessington has been identified as a potential long term area of opportunity linked to the arrival of Crossrail 2 in 2030.

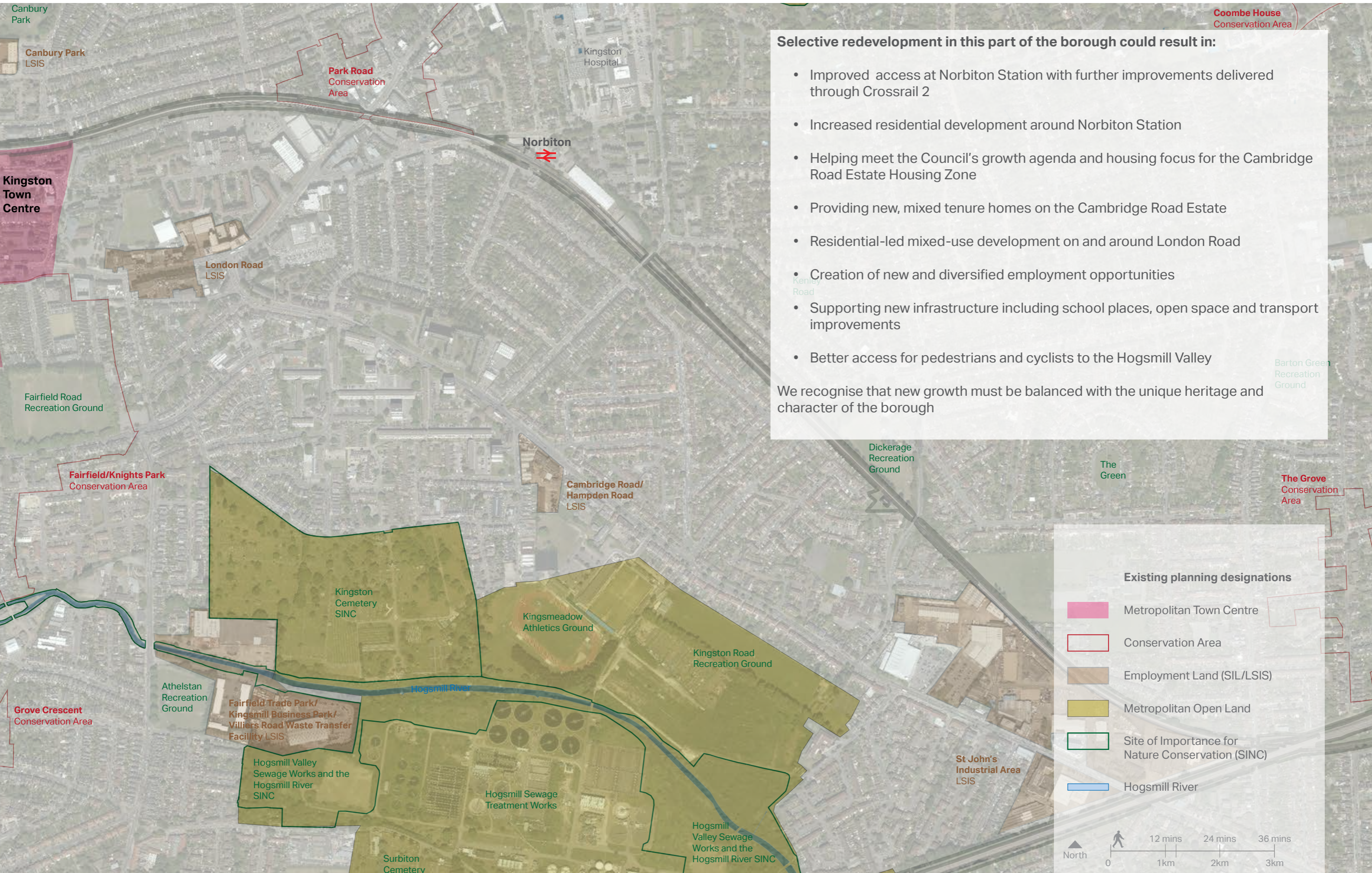
Whilst growth in these immediate areas is not dependent on Crossrail 2, development proposals in these areas should plan for its arrival.

