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Housing Delivery



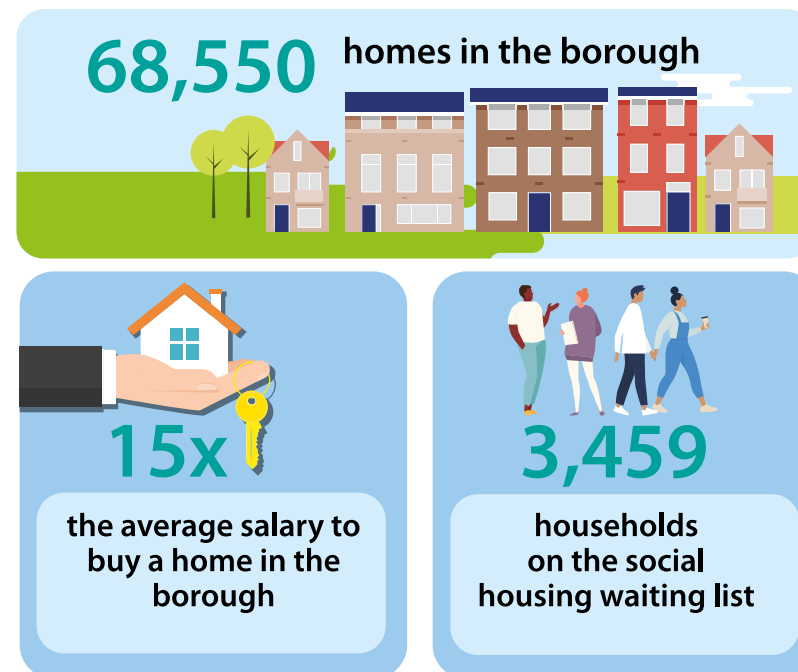


Policies in this chapter:

- **Draft Strategic Policy KH1:** Meeting the borough's Housing Needs
- **Draft Policy KH2:** Affordable Housing
- **Draft Policy KH3:** Housing Size Mix
- **Draft Policy KH4:** Build to Rent Housing
- **Draft Policy KH5:** Specialist and Supported Living Housing
- **Draft Policy KH6:** Shared Living Housing and Student Accommodation
- **Draft Policy KH7:** Gypsies and Travellers

- 7.1** This chapter sets out the draft policies to increase the housing supply in the borough to meet local and strategic housing needs. New housing provides an opportunity to create highly sustainable new homes that can help us towards achieving a net zero borough. Building the right homes in the right places can help alleviate the significant issue that many households face of poor or inadequate accommodation. New housing also has the potential to boost the local economy as new residents bring more footfall to our town centres and high streets, adding vitality and using local services.
- 7.2** Despite delivering over 2,000 homes in the past five years, the current delivery rate will not allow us to meet that target. The London Plan's housing target presents a challenge for the borough, therefore improving the future supply of new homes will be a key aim of this plan.

- 7.3** The rising cost of housing is another pressing issue within the borough. Housing cost is approximately 15 times the annual salary for people working here, with more than 3,700 people now registered on the housing waiting list, plus a further 900 people in temporary accommodation. There is an urgent need to provide more affordable homes for those wishing to live, work and study here.





Housing delivery

- 7.4 There is also a need to deliver more suitable housing for families and housing to cater for different needs, including for older people, people with disabilities, students, and Gypsies and Travellers.
- 7.5 The London Plan 2021 identifies a 10-year minimum housing supply target of 9,640 homes within the borough over the period 2019/20 to 2028/29. This is equivalent to a minimum requirement of 964 homes per year.
- 7.6 Improving the future supply of new homes will be a key aim of this plan. The London Plan's housing target presents a challenge for the borough. Despite delivering over 2,000 homes in the past five years, the current delivery rate will not allow us to meet that target.

