

CITY PLAN 2019 – 2040

**POST HEARING NOTE ON HOUSING
LAND SUPPLY**

1. Introduction

This note sets out the council's housing land supply position for years 2020-2035. Total housing land supply for this period is 15,768 homes. The note examines the various elements of housing land supply and divides supply into years 1-5, 6-10 and 11-15, taking 2020/21 as the base year. The information on years 1-5 should be read in conjunction with the council's latest draft 5-Year Housing Land Supply Statement (EV_H_016_V2).

Westminster's total housing land supply for the entire plan period 2019-40 is 21,685 homes. This combines the 15,768 homes identified in the 15-year housing supply with the 992 completions for year 2019/20 and assumed delivery of 4,925 homes for years 2035-40, in line with the housing target set out in Policy 8 (as modified) of the Westminster City Plan and Policy H1 of the new London Plan.

2. Elements of Supply

2.1 Completions

For year 2019/20, which represents year one of the plan period, there were 992 completions. 107 homes have been completed so far in 2020/21 and form part of the 5-year supply of deliverable sites (2020-25).

2.2 Under construction sites

4,551 units are currently under construction. These are included in the 5-year supply of deliverable sites (2020-25).

There are a further 66 units listed under developable sites for years 6-10 (2025-30), where construction has started but has since stalled, and evidence indicates they will not deliver within the next five years. Nevertheless, they remain developable housing sites.

2.3 Unimplemented planning permissions

711 units are considered as part of the 5-year housing land supply (2020-25) from currently unimplemented planning permissions. As there is no indication of them being superseded and they have extant permission they are considered deliverable. This figure includes only sites where full planning permission has been obtained.

2.4 Planning applications awaiting decision

337 units are identified in the 5-year supply of deliverable sites (2020-25) that have a planning application pending formal decision. As all of these sites are council-owned, officers have used up-to-date information received from the council's Development Team when preparing the revised 5-Year Housing Land Supply (EV_H_016_V2). Officers have been assured that the necessary steps to obtain full planning permission will be followed and the Development Team have confirmed these sites will deliver new homes during years 2020-25. It is therefore considered appropriate to consider these sites as deliverable. Further detail on each of these sites is set out in section 3.2 below.

994 units are identified in years 6-10 (2025-30) from sites currently awaiting planning permission. As there is less certainty on their delivery timeframe they have been listed as developable sites, as the principle of the residential use of the site is considered acceptable.

2.5 Council Housing Investment Plan

The council's Housing Investment Plan (HIP) identifies a number of opportunities for new housing supply at existing council-owned sites across Westminster and includes a range of sites

encompassing small-scale infills to wholesale estate regeneration. The latest Cabinet Report dated February 2020¹ sets out the council's 30-year investment plan and identifies a number of funding streams to enable the delivery of additional homes. These include the Housing Revenue Account (HRA), the Affordable Housing Fund (AHF), capital receipts and general fund (borrowing).

The investment plan allocates funding to a range of schemes, both publicly named and currently confidential. Where schemes have reached a sufficient degree of certainty and can be identified they have been below. The remainder are in more preliminary stages of discussion and will therefore need to continue to be confidential. The sites in the HIP that are not yet under pre-application discussions will yield 161 units in years 6-10 and 626 units in years 11-15.

2.6 Sites under pre-application discussion

Where sites have already been named in the Housing Investment Plan or are otherwise in the public domain, we have named them below; however, there are some sites that are not yet public and therefore remain confidential, including private sites subject to ongoing pre-application discussions. In total this source will yield 665 units for years 6-10 (2025-30).

2.7 Other sites with no planning status

As set out in the Housing Supply Topic Paper (EV_H_013), the council undertook basic site selection and capacity modelling for additional sites that were identified via the previous London SHLAA and through ongoing discussion with landowners. Following the discussion at the examination hearings, these have been grouped by broad location so as not to identify individual capacities at this stage as it is not necessary to do so and caused confusion. Nevertheless, these sites are expected to be taken forward in the Site Allocations DPD.

2.8 Windfalls

The overall housing supply retains a reliance of 5,000 units over years 6-15 (500 units per year) from windfall sites, as justified in the Housing Supply Topic Paper (EV_H_013).