<sup>8</sup> London Datastore, 2015 Round Population Projections

# KINGSTON TOWN CENTRE



# NORBITON, LONDON ROAD & CAMBRIDGE ROAD ESTATE

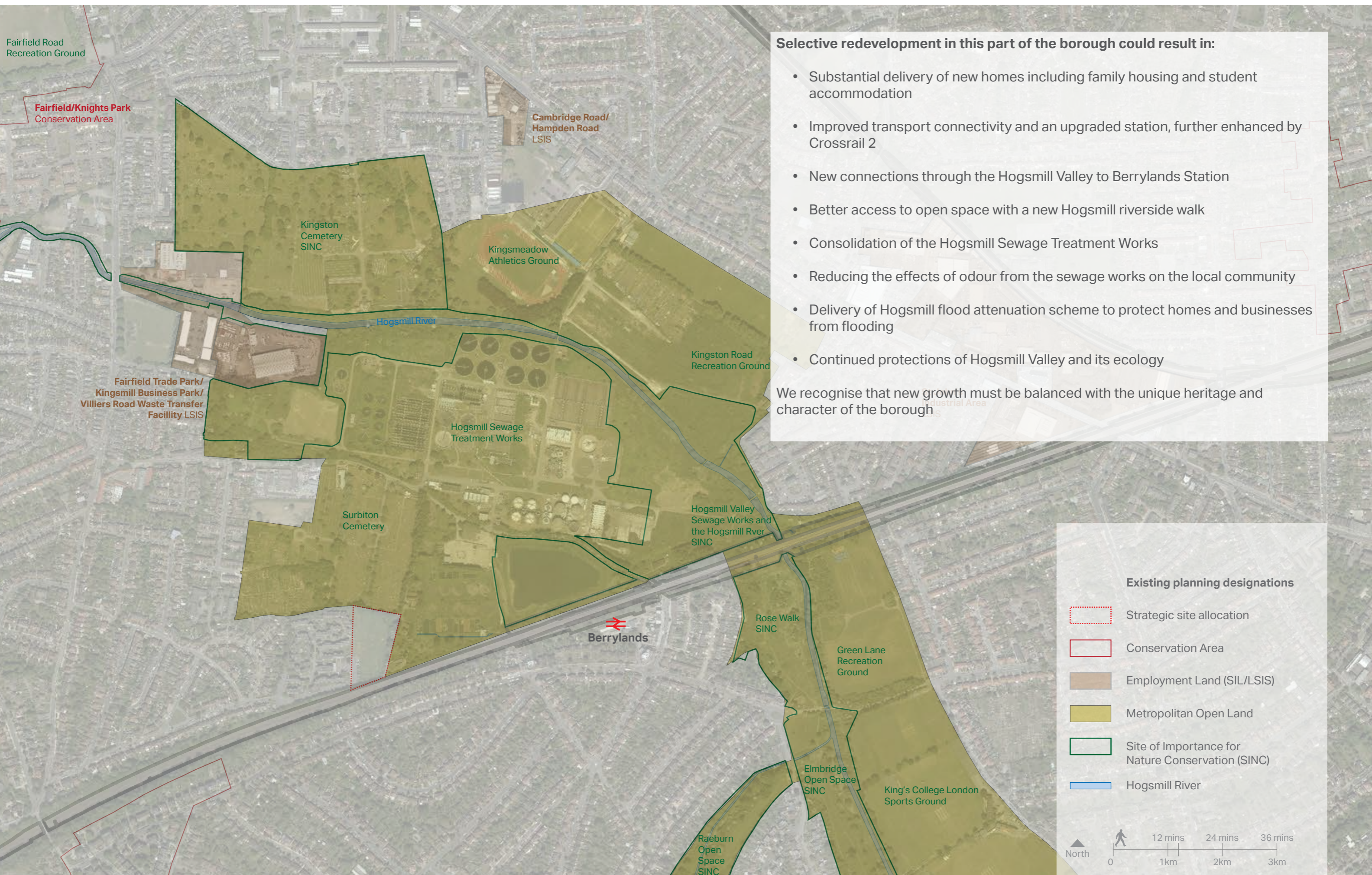


## Selective redevelopment in this part of the borough could result in:

- Improved access at Norbiton Station with further improvements delivered through Crossrail 2
- Increased residential development around Norbiton Station
- Helping meet the Council's growth agenda and housing focus for the Cambridge Road Estate Housing Zone
- Providing new, mixed tenure homes on the Cambridge Road Estate
- Residential-led mixed-use development on and around London Road
- Creation of new and diversified employment opportunities
- Supporting new infrastructure including school places, open space and transport improvements
- Better access for pedestrians and cyclists to the Hogsmill Valley

We recognise that new growth must be balanced with the unique heritage and character of the borough