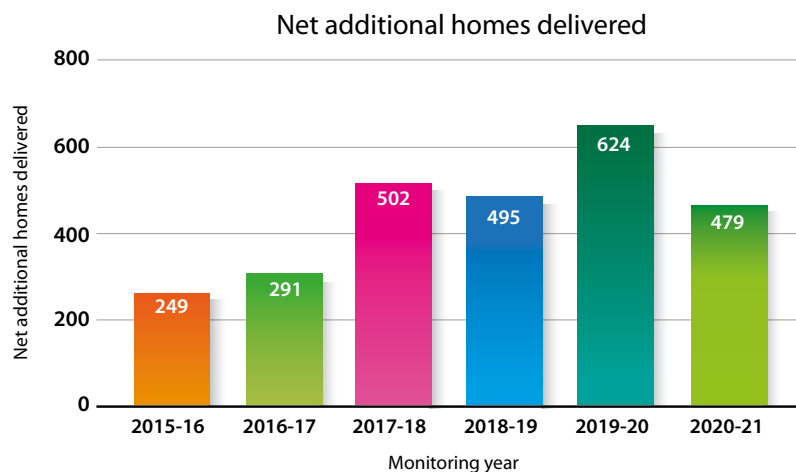


Figure 7.1: Net additional homes completed between 1st April 2015 and 31st March 2021



Draft Strategic Policy KH1: Meeting the Borough's Housing Needs

- A. To meet the London Plan's housing target of 9,640 homes between 2019/20 and 2028/29, the Council will:
1. allocate an appropriate range of sites, and direct significant new housing towards locations well served by public transport, community facilities, and amenities, including existing town centres and areas around railway stations;
 2. work with relevant partners to optimise the capacity of sites and ensure the delivery of high-quality and sustainable homes that meet the local housing needs; and
 3. produce local strategies to support the intensification of urban areas, delivery of small housing sites, and windfall developments in sustainable locations.
- B. All housing development should maximise opportunities to provide affordable homes and deliver a range of different types of homes that meet the borough's local housing needs, including local demand for self-build and custom homes.
- 7.7 This draft policy sets out how the Council aims to improve housing delivery within the borough and ensure that the new housing development delivers a balanced mix of different housing tenures, sizes and types, including specialist housing to meet local need.
- 7.8 To ensure that the 10-year housing targets are achieved, Policy H1 of the adopted London Plan 2021 sets out that boroughs should prepare Local Plans which are delivery-focussed and make the most of all suitable and available brownfield sites.



7.9 In line with Policy Sustainable Development Policy 1 of the Local Plan, the majority of the housing development within the borough will be provided in the following locations:

- the Kingston Town Centre area;
- the most sustainable and accessible locations, including the borough's district centres (New Malden, Surbiton and Tolworth), the areas around railway stations and areas with good public transport connections (PTAL 3-6); and
- site allocations that are suitable for a range of residential and mixed-use developments.

7.10 The council has identified sufficient sites to meet the housing target. This can be achieved through an anticipated acceleration in the delivery of new homes over the remainder of the housing target period (up to the end of 2028/29) and by optimising the development capacity of sites. The development capacity of sites is worked out by using a design-led approach to create a reasonable assumption about how many homes and non-residential floorspace could be delivered on a site.



Housing Pipeline 2019-2029

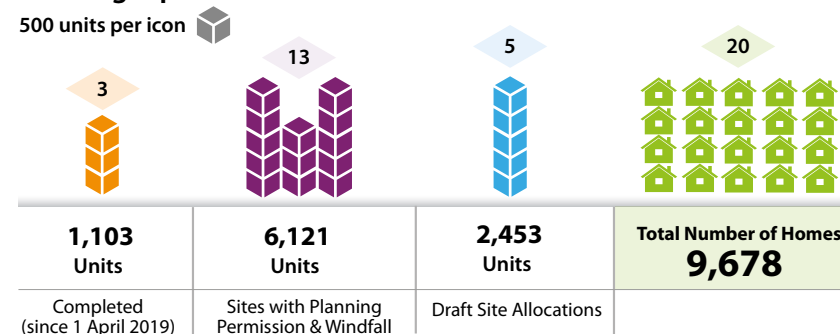


Figure 7.2: Breakdown of housing pipeline by site type

- 7.11 It is recognised that other policies in this plan identify suitable locations for other land uses. Developments of other land uses, where supported by policy and/or site allocations, are not considered to undermine the supply of new self-contained homes. Existing family housing requires particular protection due to high levels of identified need.
- 7.12 In order to make effective use of land, the Council will support housing delivery on small sites that fall within:
- PTAL 3-6 (public transport accessibility level); and/or
 - 800m of the boundaries of main town centres; and/or 800m of railway stations.
- 7.13 The NPPF (2021) sets out that small-sized sites can make an important contribution to meeting the housing requirement of an area and are often built relatively quickly. The role small sites can play is also reflected in the London Plan small sites target of 2,250 homes between 2019/20 and 2028/29, which is equivalent to approximately 23 percent of the borough's overall housing target. The small sites target for the borough is a component of the overall housing target set by the London Plan 2021.



