

# ROYAL BOROUGH OF KINGSTON UPON THAMES

## Five Year Housing Land Supply Statement, February 2022



THE ROYAL BOROUGH OF  
**KINGSTON**  
UPON THAMES

# Summary

This statement sets out the borough's five-year housing land supply between 1 April 2021 and 31 March 2026.

It demonstrates that the borough has **2.32 years** of deliverable land supply when assessed against the London Plan's housing requirement, with an additional 20% buffer.

- the borough's five-year housing land supply requirement is 6,774 homes;
- the identified deliverable housing land supply is 3,145 homes.

## The Requirement

1. Paragraph 74 of the Government's National Planning Policy Framework (NPPF)<sup>1</sup> requires all planning authorities to identify and update annually a supply of specific deliverable housing sites sufficient to provide a minimum of five years' worth of housing against the requirement set out in adopted strategic policies.
2. Where local planning authorities cannot demonstrate a five year supply of deliverable housing sites, relevant decisions should apply the presumption in favour of sustainable development. This means that for planning applications involving the provision of housing, it should be granted permission unless:
  - the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - any adverse effect of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.

## The London Plan's Housing Target

3. Policy H1 of the Mayor's London Plan<sup>2</sup> sets out the ten-year housing targets for completions that each London Borough should plan for in their area.
4. The borough has a target to deliver 9,640 additional net homes between 2019/20-2028/29; this is equivalent to a requirement of 964 homes per annum over the plan period.

**Table 1. Summary of the borough's housing target**

	<b>Number of homes required (between 2019/20-2028/29)</b>
London Plan's Housing Target (Policy H1)	9,640

## Additional 20% Buffer

5. In identifying the supply of specific deliverable housing sites, paragraph 74 of the NPPF requires an additional buffer of at least 5% to ensure choice and competition in the land market; or an additional buffer of 20% where there has been significant under-delivery of housing over the previous three years to improve the prospect of achieving the planned supply.
6. The Annual Housing Delivery Test 2021 measurement<sup>3</sup> indicates that the borough has only delivered 76% of the homes required over the previous three years (below the 85% threshold required in footnote 41 of the NPPF).
7. For this year's assessment, an additional 20% buffer would be required when identifying the supply of deliverable housing land for the borough.

<sup>1</sup> LUHC, National Planning Policy Framework (2021)

<sup>2</sup> GLA, The London Plan (2021)

<sup>3</sup> LUHC, Housing Delivery Test: 2021 Measurement (published on 14 January 2022)

## Housing Completions and Shortfalls

8. In line with the plan period covered by Policy H1 of the London Plan, the base date for calculating the borough's five-year housing land supply requirement is 1 April 2019.
9. Between 2019/20 and 2020/21, the borough has delivered 1,103 additional homes. Based on an annual requirement of 964 homes per annum, the borough has accumulated a shortfall of 825 homes.
10. In line with the Government's guidance<sup>4</sup> for calculating the five-year housing land supply requirement, the accumulated shortfall have been added to the requirement for the next five year period (following the 'Sedgefield' approach).

**Table 2. Summary of the borough's housing completions and shortfalls**

Year	Annual Requirement	Additional Homes Delivered	Accumulated Difference +/-
2019/20	964	624	-340
2020/21	964	479	-485
<b>Total</b>	<b>1,928</b>	<b>1,103</b>	<b>-825</b>

## The Borough's Five Year Supply Requirement

11. Based on the information above, the borough's five-year housing land supply requirement at 1 April 2021 (including the accumulated housing shortfall and an additional 20% buffer) is 6,774 homes.