# BERRYLANDS AND HOGSMILL VALLEY

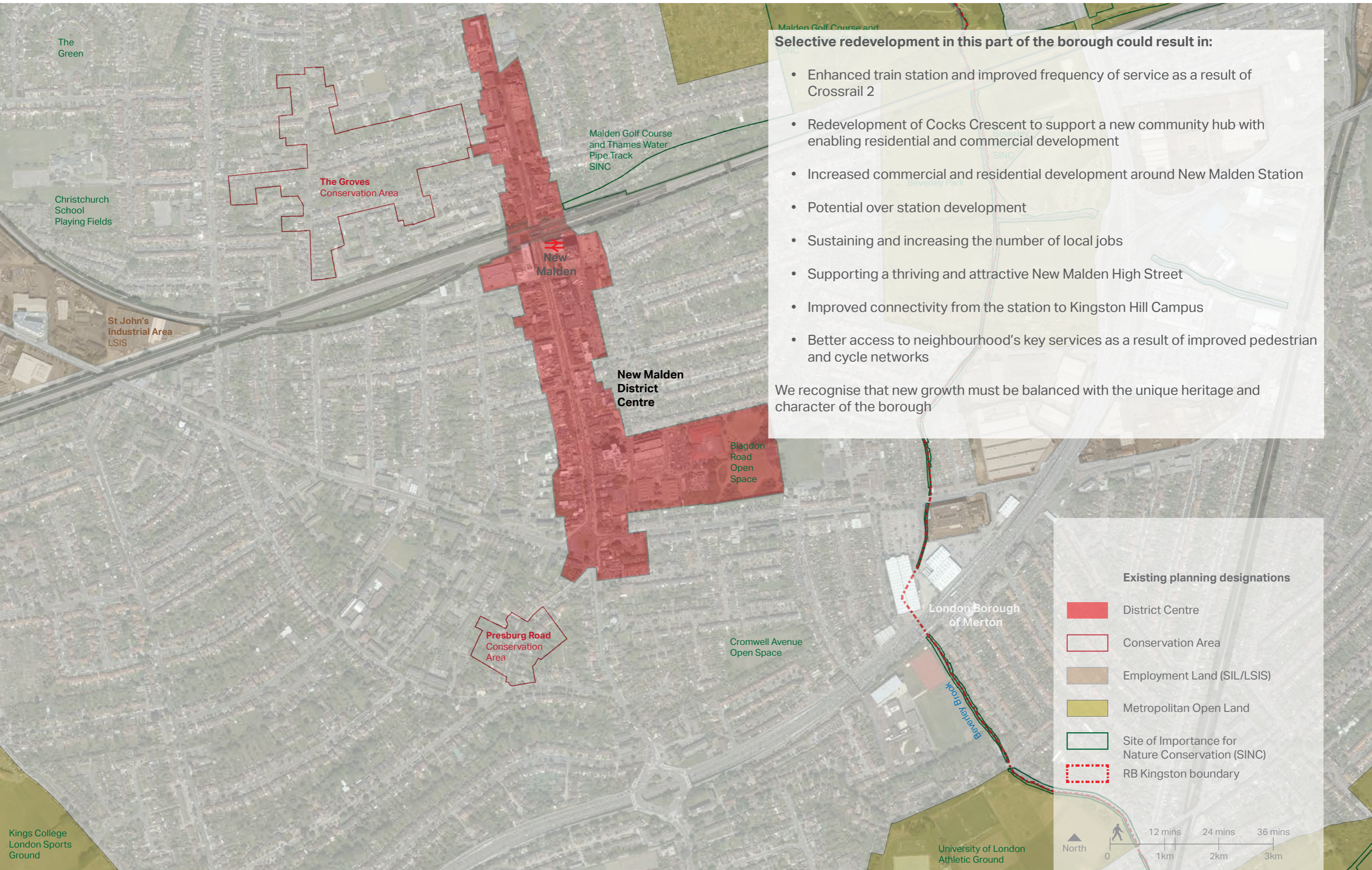


## Selective redevelopment in this part of the borough could result in:

- Substantial delivery of new homes including family housing and student accommodation
- Improved transport connectivity and an upgraded station, further enhanced by Crossrail 2
- New connections through the Hogsmill Valley to Berrylands Station
- Better access to open space with a new Hogsmill riverside walk
- Consolidation of the Hogsmill Sewage Treatment Works
- Reducing the effects of odour from the sewage works on the local community
- Delivery of Hogsmill flood attenuation scheme to protect homes and businesses from flooding
- Continued protections of Hogsmill Valley and its ecology

We recognise that new growth must be balanced with the unique heritage and character of the borough