7.14 The following types of housing development could be delivered on small sites:

- new-build development on vacant sites;
- infill development between buildings;
- conversion of existing residential buildings and garages; and
- redevelopment or extension of existing buildings, including non-residential buildings.

7.15 In accordance with government requirements, the council maintains a self-build and custom housebuilding register. As at October 2022 there were 306 individuals and 43 associations on Part 1 of this Register. 47 homes were granted self-build exemption from Community Infrastructure Levy (CIL) since 2019..

7.16 Whilst self and custom build homes contribute towards the overall supply of new housing, high demand for sites results in high land values, therefore making it challenging for self and custom builders to compete against other house builders to acquire available sites. As self and custom build homes are regarded by mortgage lenders as non-standard homes, obtaining a mortgage for these can be challenging and therefore this type of development is more reliant on self-financing.



Draft Policy KH2: Affordable Housing

- A. Developments proposals for 10 or more residential units must, as a minimum, provide:
 1. 50 percent of homes on public sector owned land (including any land that has been in public ownership within the previous 10 years) or designated industrial land as affordable housing; or
 2. 35 percent of homes on privately owned land as affordable housing.
- B. New affordable housing should deliver a tenure split of:
 1. 70 percent as low-cost rented homes (as either Social Rent or London Affordable Rent); and
 2. 30 percent as intermediate housing.
- C. All affordable housing should be provided on-site. The provision of affordable housing off-site (or with a payment in lieu) will only be considered where the council is satisfied that:
 1. it is not reasonably practical to provide on site due to development constraints on the site;
 2. a higher number of affordable homes can be secured from the development off site within the borough; and
 3. it can better support local housing needs (for family homes and supported housing requirements).
- D. To improve the supply of homes suitable for families within the borough, developments should maximise the provision of social rented and London Affordable Rent housing with two bedrooms or more, exceeding the minimum requirements for housing size mix in Policy KH3.



- 7.17** The delivery of new affordable housing contributes towards inclusive and mixed communities in the borough. New homes that are warm and dry, not overcrowded, safe, affordable and connected to services and networks are fundamental to supporting residents' physical and mental health
- 7.18** In the borough there is a particularly pressing need to increase the amount of affordable housing given the number of people on the Housing Register waiting list. Affordable housing should be genuinely affordable for the people the homes are intended for and below market prices. Policy KH2 should be read alongside the affordable housing policies in the London Plan 2021.
- 7.19** The Council has published a Strategic Housing Market Assessment (SHMA, 2016), indicating a significant need to increase the amount of affordable housing in the borough. Especially as over the past five years only 124 net additional new affordable homes have been built in the borough.

Table 7.1: Affordable housing tenures

Low-cost affordable housing	Intermediate housing
<ul style="list-style-type: none"> • Social rent • London Affordable Rent 	<ul style="list-style-type: none"> • London Living Rent • Affordable rent • Discount Market Rent • Shared ownership • First Homes • Discount Market Sale housing • Other intermediate products which may come forward.

- 7.20** Where the required affordable housing threshold is not proposed to be met, a financial viability assessment must be submitted to support the level of affordable housing provision. This assessment must be based on a standard approach for the valuation of land and be in accordance with the national Planning Practice Guidance and the Mayor of London's Affordable Housing and Viability Supplementary Planning Guidance.
- 7.21** Where appropriate, the Council will require an affordable housing 'viability review mechanism' to ensure that if a development's viability improves during the course of delivery then any uplift in land value is correctly captured. If a development's viability improves, it may be possible to secure a higher proportion of affordable housing as part of the development.
- 7.22** Where affordable housing is being delivered, any departure from the tenure split stipulated in Part 2 of Policy KH2 will only be considered in exceptional circumstances. Where fewer than five affordable homes are being delivered, the majority of homes should be delivered as low-cost affordable housing.
- 7.22** Paragraph 65 of the NPPF 2021 sets out that development which only provides Build to Rent homes are exempt from the requirement to provide affordable homes. Instead, Part B of Policy H11 of the London Plan 2021 states that where a developer is proposing a Build to Rent development, the affordable housing offer can be entirely Discounted Market Rent (DMR), managed by the Build to Rent provider and delivered without grant funding, i.e. entirely through planning gain. As it is not a requirement to be a local authority or a Registered Provider to deliver or manage intermediate rented homes that are delivered without grant funding, these homes can be owned and/or managed by Build to Rent landlords themselves.