**Table 3. Summary of the borough's five year supply requirement**

A. Housing requirement over the next 5yrs (Between 1 April 2021 and 31 March 2026)	4,820	<i>964 x 5 yrs</i>
B. Accumulated housing shortfall (Between 1 April 2019 and 31 March 2021)	-825	<i>See Table 2</i>
C. 5yrHLS requirement without buffer (Between 1 April 2021 and 31 March 2026)	5,645	<i>A - B</i>
D. <b>5yrHLS requirement with 20% buffer</b> (Between 1 April 2021 and 31 March 2026)	<b>6,774</b>	<i>C x 120%</i>

## Definition of Deliverable

12. The Glossary of the NPPF<sup>5</sup> indicates that for housing sites to be considered deliverable, housing sites should be available now, offer a suitable location for development now, and be achievable, with a realistic prospect that the site will deliver housing within five years. In practice, this means:
  - sites that do not involve major developments and have planning permission, and all sites with detailed planning permission should be considered deliverable until

<sup>4</sup> LUHC, Planning Practice Guidance: Housing Supply and Delivery, Paragraph 031 (Revision 22 July 2019)

<sup>5</sup> LUHC, National Planning Policy Framework (2021), Annex 2: Glossary

the permission expires (unless there is clear evidence that homes will not be delivered within five years);

- where a site only has outline planning permission for major development, has a grant of permission in principle or is allocated in a development plan, it should only be considered deliverable where there is clear evidence that housing completions will begin on-site within five years.

## The Borough's Deliverable Supply

13. For this statement, the borough can demonstrate a deliverable housing supply of 3,145 homes between 1 April 2021 and 31 March 2026.
14. Of this identified total, 2,020 homes were from 'Large Sites' (with a site size of 0.25 hectares or above), and 1,125 homes were from 'Small Sites' (with a site size of below 0.25 hectares).
15. The borough's housing trajectory is set out in **Appendix A**.

**Table 4. Summary of the borough's deliverable supply**

<b>Deliverable Housing Land Supply</b> (Between 1 April 2021 and 31 March 2026)		<b>Number of Homes</b>
<b>Large Sites</b> (0.25ha /+)	Commenced Development	623
	Full Permission	816
	Outline Permission	1
	NSC Approved / Commenced (equivalent homes)	280
	Permission in Principle	300
<b>Small Sites</b> (0.25ha <)	Commenced Development	410
	Planning Permission	391
	NSC Approved / Commenced (equivalent homes)	23
	Windfall Allowance	301
<b>Deliverable Supply Total</b>		<b>3,145</b>

16. In line with the NPPF, development sites with full planning permission or have commenced development are generally considered deliverable.
17. On Large Sites where the number of additional homes approved or proposed on site is more than 100 homes, the Council has sought direct input from the landowners, their agents and developers with control of these sites through a survey<sup>6</sup> to ensure the Council's assumptions on phasing and delivery rates in the housing trajectory reflect their latest scheme. These sites include:
  - King George's Gate, Tolworth, for 950 homes;
  - Eden Quarter, Kingston, for 380 homes;
  - Royal Exchange, Kingston, for 320 homes;
  - Kingston Road, New Malden, for 297 homes;
  - Surrey House, Kingston, for 156 homes;
  - 15-23 Fife Road, Kingston, for 111 homes;
  - Cambridge Road Estate, for 1,338 homes.

<sup>6</sup> The Housing Land Supply Survey took place between March-May 2021.