3. 15-Year Housing Land Supply (2020-35)

3.1 Overall supply for years 1-15

Taking 2020/21 as the base year, there is a total supply of 15,768 homes from all sources, including windfalls, for years 2020-2035.

3.2 Deliverable Sites for years 1-5 (2020-25)

There is a total supply of 5,706 units from deliverable housing sites. Elements of supply and evidence to support the figures for years 1-5:

Elements of supply	Total number of units
Completions 2020-21	107
Under Construction	4,551
Unimplemented planning permissions	711
Planning applications pending decision	337

Sites Completed in 2020/21

¹ <https://committees.westminster.gov.uk/documents/s36305/Report%20-%20Housing%20Revenue%20Account%20Business%20Plan.pdf>

11 sites have been completed so far in 2020/21, delivering a total of **107 units**. Details are contained within the revised 5-Year Housing Land Supply Statement (EV_H_016_V2).

Sites with Planning Permission (Under Construction)

252 sites with planning permission are currently under construction, delivering a total of **4,551 units**. Details are contained within the revised 5-Year Housing Land Supply Statement (EV_H_016_V2).

Sites with Planning Permission (Unimplemented)

319 sites have a live planning permission that has not been implemented, delivering a total of **711 units**. Details are contained within the revised 5-Year Housing Land Supply Statement (EV_H_016_V2).

Sites with Planning Application

7 sites have a planning application that is pending decision, delivering a total of **337 units**. All the units are due to be delivered from sites that are council-owned and have funding secured through the council's Housing Investment Plan. These are:

- **Ebury Bridge Estate Phase 1 (96 units)** – A planning application has been submitted (20/04366/COOUT) and is pending decision. It is expected to be determined at planning committee in December 2020. The Ebury Bridge Estate is one of the council's largest housing regeneration schemes in decades and phase one is expected to deliver in 2023/24. More information about the scheme can be found in the Ebury Bridge Renewal Background document (EV_H_017).
- **Adpar Street Car Park (20 units)** – A planning application has been submitted (20/03389/COFUL) and is pending decision. It is scheduled for planning committee on 27th October 2020 and is programmed for delivery in 2022/23. The site is identified in the council's Housing Investment Plan and in the Church Street Masterplan (EV_H_008).
- **Luxborough Towers (14 units)** – A planning application has been submitted (19/06451/COFUL). Planning Committee recommended the scheme for approval subject to legal agreement in October 2020. It is programmed for delivery in 2022/23.
- **Warwick Community Hall, 300 Harrow Road (112 units)** – A planning application has been submitted (19/09638/FULL). Planning Committee recommended the scheme for approval subject to legal agreement in May 2020. The site is identified in the council's Housing Investment Plan and is programmed for delivery in 2023/24.
- **Westmead, 4 Tavistock Road (65 units)** – A planning application has been submitted (20/05708/COFUL) and is pending decision. It has a determination date of December 2020. The site is identified in the council's Housing Investment Plan and is programmed for delivery in 2023/24.
- **Lanark Road Garages (8 units)** – A planning application has been submitted (19/04144/COFUL). The scheme has been recommended for approval subject to legal agreement. The site is part of the Infills Housing Programme identified in the council's Housing Investment Plan and is programmed for delivery in 2022/23.
- **Senior Street Garages (2 units)** – A planning application has been submitted (19/04905/COFUL). The scheme has been recommended for approval subject to legal agreement. The site is part of the Infills Housing Programme identified in the council's Housing Investment Plan and is programmed for delivery in 2022/23.

3.3 Total Supply for Years 6-10 (2025-30)

There is a supply of 4,986 units coming from developable housing sites and broad locations for growth, including an allowance of 2,500 units from windfalls.