- 7.24 As set out in the relevant design policies, affordable housing should be designed and built to the same standard as market housing within the same development.



Draft Policy KH3: Housing Size Mix

- A. In order to ensure that an appropriate mix of different sized homes is delivered, all major developments for self-contained housing must provide:
1. at least 20 per cent as homes with two bedrooms; and
 2. at least 30 per cent as homes with three bedrooms or more.
- B. Development that does not meet the minimum housing mixes required in Part A of this policy will be resisted unless it can be robustly demonstrated that meeting these requirements would:
1. be unsuitable because of site or design considerations; or
 2. result in the development being financially unviable.
- C. Development that results in an overall net loss of homes with at least two bedrooms will be resisted.
- 7.25 The NPPF 2021 sets out that the size of housing needed for different groups in the community should be assessed and reflected in planning policies.
- 7.26 Policy H10 (Housing size mix) of the London Plan 2021 sets out that development for self-contained housing should generally consist of a range of different-sized homes. To determine the appropriate mix of home sizes in relation to the number of bedrooms for a scheme, applicants and decision-makers should have regard to:
- robust local evidence of need where available or, where this is not

available, the range of housing need and demand identified by the 2017 London Strategic Housing Market Assessment;

- the requirement to deliver mixed and inclusive neighbourhoods;
- the need to deliver a range of unit types at different price points across London;
- the mix of uses in the scheme;
- the range of tenures in the scheme;
- the nature and location of the site, with a higher proportion of one and two bed units generally more appropriate in locations which are closer to a town centre or station or with higher public transport access and connectivity;
- the aim to optimise housing potential on sites;
- the ability of new development to reduce pressure on conversion, subdivision and amalgamation of existing stock; and
- the need for additional family housing and the role of one and two bed units in freeing up existing family housing.

- 7.27 In order to address future needs of existing and new households, a significant proportion of new homes should have at least three bedrooms so that they are suitable for families with children or dependents. This need is unlikely to be met entirely through new-build developments as not all sites will be suitable, or allow for, a significant number of homes suitable for families with children or dependents, especially within tall buildings and within main town centres.

- 7.28 There is therefore a strategic requirement for the Council to both protect and promote existing homes suitable families, therefore Part C of Policy KH3 requires that there should be no overall net loss of homes with at least two bedrooms. This is in addition to Policy H8 of the London Plan 2021, which sets out that the loss of existing housing



should be replaced by new housing at existing or higher densities with at least the equivalent level of overall floorspace.

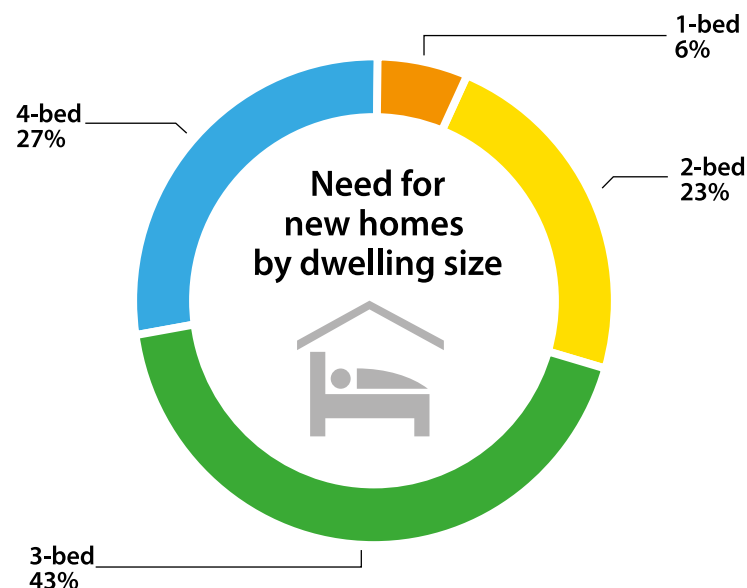


Figure 7.3: Breakdown of self-contained housing need by dwelling size 2015-2035

- 7.29** The Council recognises that homes with two bedrooms also play an important role in meeting overall housing requirements for the borough as they are suitable for smaller families and multi-person households.
- 7.30** One-bedroom homes also play a role in meeting overall housing need. However, they are the least flexible type of homes and the KNES SHMA 2016 identifies that there is not a significant need to deliver additional one-bedroom homes.

