

**K+20 Kingston Town Centre Area Action Plan
Submission Version May 2007**

Background Paper

Housing Provision in Kingston Town Centre

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Housing Provision to May 2007

1. During the 1980s, there was a net loss of housing in the town centre, due to the construction of relief road and commercial development (offices and retail). The recent diversification of uses and new housing development since 2000, encouraged as part of mixed use development has reversed the trend. Overall, in the 20 year period between the 1985 Kingston Town Centre Local Plan and 2005, over 1100 new homes were completed in the town centre, adding to the pre 1985 stock of 200 dwellings, see Table 1. In 2006 a further 448 flats were completed at Royal Quarter.
2. Four major schemes completed since 2003 have provided nearly 1000 new homes, with 157 affordable homes, including:
 - Charter Quay on the riverside (244 units)
 - Avante next to Kingston College (85 flats)
 - the former British Gas site in Richmond Road (155 flats, including 40 affordable housing flats (25%))
 - Royal Quarter in Skerne Road (448 flats, including 117 affordable housing flats (26%), 82 for rent and 35 for shared ownership).
3. Although compact, Kingston town centre plays an important role in contributing to housing provision and meeting housing needs in the borough. Over the period 1997/98 to 2005/06, the town centre accounted for 908 (23%) of the total of 3995 housing completions across the borough (see 2006 Annual Monitoring Report – Appendix 3 Housing Trajectory).
4. In May 2007, 58 flats on four sites are under construction. Table 2 summarises housing provision in the town centre and Table 3 details the mix of housing types and the size of units provided.

TABLE 1 - Residential Completions in Kingston Town Centre 1985-2006 and Residential Under Construction

Completion Date	Site	No of Units
1985		
1986	<ul style="list-style-type: none"> • Eagle House, Ram Passage • 2 Church Street 	12 2
1987	<ul style="list-style-type: none"> • 8B-50 Wood Street • 34-42 London Road 	18 20
1988	<ul style="list-style-type: none"> • Drovers Court (Fairfield East) • 52 Richmond Road • The Griffin (High Street) • 80 Richmond Road 	15 1 2 3
1989	<ul style="list-style-type: none"> • Francis House, Wheatfield Way • Hawker Court (Church Road) • 39-41 Market Place 	6 12 3
1990	<ul style="list-style-type: none"> • 10 Thames Street • Edinburgh Court (Penrhyn 	1 32

	Road)	
1991		
1992	<ul style="list-style-type: none"> • Caversham Hse Lady Booth Rd • 45-49 Clarence Street • Ceres Court (Fife Road) 	22 3 18
1993		
1994	<ul style="list-style-type: none"> • 73-77 London Road • 93-105 Clarence Street • Saxon Court (The Bittoms) 	1 10 15
1985-94	Sub-total	196
1995		
1996	<ul style="list-style-type: none"> • St James Place (Hardman Road) 	18
1997	<ul style="list-style-type: none"> • Nightingale Mews 	6
1998	<ul style="list-style-type: none"> • Regents Court • John Austin Close, Cromwell Rd • Osier Court (Thameside) 	134 33 30
1999	<ul style="list-style-type: none"> • Canbury Place (Power Station) 	177
2000	<ul style="list-style-type: none"> • R/o 37-41 High Street 	14
2001		
2002		
2003	<ul style="list-style-type: none"> • Charter Quay • Avante Court (Kingston College) • Oaklea Passage 	244 85 1
2004	<ul style="list-style-type: none"> • Gas site Richmond Road • Cleaves Almshouses London Rd • The Parade (London Road) • Beverley Boat House High St 	155 5 20 4
1995-2005	Sub-Total	926
1985-2005	Total Completions	1122
2006	<ul style="list-style-type: none"> • Royal Quarter 	448
Under Construction 2007	<ul style="list-style-type: none"> • 34-41 Market Place • 39-39a Richmond Road • 32-34 Richmond Road • 40 Richmond Road 	19 2 18 19
Total Under Construction		58

TABLE 2 – Summary Table of Housing Provision

	No of Units
Housing Stock Pre-1985	200
Housing Completions 1985-1994	196
Housing Completions 1995-2005	926
Housing Completions 2006	448
Housing Under Construction 2007	58
Total	1828

5. Table 3 analyses the mix and size of housing units provided since 1995, including affordable housing and Table 4 summarises housing provision by size of unit. Over the three year period 2004 to 2006, 170 affordable housing flats were completed (27%), out of the total of 632 units. Prior to this on other sites within the town centre there were other UDP priorities, for example, the provision of a theatre within the Charter Quay development and the reservation and marketing of land for a quality hotel on the former Power Station site. The 85 unit Avante scheme, was enabling development in respect of the provision of a range of new facilities for Kingston College. The First Alterations to the UDP adopted in 2005 strengthen affordable housing policies and the Affordable Housing SPD was adopted in 2006.