18. The Council did not receive a survey response for three of these sites:
- Royal Exchange, Kingston - the site is in control by St. Georges West London and is at advanced stages of development; the whole site has been included in the deliverable supply for this statement;
  - Surrey House, Kingston - phase 1, including the demolition works and the erection of office buildings, has full planning permission; but phase 2, including the residential element, has outline planning permission only; the whole site has been excluded from the deliverable supply for this statement;
  - 15-23 Fife Road, Kingston – the site / building is in existing use (Sports Direct / retail use); the whole site has been excluded from the deliverable supply for this statement.
19. The deliverable supply included 300 homes to account for future delivery from the Cambridge Road Estate site. On 21 December 2021, Kingston's Planning Committee has resolved to grant permission for the estate's regeneration, to deliver up to 1,338 net additional homes by 2033. The permission in principle includes detailed approval for Phase 1 of the development. Construction work for the site is expected to start in Summer 2022.
20. The deliverable supply also included a windfall allowance of 190 homes for Small Sites over the five years (to provide a total of 225 homes per year from Small Sites).
- Paragraph 4.1.8 of the London Plan explains that Boroughs would be supported in including windfall allowances in their five-year housing trajectories based on the target for small sites;
  - Paragraph 4.2.3 of the London Plan also advises that the target for small sites (as set out in Table 4.2 of the London Plan) can be taken to amount to a reliable source of windfall sites that contributes to anticipated supply and provides compelling evidence required by the National Planning Policy Framework.
21. The Council's monitoring data indicates Small Sites have in recent years, delivered more than 225 homes per year over the previous five years<sup>7</sup>. For this reason, the identified windfall allowance to provide a total of 225 homes per year from Small Sites is considered to be realistic and in line with historic delivery rates.

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<sup>7</sup> Analysis of monitoring data from the London Planning Hub

## The Borough's Housing Land Supply Position

22. Based on the information above, this statement concludes that the borough has **2.32 years** of deliverable land supply (equivalent to a shortfall of 3,629 homes) when assessed against the London Plan's housing requirement, with an additional 20% buffer.

**Table 5. Summary of the borough's five year supply**

A. 5yrHLS requirement with 20% buffer (Between 1 April 2021 and 31 March 2026)	6,774	See Table 3
B. Identified deliverable supply (Between 1 April 2021 and 31 March 2026)	3,145	See Table 4
C. <b>Years of deliverable supply</b> (Between 1 April 2021 and 31 March 2026)	<b>2.32 yrs</b>	$(B / A) \times 5$
D. <b>Number of units over or under</b> (Between 1 April 2021 and 31 March 2026)	<b>-3,629</b>	$B - A$