Elements of supply and evidence to support the figures for years 6-10:

Elements of supply	Total number of units	Breakdown	Location/ Source	Planning ref
Stalled sites	66	24	Eggington House	14/06964/FULL
		42	Grosvenor Gardens House	12/07764/FULL
Planning applications submitted/pending decision	994	115	Cundy Street	20/03307/FULL
		426	Harbet Road	18/05028/FULL
		21	Development Site at Queensway/ Moscow Road/ Salem Road/ Queen's Mews	16/09461/FULL
		24	Development Site at Brook Street/Davies Street/South Molton Lane	20/03987/FULL
		35	Olympia Mews, Queensway	18/09727/FULL
		26	Queens Court, Queensway	18/09766/FULL
		326	Ebury Bridge Phase 2	20/04366/COOUT
		21	Additional smaller sites	-
Sites under pre-application discussion	665	250	Church Street Site A (Council HIP)	
		78	Carlton Dene (Council HIP)	
		148	Lisson Grove Council Offices/Orchardson Street (Council HIP)	
		21	Grosvenor Road, Pimlico (Council HIP)	
		20	Lydford Community Hall (Council HIP)	
		148	Confidential schemes (Council HIP and private)	
Additional council sites (HIP)	161	161	Confidential schemes (Council HIP)	
Identified capacity for residential growth by broad location	600	75	Paddington Opportunity Area	
		75	Victoria Opportunity Area	
		350	Church Street/ Edgware Road HRA	
		100	NWEDA	
TOTAL	2,486			

Sites with planning permission and stalled sites

66 units are due to be delivered from two sites that have been granted planning permission where construction has started but is currently stalled. These are:

- **Grosvenor Gardens House (42 units)** – The site has a certificate of lawfulness confirming construction began in 2016 but has since stalled. The scheme involves the part-refurbishment and part demolition and rebuild for mixed residential and commercial use.
- **Eggington House (24 units)** – A construction management plan was approved in 2018. The previous building has since been demolished and has permission to rebuild for residential use.

Whilst there is no indication that the sites will be delivered within the next five years, they are still considered developable housing sites and the principle of residential use at both sites has been established.

Planning applications submitted pending decision

994 units are expected to be delivered from sites that have submitted planning applications, but where a final decision is still pending. These are:

- **Cundy Street (115 units)** – This application for the comprehensive redevelopment of the Cundy Street site is expected to be determined in early 2021, and delivery will likely begin from 2025.
- **Harbet Road (426 units)** – This application covers the sites at buildings 1 and 6 Merchant Square. There are extant planning permissions covering the two sites, but this application seeks an uplift in the number of homes. It is awaiting the completion of a draft legal agreement before being referred to the Mayor of London for final determination. It was previously thought that this site may begin delivering from 2024/25, but the latest information from the developer is that negotiations with the Mayor remain ongoing, so this cannot be assumed.
- **Development Site at Queensway / Moscow Road/ Salem Road/ Queens Mews (21 units)** – A planning application has been submitted for this site and is awaiting determination. It is understood that revisions are likely to be made to the proposal, but the principle of residential use at the site is considered acceptable.
- **Development Site at Brook Street / Davies Street/ South Molton Lane (24 units)** - A planning application for this site has recently been submitted and is awaiting determination. The principle of residential use at this site is considered acceptable.
- **Olympia Mews, Queensway (35 units)** – A planning application has been submitted for this site and is awaiting determination. Revisions to the scheme have been made and re-consultation is taking place prior to determination. The principle of residential use at the site is considered acceptable.
- **Queens Court, Queensway (26 units)** – A planning application has been submitted for this site and is awaiting determination. Revisions to the scheme have been made and re-consultation is taking place prior to determination. The principle of residential use at the site is considered acceptable.
- **Ebury Bridge Phase 2 (326 units)** – The submitted planning application contains outline proposals for phase two of the Ebury Bridge Estate renewal, which is expected to complete in 2028.

An additional 21 units are expected to come forward from applications submitted for small sites (below 10 net units).

Sites with pre-app discussions

415 units are expected to come forward from sites currently under pre-application discussion. The council's Housing Investment Plan has identified the following larger sites:

- **Church Street Site A (250 units)** – A planning application is expected in Q1 of 2021/22, with construction expected to begin in 2022 and delivery expected from 2025. It was previously thought that this site would begin delivery in 2024/25 but the submission of a planning application has been delayed and pre-application discussions are currently ongoing.
- **Carlton Dene (78 units)** – A planning application is expected to be submitted by the end of 2021, and construction expected by 2024.
- **Lisson Grove Council Offices/ Orchardson Street (148 units)** – Pre-application discussions are ongoing, but the site has been identified in the Church Street Masterplan and is expected to deliver by 2030.
- **Grosvenor Road, Pimlico (21 units)** – Public consultation on this site is currently taking place prior to submission of a planning application. Delivery is expected in 2026.
- **Lydford Community Hall (20 units)** – Public consultation on this site is currently taking place prior to submission of a planning application. Delivery is expected in 2026.