**TABLE 3 - Housing Provision in Kingston Town Centre 1996 onwards
Mix of Housing Types and Flat Sizes**

Development	Year	No. of units (private)					No. of units (Affordable Housing)				Total
		studio	1-br	2-br	3-br +	total	1-br	2-br	3-br +	total	
St James Place, Hardman Rd	1996	4	5	9		18					18
Nightingale Mews	1997				6	6					6
Station Yard Sopwith Way (Regents Ct)	1998	2	51	81		134					134
John Austin Close, Cromwell Rd	1998		3	30		33					33
Osier Court, Thameside	1998			30		30					30
Power Station Canbury Place	1999		18	101	50 (+8x 4b)	177					177
R/o 37-41 High Street	2000			9	5	14					14
Charter Quay	2003		30	164	50	244					244
Avante Kingston College Kingston Hall Rd	2003		23	53	9	85					85

Oaklea Passage	2003				1	1					1
Gas Site, Richmond Rd	2004		19	80	16	115	7	29	4 (incl 1x4 bed)	40	155
Cleaves Almshouses London Road	2004						5			5	5
The Parade London Road	2004		2	10		12	6	2		8	20
Beverley Boat House High St	2004			4		4					4
Royal Quarter Skerne Road	2006		130	183	18	331	47	64	6	117	448
Total built		6	281	754	163	1204	65	95	10	170	1374
Under Construction 2007											
36-41 Market Place		4	5	10		19					19
39-39a Richmond Rd			1		1	2					2
32-34 Richmond Rd				18		18					18
40 Richmond Road			15	4		19					19
Total U/C		4	21	32	1	58					58

TABLE 4 - Summary of Housing Provision by Size of Unit

Units	Studio	%	1 bed	%	2 bed	%	3 bed +	%	Total
Completed 1996-2006	6	0.4	346	25.2	849	61.8	173	12.6	1374
Under Construction	4	6.9	21	36.2	32	55.2	1	1.7	58
Total	10	0.7	367	25.6	881	61.5	174	12.2	1432

Housing Densities

6. Table 5 analyses densities on housing sites completed since 1995, sites under construction and sites with planning permission. The table illustrates the wide range of densities resulting from individual circumstances. The densities range from 35 units per hectare for a single house on a single site up to 305 for Royal Quarter. For mixed use developments, densities range from 84 to the 409 units per hectare for the Kingston College Avante scheme. Over all the sites analysed, the average density is 175 units per hectare.

TABLE 5 - Kingston Town Centre Housing Densities 1995 onwards

SITE	AREA HA.	NOS OF UNITS	MIXED / SINGLE USE	DENSITY UNITS PER HA.
Completed Sites and Sites Under Construction				
1. St James Place	0.1202	18	S	150
2. Nightingale Mews, South La.	0.0705	6	S	85
3. Regents Court	0.7460	134	M (1xA3)	179
4. John Austin Close	0.1296	33	S	254
5. Osier Ct, Thames Side	0.1107	30	S	271
6. Canbury Place	2.5330	177	S	70
7. R/O 37-41 High St	0.0983	14	S	142
8. Charter Quay	1.7740	244	M	137
9. Avante South Lane	0.2080	85	M	409
10. Oaklea Passage	0.0282	1	S	35
11. Gas Site, Richmond Road	1.1348	155	S	137
12. Cleaves Almshouses	0.0458	5	S	109
13. Parade London Rd	0.0506	20	M	395
14. Beverley Boat Hse, High St	0.0478	4	M	84
15. Royal Quarter	1.4710	448	S	305
16. 34-41 Market Place	0.0620	19	M	306
17. 39-39a Richmond Rd	0.0181	2	M	110
18. 32-34 Richmond Rd	0.0460	18	M	394
19. 40 Richmond Road	0.1530	19	M	189
Sites with Plg Permission				
20. Quebec Hse Cromwell Rd	0.1021	14	M	137
21. 42a Richmond Rd	0.0387	5	M	129
22. 55-59 Fife Rd	0.0219	8	M	365
23. Turks, Thames Side	0.1202	24	S	200
24. Elect sub-station Skerne Rd	0.7675	191	S	249
25. 12 Skerne Rd	0.3510	124	M (+ GP)	356
Total	10.2490	1798		Ave. 175