## Appendix A: Kingston's Housing Trajectory

Site Size	Status	Type	Reference	Primary Street Name	Ward	Site Area (Ha)	Net Units	Deliverable Supply					Developable Supply		
								2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29/+
Large Site	Approved	Full Permission	16/10482/FUL	King George's Gate, Development Land At HOOK RISE SOUTH	TOLWORTH	4.40	950	0	0	211	0	0	739		
Large Site	Approved	Full Permission	19/01228/FUL	229-255 Kingston Road New Malden	NORBITON	1.17	297	52	104	141	0	0	0	0	0
Large Site	Approved	Full Permission	16/15346/FUL	Cooks Crescent, 23-37, BLAGDON ROAD	BEVERLEY	0.90	91	18	18	18	18	18	0	0	0
Large Site	Approved	Full Permission	19/00020/FUL	65 Hampden Road, Hampden Road	NORBITON	0.26	79	16	16	16	16	16	0	0	0
Large Site	Approved	Full Permission	19/02455/FUL	Kingston Riding Centre, 38 Crescent Road	COOMBE HILL	0.59	52	10	10	10	10	10	0	0	0
Large Site	Approved	Full Permission	19/02966/FUL	11-25 Leatherhead Road Chessington	CHESSINGTON S	0.62	45	9	9	9	9	9	0	0	0
Large Site	Approved	Full Permission	20/02235/CREG	Garages 9-30 & Rear of 1-44 Cumberland House	COOMBE HILL	0.45	41	8	8	8	8	8	0	0	0
Large Site	Approved	Full Permission	19/01175/FUL	Magnolia Coombe Park	COOMBE HILL	0.26	1	0	0	0	0	0	0	0	0
Large Site	Approved	Outline Permission	20/02499/OUT	Surrey House, Eden Street	GROVE	1.01	156	0	0	0	0	0	156		
Large Site	Approved	Outline Permission	17/14913/OUT	Park Lodge, Park Lodge, Warren Park	COOMBE HILL	0.32	1	0	0	0	0	0	0	0	0
Large Site	In Principle	Part Detailed	20/02942/FUL	Cambridge Road Estate, Cambridge Road	NORBITON	8.67	1330	0	0	0	0	300	1030		
Large Site	Commenced	Full Permission	15/13063/FUL	Eden Quarter, Eden Walk, South Of Clarence Street	GROVE	1.28	380	0	0	0	0	70	150	160	0
Large Site	Commenced	Full Permission	15/16840/FUL	Former Dairy Crest Milk Depot, Lower Marsh Lane	ST. MARK'S	0.42	49	10	10	10	10	10	0	0	0
Large Site	Commenced	Full Permission	15/16883/FUL	Former Oakhill Health Centre, 3 Oakhill	SURBITON HILL	0.30	41	8	8	8	8	8	0	0	0
Large Site	Commenced	Full Permission	16/12324/FUL	16 (Park Works), Park Road, BOROUGH ROAD	CANBURY	0.29	14	3	3	3	3	3	0	0	0
Large Site	Commenced	Full Permission	16/14496/FUL	The Pavilion, Warren Road	COOMBE HILL	0.31	1	0	0	0	0	0	0	0	0
Large Site	Commenced	Full Permission	17/12378/FUL	Royal Exchange, Eden Quarter, Ashdown Road	GROVE	0.84	320	64	64	64	64	64	0	0	0
Large Site	Commenced	Full Permission	17/14178/FUL	Development Land At 5-29, Coombe Road	BEVERLEY	0.28	83	17	17	17	17	17	0	0	0
Large Site	Commenced	Full Permission	17/15272/FUL	120 (The Fountain), MALDEN ROAD	ST. JAMES	0.30	45	9	9	9	9	9	0	0	0
Large Site (NSC)	Approved	Full Permission	19/00582/FUL	Newent House, 10 Browns Road	BERRYLANDS	0.44	118	24	24	24	24	24	0	0	0
Large Site (NSC)	Approved	Full Permission	19/01207/FUL	Seething Wells Halls Of Residence, Portsmouth Road	ST. MARK'S	2.61	64	13	13	13	13	13	0	0	0
Large Site (NSC)	Approved	Full Permission	18/14611/FUL	1 (Coombe Oak), Warren Road	COOMBE HILL	0.32	7	1	1	1	1	1	0	0	0
Large Site (NSC)	Commenced	Reserved matters	15/12961/REM	12-50 Kingsgate Road, Kingsgate Business Centre	CANBURY	0.25	91	18	18	18	18	18	0	0	0
Small Site (Major)	Approved	Full Permission	16/13280/FUL	Gough House, 57 Eden Street	GROVE	0.09	40	8	8	8	8	8	0	0	0
Small Site (Major)	Approved	Full Permission	20/02213/CREG	Roupell House, Florence Road & Rear Of 37-40 York Road	CANBURY	0.16	23	5	5	5	5	5	0	0	0
Small Site (Major)	Approved	Full Permission	20/02219/CREG	1 - 11 York Way & 122-144 Garrison Lane	CHESSINGTON S	0.21	19	4	4	4	4	4	0	0	0
Small Site (Major)	Approved	Full Permission	20/02216/CREG	Land To Rear Of 204-210C Cambridge Road	NORBITON	0.12	18	4	4	4	4	4	0	0	0
Small Site (Major)	Approved	Full Permission	17/16547/FUL	119 Brighton Road, 119, Brighton Road	ST. MARK'S	0.12	18	4	4	4	4	4	0	0	0
Small Site (Major)	Approved	Full Permission	16/13245/FUL	Gems Primary Academy, 45-51 High St and 30 South Ln	GROVE	0.03	11	2	2	2	2	2	0	0	0
Small Site (Major)	Approved	Prior Approval	19/02492/PNO	15 Lime Grove, LIME GROVE	COOMBV	0.07	10	2	2	2	2	2	0	0	0
Small Site (Major)	Approved	Full Permission	20/01256/FUL	25 Hook Road Surbiton	SURBITON HILL	0.09	1	0	0	0	0	0	0	0	0
Small Site (Major)	Commenced	Full Permission	18/16123/FUL	Former NHS Trust Site, South Place	BERRYLANDS	0.21	49	10	10	10	10	10	0	0	0
Small Site (Major)	Commenced	Full Permission	18/14633/FUL	163 (Former Roselands Clinic), Kingston Road	BEVERLEY	0.15	37	7	7	7	7	7	0	0	0
Small Site (Major)	Commenced	Full Permission	17/16147/FUL	115-127 Red Lion Road	SURBITON HILL	0.21	29	6	6	6	6	6	0	0	0
Small Site (Major)	Commenced	Full Permission	12/16273/FUL	Alpha Wharf, Howard Road	BERRYLANDS	0.15	28	6	6	6	6	6	0	0	0
Small Site (Major)	Commenced	Full Permission	17/12088/FUL	11-13 Thames Street	GROVE	0.06	26	5	5	5	5	5	0	0	0
Small Site (Major)	Commenced	Full Permission	17/12932/FUL	113 Bonner Hill Road	NORBITON	0.14	20	4	4	4	4	4	0	0	0
Small Site (Major)	Commenced	Full Permission	15/12978/FUL	15 (Kingstons House), Coombe Road	NORBITON	0.06	19	4	4	4	4	4	0	0	0
Small Site (Major)	Commenced	Full Permission	13/13017/FUL	22-30 (Gala Bingo Hall), Richmond Road	CANBURY	0.08	14	3	3	3	3	3	0	0	0
Small Site (Major)	Commenced	Full Permission	15/15243/FUL	14-19 Sussex Place	BEVERLEY	0.16	12	2	2	2	2	2	0	0	0
Small Site (Major)	Commenced	Full Permission	15/13013/FUL	24 Cowleaze Road	CANBURY	0.03	10	2	2	2	2	2	0	0	0