There are a further 148 units from currently confidential sites (both private and part of the council's Housing Investment Programme).

Additional council-owned sites

A further 161 units have been identified from other council-owned sites. These are still at preliminary design stage and therefore remain confidential, or form part of the council's Infills Housing Programme, however they are all expected to be delivered by 2030.

Other identified capacity by broad location

A further 600 units are expected to come forward on other sites which are not in council ownership and currently have no planning status. Preliminary site selection and capacity modelling has taken place, including engagement with landowners, as set out in previous housing supply topic papers (EV_H_001; EV_H_013), and these sites are expected to be included in the forthcoming Site Allocations DPD. They are expected to include:

- Travis Perkins
- Victoria Coach Station (Arrivals)
- Paddington Green Police Station
- Harrow Road/ Elmfield Way

Windfalls

Additional supply of 2,500 units is expected on the basis of 500 units per year from windfall sites, as justified in the Housing Supply Topic Paper (EV_H_013).

3.4 Total Supply for years 11-15 (2030-35)

There is a supply of 5,076 units from developable housing sites and broad locations for growth, including an allowance of 2,500 units from windfalls.

Elements of supply and evidence to support the figures for years 11-15:

Elements of supply	Total number of units	Breakdown	Location/ Source
Council Housing Investment Plan	626	289	Church Street Site B
		148	Church Street Site C
		98	Gateforth and Cockpit Theatre
		91	Confidential sites (HIP)
Identified capacity for residential growth by broad location	1,950	400	Paddington Opportunity Area
		330	Victoria Opportunity Area
		250	NWEDA
		200	Church Street HRA
		280	North Westminster
		70	Central Westminster
		420	South Westminster
TOTAL	2,576		

Council sites

626 units have been identified from council-owned sites in years 11-15. Most of these sites are named in the council's Housing Investment Plan and Church Street Masterplan:

- **Church Street Site B (289 units)** – The site has been identified in the Housing Investment Plan and Church Street Masterplan. Delivery is expected from 2031 onwards.
- **Church Street Site C (148 units)** – The site has been identified in the Housing Investment Plan and Church Street Masterplan. Delivery is expected by 2034.
- **Gateforth and Cockpit Theatre (98 units)** – The site has been identified in the Housing Investment Plan and Church Street Masterplan. Delivery is expected from 2030 onwards.

A further 91 units have been identified from other council-owned sites. These are still at an early stage of development and therefore remain confidential.

Other sites

A further 1,950 units are expected to come forward on other sites which are not in council ownership and currently have no planning status. Preliminary site selection and capacity modelling has taken place, including engagement with landowners, as set out in previous housing supply topic papers (EV_H_001; EV_H_013), and these sites are expected to be included in the forthcoming Site Allocations DPD. They are expected to include:

- St. Mary's Hospital
- Royal Oak
- Westbourne Park Bus Garage
- Paddington Exchange
- Edgware Road Station/ Capital House/ Griffith House
- Terminus Place
- Victoria Coach Station (Departures)
- Shaftesbury Avenue
- Hyde Park Barracks

- Queen Alexandra Military Hospital

Windfalls

Additional supply of 2,500 units is expected on the basis of 500 units per year from windfall sites, as justified in the Housing Supply Topic Paper (EV_H_013).

4. Housing Supply by Area and Period

4.1 Paddington Opportunity Area

Between 2020 and 2035, 1,009 residential units are expected to be delivered in the Paddington Opportunity Area as shown in the table below:

Delivery Phase	Net Housing Units
1-5	108
6-10	501
11-15	400
Total 1-15	1,009

The following sites are expected to significantly contribute to housing delivery within the Paddington Opportunity Area:

For years 1-5:

- North Wharf Road

For years 6-15:

- Harbet Road
- Travis Perkins
- St Mary's Hospital

4.2 Victoria Opportunity Area

Between 2020 and 2035, 790 residential units are expected to be delivered in the Victoria Opportunity Area as shown in the table below:

Delivery Phase	Net Housing Units
1-5	385
6-10	75
11-15	330
Total 1-15	790

The following sites are expected to significantly contribute to housing delivery within the Victoria Opportunity Area:

For years 1-5:

- New Scotland Yard
- Stockley House

For years 6-15:

- Victoria Coach Station (Arrivals)
- Victoria Coach Station (Departures)

- Terminus Place

4.3 Tottenham Court Road Opportunity Area

Between 2020 and 2035, 87 residential units are expected to be delivered in the Tottenham Court Opportunity Area as shown in the table below:

Delivery Phase	Net Housing Units
1-5	87
6-10	-
11-15	-
Total 1-15	87

The following sites are expected to significantly contribute to housing delivery within the Tottenham Court Opportunity Area:

For years 1-5:

- Tottenham Court Road Elizabeth Line Station (Oxford Street/ Dean Street)

4.4 North West Economic Development Area (NWEDA)

Between 2020 and 2035, 946 residential units are expected to be delivered in the North West Economic Development Area (NWEDA) as shown in the table below:

Delivery Phase	Net Housing Units
1-5	429
6-10	176
11-15	341
Total 1-15	946

The following sites are expected to significantly contribute to housing delivery within the NWEDA:

For years 1-5:

- Warwick Community Hall, Harrow Road
- Westmead, Tavistock Road
- Jubilee Sports Centre, Caird Street

For years 6-15:

- Lydford Community Hall
- Royal Oak
- Westbourne Park Bus Garage

4.5 Church Street / Edgware Road Housing Renewal Area

Between 2020 and 2035, 2,726 residential units are expected to be delivered in the Church Street/ Edgware Road Housing Renewal Area as shown in the table below:

Delivery Phase	Net Housing Units
1-5	1,216
6-10	775
11-15	735
Total 1-15	2,726

The following sites are expected to significantly contribute to housing delivery within the Church Street/ Edgware Road Housing Renewal Area:

For years 1-5:

- 283-329 Edgware Road (West End Gate)
- Paddington Green
- Capland Street, Bedlow Close and Luton Street
- Parsons House
- Lisson Arches

For years 6-15:

- Lisson Grove/ Council Offices, Orchardson Street
- Paddington Green Police Station
- Church Street Site A
- Church Street Site B
- Church Street Site C
- Gateforth and Cockpit Theatre
- Paddington Exchange

4.6 Ebury Bridge Estate Housing Renewal Area

Between 2020 and 2035, 422 residential units are expected to be delivered in the Ebury Bridge Housing Renewal Area as shown in the table below:

Delivery Phase	Net Housing Units
1-5	96
6-10	326
11-15	-
Total 1-15	422

The Ebury Bridge Estate Housing Renewal Area includes the regeneration of the Ebury Bridge Estate across two phases, covering years 1-5 and 6-10.

4.7 North Westminster (outside of NWEDA)

Between 2020 and 2035, 1,585 residential units are expected to be delivered in north Westminster as shown in the table below:

Delivery Phase	Net Housing Units
1-5	1,089
6-10	216
11-15	280
Total 1-15	1,585

The following sites are expected to significantly contribute to housing delivery within north Westminster:

For years 1-5:

- St John's Wood Road/ Lodge Road
- Whiteleys Centre, Queensway
- Dora House, St John's Wood Road

- St John's Wood Barracks, Ordnance Hill
- Bayswater Road/ Queensway/ Consort House/ Fosbury Mews
- Marble Arch/ Edgware Road/ Bryanston Street
- Tollgate Gardens Estate

For years 6-15:

- Carlton Dene, Kilburn Park Road
- Edgware Road Station/ Capital House/ Griffith House

4.8 Central Westminster

Between 2020 and 2035, 864 residential units are expected to be delivered in central Westminster as shown in the table below:

Delivery Phase	Net Housing Units
1-5	765
6-10	29
11-15	70
Total 1-15	864

The following sites are expected to significantly contribute to housing delivery within central Westminster:

For years 1-5:

- Park Crescent/ Portland Place
- 22 Hanover Square
- Aybrook Street Car Park
- 87-89 Cleveland Street

For years 6-15:

- Shaftesbury Avenue

4.9 South Westminster

Between 2020 and 2035, 2,339 residential units are expected to be delivered in south Westminster as shown in the table below:

Delivery Phase	Net Housing Units
1-5	1531
6-10	388
11-15	420
Total 1-15	2,339

The following sites are expected to significantly contribute to housing delivery within south Westminster:

For years 1-5:

- Old War Office, Whitehall
- Ergon House, Horseferry Road and 9 Millbank
- Millbank Complex

- First Chicago House, Long Acre
- Palace Street/ Buckingham Gate
- Arundel Great Court, Surrey Street
- Castle Lane/ Palace Street
- Chelsea Barracks

For years 6-15:

- Cundy Street
- Hyde Park Barracks
- Queen Alexandra Military Hospital

Appendix 1: Westminster's Housing Trajectory (as modified to replace City Plan Appendix 1)

The following table sets out Westminster's housing supply for years 2020-35. Deliverable sites are named where over 50 net new homes will be provided. Developable sites and locations for growth in years 6-10 and 11-15 are grouped by area. Individual developable sites will be assigned capacities through the forthcoming Site Allocations DPD.

Area	Type	Delivery Phase	Net Housing Units
Paddington Opportunity Area	Deliverable	1-5	108 <i>Includes development of the following site:</i> <ul style="list-style-type: none"> • North Wharf Road
	Developable	6-10	501
		11-15	400
Victoria Opportunity Area	Deliverable	1-5	385 <i>Includes development of the following sites:</i> <ul style="list-style-type: none"> • New Scotland Yard • Stockley House
	Developable	6-10	75
		11-15	330
Tottenham Court Road Opportunity Area	Deliverable	1-5	87 <i>Includes development of the following site:</i> <ul style="list-style-type: none"> • Tottenham Court Road Elizabeth Line Station (Oxford Street/ Dean Street)
	Developable	6-10	-
		11-15	-
North West Economic Development Area	Deliverable	1-5	429 <i>Includes development of the following sites:</i> <ul style="list-style-type: none"> • Warwick Community Hall, Harrow Road • Westmead, Tavistock Road • Jubilee Sports Centre, Caird Street
	Developable	6-10	176
		11-15	341
Church Street / Edgware Road Housing Renewal Area	Deliverable	1-5	1,216 <i>Includes development of the following sites:</i>

			<ul style="list-style-type: none"> • 283-329 Edgware Road (West End Gate) • Paddington Green • Capland Street, Bedlow Close and Luton Street • Parsons House • Lisson Arches
	Developable	6-10	775
		11-15	735
Ebury Bridge Housing Renewal Area	Deliverable	1-5	96
	Developable	6-10	326
		11-15	-
North Westminster	Deliverable	1-5	1,089 <i>Includes development of the following sites:</i> <ul style="list-style-type: none"> • St John's Wood Road/ Lodge Road • Whiteleys Centre, Queensway • Dora House, St John's Wood Road • St John's Wood Barracks, Ordnance Hill • Bayswater Road/ Queensway/ Consort House/ Fosbury Mews • Marble Arch/ Edgware Road/ Bryanston Street • Tollgate Gardens Estate
		6-10	216
	Developable	11-15	280
Central Westminster	Deliverable	1-5	765 <i>Includes development of the following sites:</i> <ul style="list-style-type: none"> • Park Crescent/ Portland Place • 22 Hanover Square • Aybrook Street Car Park • 87-89 Cleveland Street
		6-10	29
	Developable	11-15	70
South Westminster	Deliverable	1-5	1,531 <i>Includes development of the following sites:</i> <ul style="list-style-type: none"> • Old War Office, Whitehall

			<ul style="list-style-type: none"> • Ergon House, Horseferry Road and 9 Millbank • Millbank Complex • First Chicago House, Long Acre • Palace Street/ Buckingham Gate • Arundel Great Court, Surrey Street • Castle Lane/ Palace Street • Chelsea Barracks
	Developable	6-10	388
		11-15	420
Windfalls	N/A	6-10	2,500
	N/A	11-15	2,500
TOTAL DELIVERABLE HOUSING SUPPLY (2020-25)		1-5	5,706
TOTAL DEVELOPABLE HOUSING SUPPLY (2025-35)		6-10	4,986
		11-15	5,076
TOTAL HOUSING SUPPLY (2020-2035)		1-15	15,768

CITY PLAN

2019 – 2040



City of Westminster