7. The 2004 London Plan, Table 4B.1 Density Location Matrix provides guidance on density and density ranges for sites, taking account of location, setting and accessibility. For sites within 10 minutes walk of a town centre:
- 240-435 units/hectare (ave.2.7 hr/u) and 650-1100hr/ha for very densely developed Central sites, mostly flats with buildings of 4-6 storeys; and
 - 165-275 units/hectare (ave.3.0 hr/u) and 450-700hr/ha for densely developed urban mixed use sites with buildings of 3-4 storeys.

Housing Policy Background

8. National Planning Policy is set out in Policy Planning Statement 3 - PPS3 Housing, 2006. Policies are geared towards the creation of sustainable, inclusive, mixed communities. Paras.9, 10 and 20 concern the provision of a wide choice of homes to address community requirements, with a mix of housing to support a wide variety of households, such as families with children, single people and older people. Para.16 refers to the importance

of 'creating a sense of place'. PPS6 Planning for Town Centres 2005 also refers to housing, as an important element in most mixed-use, multi-storey developments.

9. The London Plan 2004 sets out Policies on Housing - 3A.1-3A.8, which provide relevant strategic and detailed guidance. Policy 3A.4 Housing Choice concerns the provision of a range of housing choices in terms of mix of housing sizes and types.

10. One of the RBK 2004 Community Plan's six priorities is the provision of "Well maintained, sustainable housing meeting the needs of the whole community". A key objective is:

"To ensure the delivery of a supply of housing which will support the Borough's economy, build sustainable communities and meet a diverse range of housing needs"

11. Community Plan priorities for housing are to:

- Maximise the supply of housing and affordable housing in particular
- Meet the housing needs of Kingston's diverse communities
- Improve the housing conditions across all tenures
- Build sustainable communities

12. The 2005 UDP includes: policies which promote diversification and appropriate land uses in the town centre, including housing; Strategic Policies STR1 Housing Supply and STR3 Housing Need and Low Cost and Affordable Housing Policy H9, which requires new residential development (10 or more homes) to include a proportion of affordable housing. This policy is supplemented by the SPD on Affordable Housing 2006. The Annual Monitoring report serves a number of purposes including the monitoring of the performance and output resulting from Policies in the UDP.

13. Other relevant strategies and statements include the Council's annual Housing Strategy Statement, which monitors performance on new housing provision over the preceding year, including affordable housing, changes in dwelling stock and funding streams. The Council's Affordable Housing Action Plan 2003-2006 sets out over 100 action points and relates to the Community Plan objectives, and other objectives formulated through its own review process.

Borough Context and Housing Need

14. Government research has identified Kingston as one of 42 local authority areas under pressure to increase the supply of housing to keep up with demand. The Mayor of London has identified the provision of housing as a key priority for boroughs in Greater London.

15. Kingston is a predominantly affluent area, with 71.5% of households owning their own home. However, there are pockets of significant

deprivation across the borough and there are problems with affordability, due to house prices.

16. The need for more housing and problems with affordability of housing for local people, due to the high price of housing in Kingston, together with a lack of family housing, higher density housing, concerns about the lack of amenity space and provision of social infrastructure (schools and healthcare facilities) to support additional housing were raised as issues during community engagement on K+20 in 2004 and 2005.
17. The Council does not have an up to date Housing Needs Survey. One was due to be commissioned in 2006, but on the advice of GOL, due to the pending publication of the new PPS3 (Housing) and the likely requirement therein for a Strategic Housing Market Assessment (SHMA), this was not progressed. A SHMA assesses the demand for market housing and is based on sub-regional housing markets, not administrative boundaries.
18. Following the issue of PPS3 in November 2006, GOL advised boroughs not to prepare SHMAs. The agreed approach for London is to treat the whole of London as a housing market area and, in the long run, prepare a SHMA which will fully accord with PPS3. In the meantime, the GLA will update a previous study (the GLA 2004 Housing Requirements Study). Boroughs preparing Core Strategies will supplement this with local evidence on housing need and the advice to boroughs is to make use of secondary data, rather than commission extensive primary surveys. Studies must deliver the outputs required by the DCLG on housing needs and the housing requirements of specific groups.