Small Site (NSC)	Approved	Full Permission	20/00945/FUL	15 - 23 Fife Road	GROVE	0.13	111	0	0	0	0	0	111	0	0	
Small Site (NSC)	Approved	Full Permission	19/02515/FUL	Pallanza, 44 Coombe Lane West	COOMBV	0.04	6	1	1	1	1	1	0	0	0	
Small Site (NSC)	Approved	Full Permission	19/02957/FUL	The Regard Partnership Limited, 104 Tolworth Park Road	SURBITON	0.04	6	1	1	1	1	1	0	0	0	
Small Site (NSC)	Approved	Full Permission	18/16240/FUL	Development Site At 57 To 59, Guilford Avenue	ST. MARK'S	0.02	4	1	1	1	1	1	0	0	0	
Small Site (NSC)	Approved	Full Permission	19/01447/LDE	183 South Lane, South Lan	ST. JAME'S	0.04	3	1	1	1	1	1	0	0	0	
Small Site (NSC)	Approved	Full Permission	19/03032/FUL	Firs Court, 370 Hook Road, Chessington	CHESSINGTON N	0.18	2	0	0	0	0	0	0	0	0	
Small Site (NSC)	Approved	Full Permission	19/01430/FUL	20 Berrylands Road	BERRYLANDS	0.08	1	0	0	0	0	0	0	0	0	
Small Site (NSC)	Approved	Full Permission	19/01840/FUL	26 Addison Gardens	ST. MARK's	0.03	1	0	0	0	0	0	0	0	0	
Small Site (Other)	Approved	N/A	N/A	N/A	N/A	Below 0.25	251	50	50	50	50	50	0	0	0	
Small Site (Other)	Commenced	N/A	N/A	N/A	N/A	Below 0.25	166	33	33	33	33	33	0	0	0	
Small Site	N/A	Windfall Allowance	N/A	N/A	N/A	Below 0.25	N/A	60	60	60	60	60	114	225	225	
<b>Total</b>								<b>505</b>	<b>557</b>	<b>805</b>	<b>453</b>	<b>823</b>				