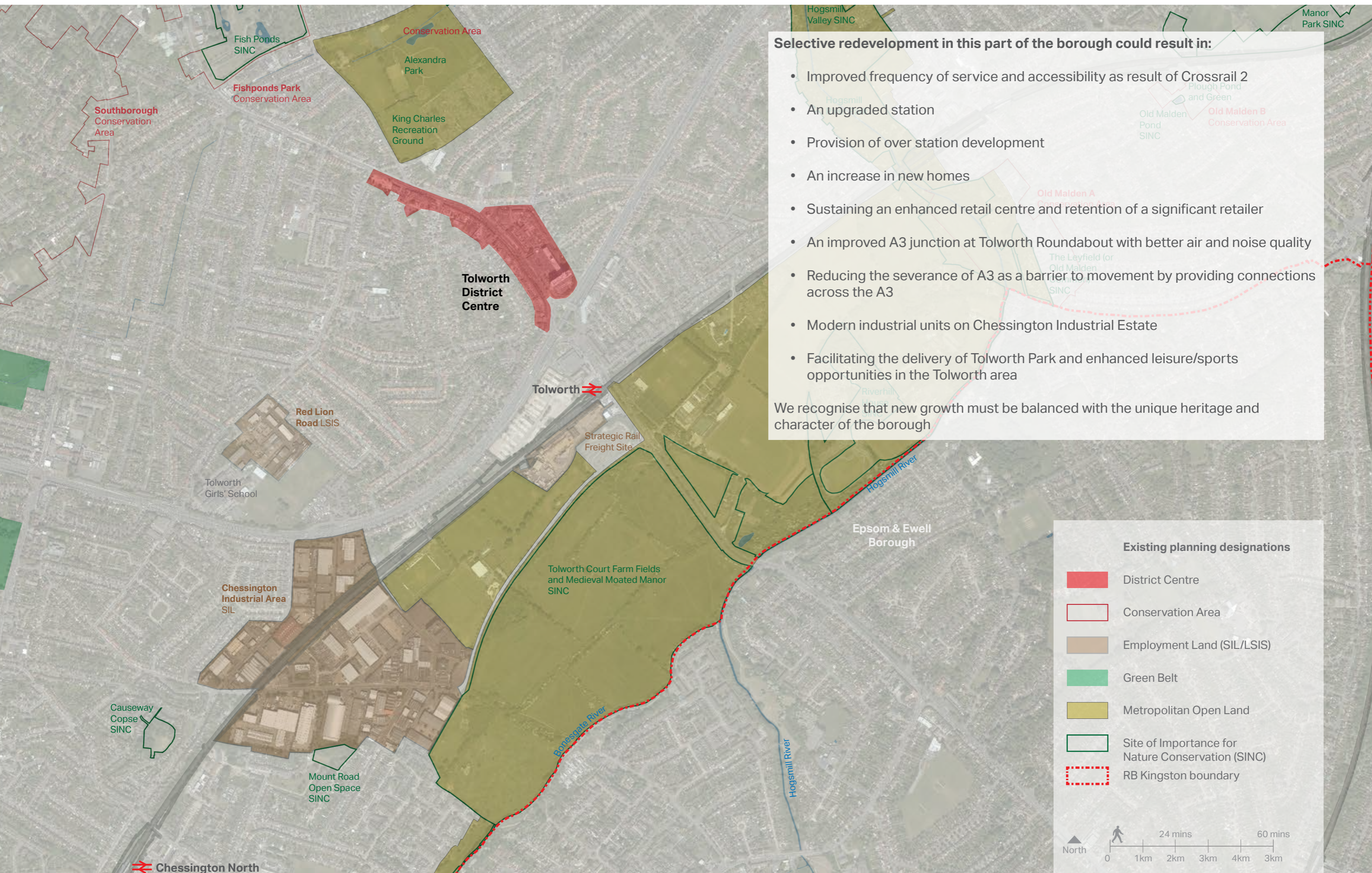




**Selective redevelopment in this part of the borough could result in:**

- Enhanced train station and improved frequency of service as a result of Crossrail 2
- Redevelopment of Cocks Crescent to support a new community hub with enabling residential and commercial development
- Increased commercial and residential development around New Malden Station
- Potential over station development
- Sustaining and increasing the number of local jobs
- Supporting a thriving and attractive New Malden High Street
- Improved connectivity from the station to Kingston Hill Campus
- Better access to neighbourhood's key services as a result of improved pedestrian and cycle networks

We recognise that new growth must be balanced with the unique heritage and character of the borough



**Selective redevelopment in this part of the borough could result in:**

- Improved frequency of service and accessibility as result of Crossrail 2
- An upgraded station
- Provision of over station development
- An increase in new homes
- Sustaining an enhanced retail centre and retention of a significant retailer
- An improved A3 junction at Tolworth Roundabout with better air and noise quality
- Reducing the severance of A3 as a barrier to movement by providing connections across the A3
- Modern industrial units on Chessington Industrial Estate
- Facilitating the delivery of Tolworth Park and enhanced leisure/sports opportunities in the Tolworth area

We recognise that new growth must be balanced with the unique heritage and character of the borough