Managed Student Accommodation

19. Kingston University is one of the country's leading 'modern' universities and it plays an important role in the local economy. Its main academic campus is in Penryhn Road, at the southern end of the town centre, with other academic campuses located just outside the town centre (Knight's Park), on Kingston Hill and in Roehampton Vale (LB Wansdworth). Student numbers increased by 2,000 to 17,000 between 2002 and 2004/05, and by a further 2,000 to 19,000 by 2006/07. A further increase of 10% is forecast by 2009/10.
20. There are five key sites with student accommodation providing a total of 2,420 bedspaces - Clayhill (715); Middle Mill (204), Seeting Wells (728); Kingston Hill (565) and Hampton Wick (210), none of which are within Kingston town centre. The recent and forecast increases in student numbers results in a shortage of academic, teaching and student residential accommodation. The scale of the shortfall of managed student accommodation, which is based on being able to meet requirements from first year students living more than 10 miles away from the University, is currently around 2,500 bedspaces and forecast to increase to 3,500 bedspaces by 2009/10. This shortage has implications for the local housing market, as increasing numbers of houses and larger flats,

particularly on the edge of the town centre around the Penryhn Road and Knights Park campuses are rented out to students, thus reducing the supply of locally available family housing.

21. In 2005, the RBK Transport and Infrastructure Overview Panel, set up a Member Working Group with Kingston University to look at the impact of the University and its continuing expansion and development strategy on Kingston town centre and the local area, in its widest sense (impact on local infrastructure, the economy, arts and culture, transport, highways and housing). The conclusions of the Working Group were that it accepted that Kingston University will expand and considered that the Council should adopt a pro-active rather than reactive approach. It noted the projected shortfall of student accommodation of around 3,500 bedspaces, that the UDP offers limited guidance on the need/provision of sites and that this was due to be addressed in the forthcoming Local Development Framework (Core Strategy and Area Action Plans).

Future Housing Potential in Kingston town centre

22. As indicated in para.3, Kingston town centre plays an important role in housing provision in the borough, accounting for 23% of provision – that is 908 out of a total of 3995 completions over the period 1997/98 to 2005/06 and this is expected to continue. Its importance stems from a number of factors which together mean that there is a general shortage of developable land:

- Kingston is the smallest London borough
- The borough is largely suburban, with large swathes of detached and semi-detached housing
- There are large areas of Metropolitan Open Land
- The southern part of the borough, south of Chessington is part of London's Green Belt
- Many of the 1998 UDP Proposal Sites, including former industrial and institutional sites came forward for development early in the process.

London Plan targets, Annual Monitoring Report and K+20 AAP Preferred Options Stage 2005

23. The London Plan 2004, identified a housing target for the Borough of 6,710 dwellings between 1997 and 2016, which is reflected in the 2005 UDP Policy STR1 Housing Supply. In early alterations to the London Plan, this figure was increased to 7,250.
24. The 2006 Annual Monitoring Report includes a Housing Trajectory at Appendix 3, which forecasts cumulative completions to be 8,276 over the London Plan target period. The projected Housing Delivery for 2005/06 to 2016/17 of 4281 units has four components:
- A. 661 units on large sites with planning permission 31 March 2006
 - B. 785 units on sites without planning permission included in the 2005 Housing Capacity Study

- C. 1097 units on large sites in Kingston town centre, without planning permission and not included in the 2005 Housing Capacity Study
 - D. 1738 units on small sites
25. The 4281 units includes 1746 units within Kingston town centre, that is 41% of the total, comprising 402 units in Category A, 247 units in Category B and 1097 units in Category C.
26. The K+20 Area Action Plan 2005 Preferred Options Stage Housing Background Paper estimated the housing potential of the town centre to be 1583 homes, based on sites with planning permission, current planning applications and estimate for sites identified with housing potential. These figures fed into the 2006 Annual Monitoring Report Housing Trajectory The figure which was put forward in the K+20 AAP Preferred Options document was up to 1500 new homes, including private, affordable and student housing. The discrepancy between the Preferred Options Housing Background Paper figures and the AMR Housing Trajectory is due to some double counting and interpretation of figures for planning permissions and current planning applications. The figures are due to be refined in the 2007 Annual Monitoring Report.