7.31 In order to demonstrate that any development that does not meet the housing mixes required in Part A of Policy KH4 would not be suitable because of either site constraints or design considerations, robust justification needs to be submitted in the form of a Design and Access Statement or other appropriate supporting documents.

7.32 In order to demonstrate that any development that does not meet the housing mixes required in Part A of Policy KH4 would result in the development being financially unviable, a financial appraisal will be required to be submitted. Applicants will be required to pay for a review of the financial appraisal by a third party (to be nominated by the Council) during the planning application stage.



Draft Policy KH4: Build to Rent Housing

- A. The Council will support the development of purpose-built Build to Rent housing that accords with Policy H11 (Build to Rent) of the London Plan 2021, particularly in locations that:
1. have good public transport levels (PTAL 3-6); or
 2. are located within walking distance (400m) of a main town centre boundary.
- B. The Council will resist development resulting in the loss of purpose-built Build to Rent housing unless it can be demonstrated that:
1. the accommodation is no longer suitable to meet the needs of the group of people it provides for; and
 2. the needs of the group of people the accommodation caters for can be delivered elsewhere in the borough.



- 7.33 The SHMA 2016 identifies that almost a quarter of the borough's residents live in private rented accommodation. The private rented sector is also the largest growing housing sector. It is therefore important to ensure that a range of different housing options are available for residents. The council therefore supports the principle delivering more private rented housing in the borough. Build to Rent housing has the potential to offer longer-term tenancies and more certainty over long-term availability, and to provide better management standards and better quality homes than much of the mainstream private rented sector.
- 7.34 The NPPF 2021 defines Build to Rent housing as purpose-built housing that is typically 100 per cent rented out. It can form part of a wider multi-tenure development comprising either self-contained flats or houses, but should be on the same site and/or be contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed, in single ownership and management control. It should be noted that Build to Rent housing does not include communal residential accommodation with shared bathrooms or cooking facilities, such as houses in multiple occupation or student accommodation.
- 7.35 Guidance on the design of Built to Rent accommodation will be set out in relevant supplementary planning guidance or design codes.



Draft Policy KH5: Specialist and Supported Living Housing

- A. The Council will support the development of specialist housing for older people, people with a disability, and vulnerable people, where there is an identified unmet local need for the particular type of accommodation. New specialist housing accommodation should be sited in locations that are well-connected to:
1. the main highway network and public transport; and
 2. local amenities, including healthcare facilities.
- B. The Council will resist development resulting in the net loss of specialist housing bedrooms for specific groups of people unless it can be demonstrated that:
1. the accommodation is no longer suitable to meet the current needs of the group of people it provides for; and
 2. the needs for the group of people the accommodation caters for can be delivered elsewhere in the borough.
- C. The Council will require at least 35 per cent of all specialist housing bedrooms to be delivered as affordable housing, unless it can be demonstrated through a financial appraisal that this would make the development financially unviable, in accordance with relevant planning guidance.
- 7.36 Many of the borough's residents live, or would benefit from living in, specialist residential accommodation to suit their specific needs. These are often non self-contained dwellings where there is some form of shared facilities. These different types of accommodation can contribute to meeting the specific unmet needs, as well as offering the potential for conventional self-contained homes to be freed up. It is acknowledged that, whilst most new housing development should



be directed towards the most sustainable locations in the borough, there may be specific requirements for new specialist housing to be located closer to locations where future potential occupants currently live, close to the highway network or close to local amenities or healthcare facilities.