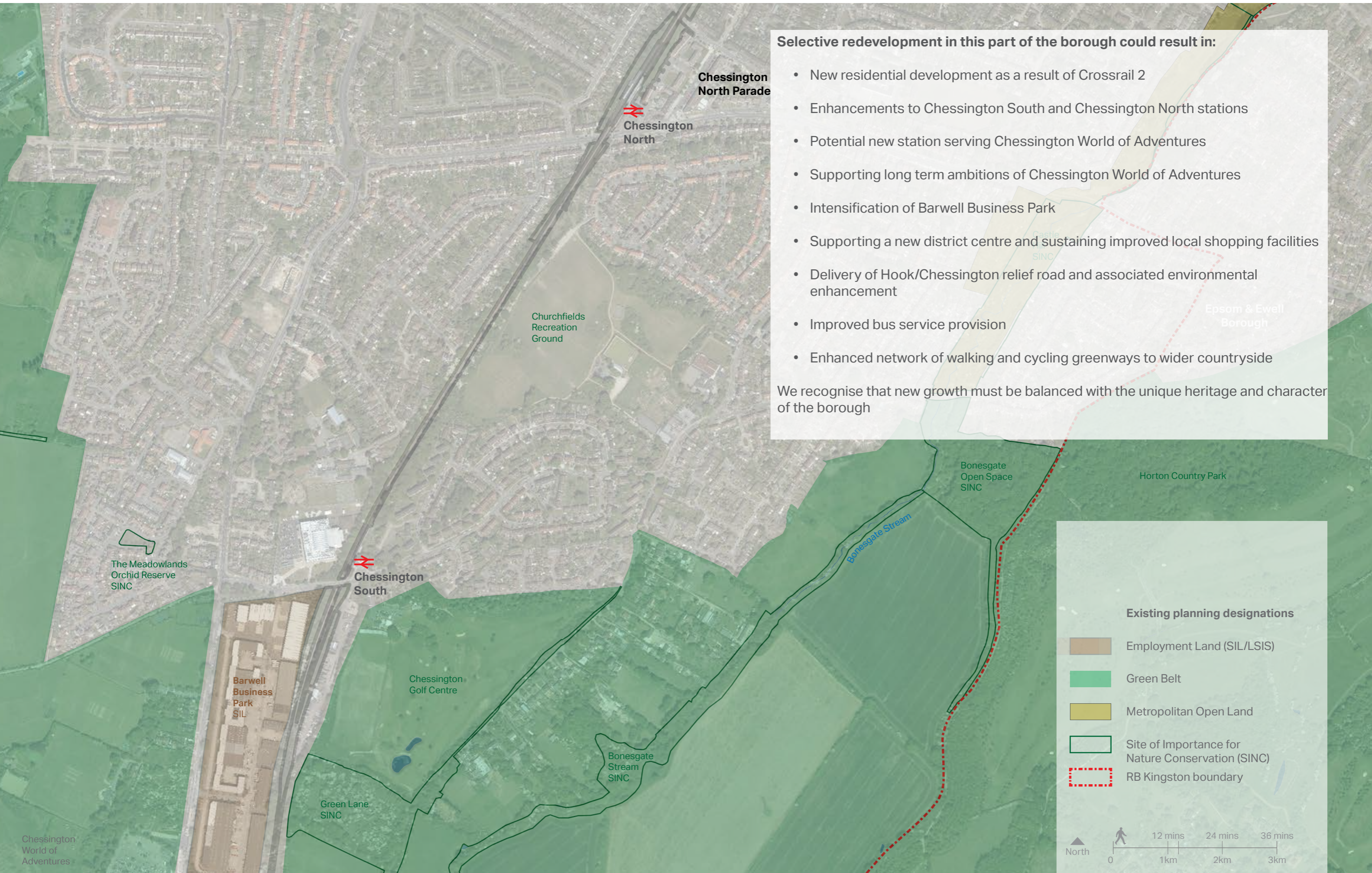
**Existing planning designations**

- District Centre
- Conservation Area
- Employment Land (SIL/LSIS)
- Green Belt
- Metropolitan Open Land
- Site of Importance for Nature Conservation (SINC)
- RB Kingston boundary

North

0 1km 2km 3km 4km 3km

24 mins 60 mins



**Selective redevelopment in this part of the borough could result in:**

- New residential development as a result of Crossrail 2
- Enhancements to Chessington South and Chessington North stations
- Potential new station serving Chessington World of Adventures
- Supporting long term ambitions of Chessington World of Adventures
- Intensification of Barwell Business Park
- Supporting a new district centre and sustaining improved local shopping facilities
- Delivery of Hook/Chessington relief road and associated environmental enhancement
- Improved bus service provision
- Enhanced network of walking and cycling greenways to wider countryside