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27. Existing planning permissions in the town centre, especially on UDP Proposal Sites are a relevant factor in the assessment of future housing potential. Table 6 provides details of 6 sites with residential planning permissions, Table 7 details the mix of housing by type and size of unit.

TABLE 6 – Sites with Planning Permission for Residential

Site Location	UDP Proposal Site	AAP Site	No. of Units
55-59 Fife Road	PS10	P9	8
Quebec Hse, 1-3 Cromwell Rd	PS6	P11	14
Turks Thames Side	Adjoins PS2	P12	24
Elect. Sub-station	PS1	P17	191
12 Skerne Road	PS29a	P18	124
42a Richmond Rd		-	5
Total			366

TABLE 7 - Sites with Planning Permission by type and size of unit

Site Location	AAP Site	1 bed	2 bed	3 bed	Total Private	1 bed	2 bed	3 bed	AH	Total
55-59 Fife Rd	P9	2	6		8					8
Quebec Hse, 1-3 Cromwell Rd	P11		14		14					14
Turks Site	P12	7	14	3	24					24
Elect sub-sta.	P17	61	89	2	152	30	8	1	39	191
12 Skerne Rd	P18	27	47	4	78	16	28	2	46	124
42a Richmond Rd	-	1	2	2	5					5
Total with PP		98	172	11	281	46	36	3	85	366

28. A number of UDP and AAP Proposal Sites listed above (P9, P11, P12 and P17) have planning permissions which are unlikely to be implemented due to a change of land ownership and/or reconsideration of sites, through the AAP and development control process and pre-application discussions on revised proposals. Only P18, the Lok'n Store site at 12 Skerne Road, which has planning permission for 124 flats and a GP healthcare facility, is likely to be implemented, with demolition due to commence in 2007 and construction in 2008.
29. The future housing potential of the town centre has been further assessed since the Preferred Options Stage, taking account of knowledge of individual sites, their constraints and opportunities and engagement with stakeholders, including landowners and developers; existing planning permissions and their likelihood of implementation; AAP Policies for Proposal Sites and the extent of non-residential uses envisaged, as part of mixed use development and guidance on appropriate densities. The AAP policies for sites avoid being too explicit on the precise amount and mix of different uses, including housing, leaving flexibility in the development of proposals through the planning process for more detailed assessment and site planning and further negotiations with landowners and developers. Table 8 sets out the estimate of the likely future housing potential of the AAP proposal sites.

TABLE 8 - Estimate of Future Housing Potential of AAP Proposal Sites

Site	No of Units (Private & Affordable)	No of Student Bedrooms
P1 – Clarence Street North	50	0
P2 – Eden Quarter South of Clarence St	100	0
P3 – Eden Quarter East of Eden St & Ashdown Rd	100	0
P4 – St James's	25	0
P5 – Cattle Market	15	0
P6 – Kingfisher Area	15	0
P7 – Former Fairfield Nursery	0	0
P8 – 107 – 163 Clarence St & Rear Yard	0	150
P9 – North West corner Fife Road and Wood St	15	0
P10 – Kingston Station	0	200
P11 – Quebec House	15 or	100
P12 - Northern Riverfront, incl Vicarage Rd	150	200 (u/c)
P13 – Bishops Palace House	100	0
P14 – Guildhall Area	0	0
P15 – Surrey County Hall	0	0
P16 – Kingston University	0	0
P17 – Power Station & EDF sites	350	0
P18 – Lok'n Store 12 Skerne Road (has Plg Perm)	(124)	0
P19 – Kingston College and adjoining sites	25	0
P20 – Kingsgate car park and Richmond Road	75	100
Total Housing Potential	1159	750

30. Overall, the AAP Vision for the town centre (AAP paras.4.1-4.8 pages 29-31) makes provision for around 1000 new homes within the town centre. This is less than the estimate of 1159 homes set out in Table 8, but is considered to be a realistic figure overall, allowing for flexibility (see para.29) and making allowance for the situation where housing may not come forward on all the identified sites. The assessment also makes provision for around 750 student bedrooms to be provided on five sites across the town centre, including one site where 200 student bedrooms are currently under construction. This assessment does not take account of viability, in terms of a threshold of provision for managed student accommodation. The University are in the course of preparing a student accommodation strategy, which will include reference to viability thresholds.