7.37 The borough has continued to see a growth in the number of residents aged 65 years and older. The Kingston upon Thames Housing and Supported Accommodation Need Assessment 2022 (HSANA 2022) identifies the following needs for specialist residential accommodation between 2020 and 2035:

- Housing for Older People: 670 net additional units
- Housing with Care: 250 net additional units

7.38 The Kingston upon Thames Housing and Supported Accommodation Need Assessment 2022 (HSANA 2022) identifies the following needs for supported residential accommodation units between 2021/22 and 2036/37:

- People with learning disabilities: 125 units
- People mental health related needs: 70 units

7.39 The HSANA 2022 identifies that, by 2031/32, it is estimated that there will be 530 households with unmet housing needs, including 200 wheelchair user households of working age with unmet housing need and 330 wheelchair user households of people aged 65+ with unmet housing need:

7.40 It is estimated that c.200 (38%) of these households require fully wheelchair adapted dwellings (i.e. similar to Part M(4) Category 3 broadly equivalent to the Wheelchair Housing Design standard), equivalent to 20 properties per annum to 2031/32.

7.41 It is estimated that c.330 (62%) of these households do not require fully wheelchair adapted dwellings but may require accessible and adaptable dwellings (i.e. similar to Part M(4) category 2), equivalent to 33 properties per annum to 2031/32.

7.42 In 2019/2020 Kingston had a high proportion of supported working-age adults with learning disabilities living in unsettled accommodation (24%) compared to 20.6% in London and 16.9% in England. Unsettled accommodation is either unsatisfactory or, where, like in residential care homes, residents do not have the security of tenure.





Draft Policy KH6: Shared Living Housing and Student Accommodation

- A. The Council will support the development of shared living and student accommodation to meet the identified needs. New shared living and student accommodation should be sited in locations that are well-connected to:
 - 1. public transport; and
 - 2. local amenities, including healthcare facilities.
- B. Development for the conversion of self-contained housing into a House in Multiple Occupation (Sui Generis) will be resisted where this would result in or exacerbate an over-concentration of shared living and student accommodation. An over-concentration will exist if at least three of the 10 closest properties (in all directions) are already in, or have an extant planning permission to become, a House in Multiple Occupation (Sui Generis) use.
- C. The Council will require at least 35 per cent of all shared living and student accommodation bedrooms to be delivered as affordable housing, unless it can be demonstrated through a financial appraisal that this would make the development financially unviable, in accordance with relevant planning guidance.

7.43 Many of the borough's residents live, or would benefit from living in, specialist residential accommodation to suit their specific needs. These are often non self-contained dwellings where there is some form of shared facilities. These different types of accommodation can contribute to meeting the specific unmet needs, as well as offering the potential for conventional self-contained homes to be freed up.

7.44 The most suitable locations for specialist accommodation will depend on the nature of the use. Care homes better suited to well-connected

locations and purpose-built shared facilities accommodation may be more suitable in town centres. The borough has a student population of 19,000, most of whom visit seasonally and who live in a variety of types of accommodation across the borough, increasing demand for the competitive housing market. Student accommodation is better suited to locations that are easily accessible from Kingston University's and other tertiary education campuses.

7.45 Design guidances on bin and cycle parking will be set out in relevant supplementary planning guidance or design codes.





Draft Policy KH7: Gypsies and Travellers

- A. Existing designated sites used by Gypsies and Travellers will be protected for their existing use, unless an equivalent or larger site could be provided elsewhere in the borough.
- B. Proposals for new sites will be supported when there is no further capacity at existing or allocated sites for Gypsies and Travellers.
- C. Proposals for new sites for Gypsies and Travellers should:
 - 1. have good access to the highway network;
 - 2. have good access to health and education facilities by walking and cycling;
 - 3. not have a significant adverse impact on the physical or visual character of the area;
 - 4. contribute towards biodiversity net gain and not adversely impact upon habitats or trees;
 - 5. not be located in an area of significant flood risk; and
 - 6. not have an adverse impact on the amenity of existing or future residents.
- D. Proposals for news sites for Gypsies and Travellers must conform with the Planning Policy for Traveller Sites 2015.

7.46 The Kingston upon Thames Gypsy and Traveller Needs Assessment 2018 (GTANA 2018) identifies an unmet need for 44 net additional Traveller pitches between 2018 and 2035. Whilst insufficient sites have currently been identified to meet this need, this council will work with Gypsies and Travellers, local communities and all relevant stakeholders to meet as much of this need as possible across the plan period.