We recognise that new growth must be balanced with the unique heritage and character of the borough

**Existing planning designations**

- Employment Land (SIL/LSIS)
- Green Belt
- Metropolitan Open Land
- Site of Importance for Nature Conservation (SINC)
- RB Kingston boundary

North 0 12 mins 24 mins 36 mins  
0 1km 2km 3km

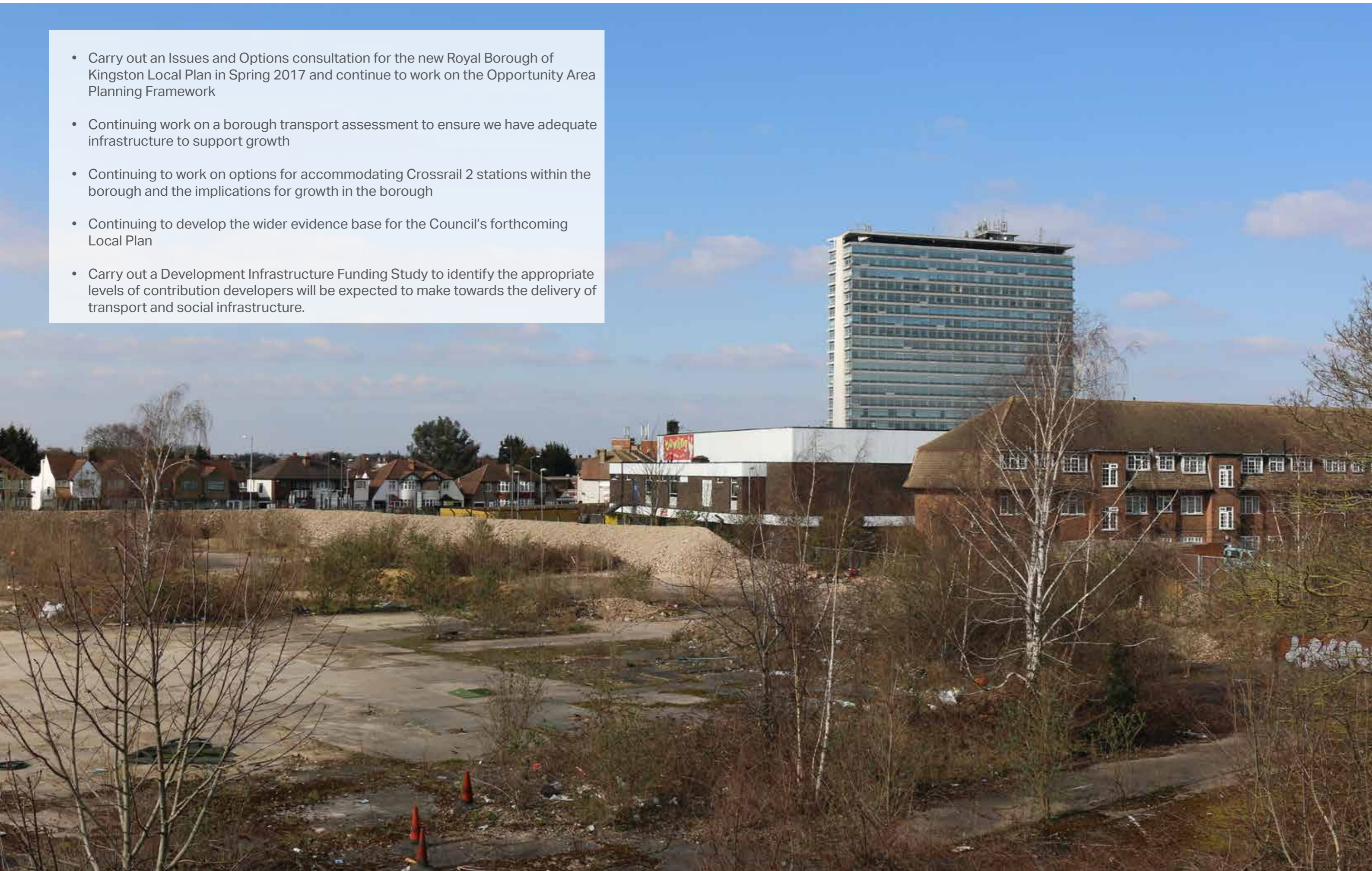
## REST OF BOROUGH

### For the rest of the borough the following approach will apply:

- Protecting the borough's distinctive historic environment and established suburban areas from inappropriate development
- Timely delivery of social infrastructure (GP's, schools and community facilities)
- Coordination with key partners and stakeholders
- Utilising innovative and wider funding streams to facilitate development
- Maximising development opportunities for selective growth in areas of opportunity
- Working with developers to safeguard and build in station infrastructure and where appropriate provide over station development

## NEXT STEPS

- Carry out an Issues and Options consultation for the new Royal Borough of Kingston Local Plan in Spring 2017 and continue to work on the Opportunity Area Planning Framework
- Continuing work on a borough transport assessment to ensure we have adequate infrastructure to support growth
- Continuing to work on options for accommodating Crossrail 2 stations within the borough and the implications for growth in the borough
- Continuing to develop the wider evidence base for the Council's forthcoming Local Plan
- Carry out a Development Infrastructure Funding Study to identify the appropriate levels of contribution developers will be expected to make towards the delivery of transport and social infrastructure.





#### ENGLISH

If you are unable to read this document because of disability or language, we can assist you. Please call the Kingston Council Helpline on 020 8547 5000 or ask someone to call on your behalf.

#### KOREAN

귀하가 장애나 언어 때문에 이 문서를 읽을 수 없다면, 저희가 도와 드릴 수 있습니다. 킹스턴 카운슬의 전화 상담 서비스(전화번호: 020 8547 5000)로 전화 주시거나 귀하를 위해 누군가에게 전화해 달라고 부탁드립니다.

#### FARSI

شما اگر به دلیل مشکل زبان و یا نقص عضو قادر به خواندن این سند نمیباشید، ما میتوانیم به شما یاری رسانیم. لطفاً به شماره تلفن کمکی 020 8547 5000 شهرداری کینگستون (Kingston) تماس حاصل نمایند و یا از کسی درخواست نمایند که به نیابت شما تماس بگیرد.

#### POLISH

Jeśli nie są Państwo w stanie zapoznać się z treścią tego dokumentu z powodu niepełnosprawności lub nieznanomości języka, służymy pomocą. Prosimy o telefon na linię pomocy Kingston Council: 020 8547 5000 lub o poproszenie kogoś innego by zadzwonił w Państwa imieniu.

#### TAMIL

இயலாமை அல்லது மொழி காரணமாக இத்தகவல் பத்திரத்தை உங்களால் படிக்க முடியாவிட்டால் நாம் உங்களுக்கு உதவி செய்ய முடியும். தயவுசெய்து கிங்ஸ்டன் நகரசபை உதவி அழைப்பிற்கு 020 8547 5000 என்ற தொலைபேசி எண்ணில் தொடர்பு கொள்ளவும் அல்லது உங்களுக்காக ஒருவரைத் தொடர்பு கொள்ளச் சொல்லவும்.

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Well! These are tales of mystery!  
And many a darkly woven lie  
With men will easy credence gain;  
Wile truth, calm truth, may speak in vain,  
For eloquence, whose honey'd sway  
Our mortal wits obey,  
Can honour give to actions ill,  
And faith to deeds incredible;  
And bitter blame, and praises high,  
Fall truest from posterity.

Translations of Pindar: The First Olympic Ode.  
470 BC

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