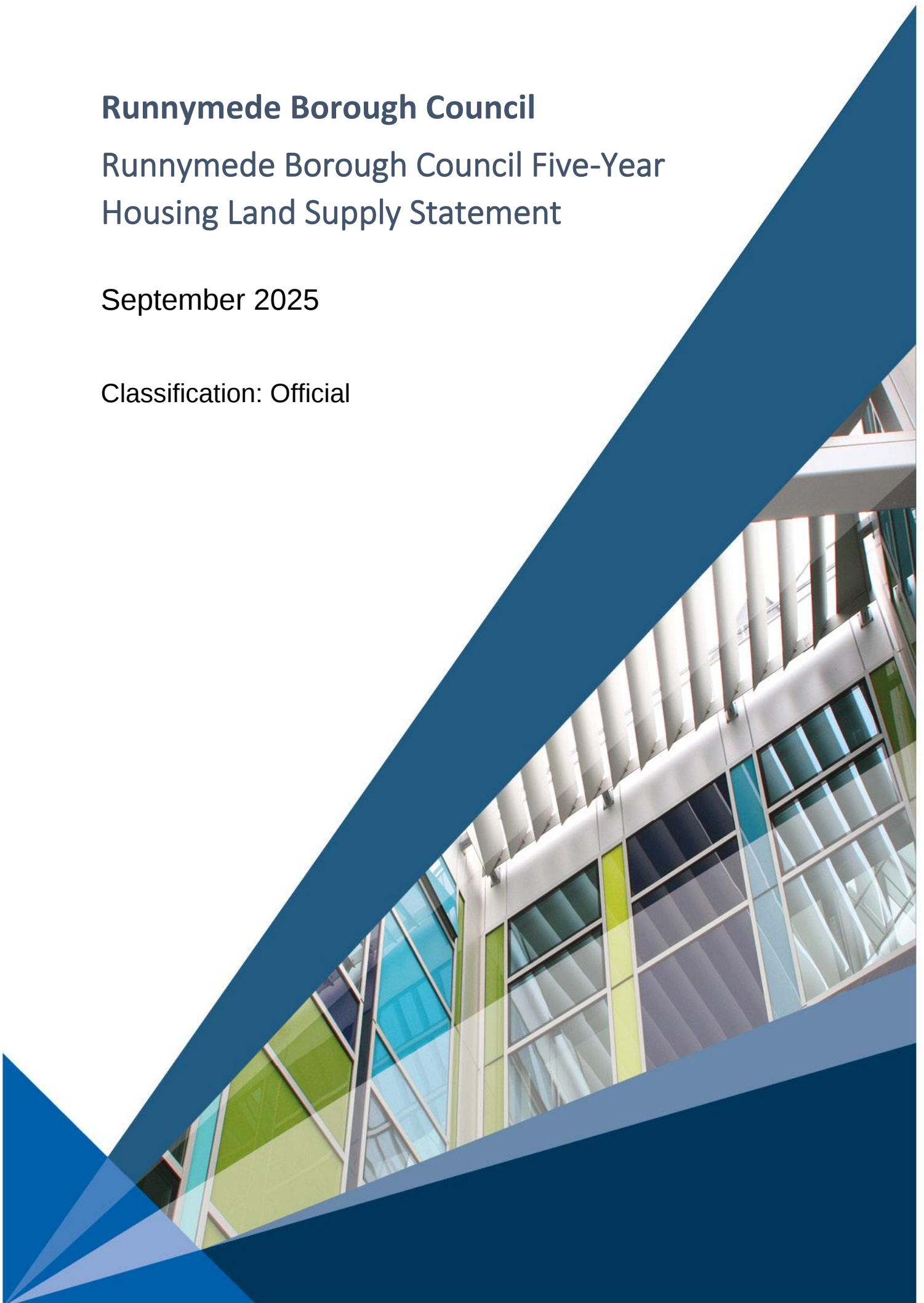


Runnymede Borough Council

Runnymede Borough Council Five-Year Housing Land Supply Statement

September 2025

Classification: Official



Introduction

1. In accordance with paragraph 78 of the 2024 National Planning Policy Framework (NPPF)¹, 'Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old'; the so-called 'five year housing land supply' (5YHLS).
2. The Runnymede 2030 Local Plan was adopted on the 16th July 2020, and therefore its policies are now more than five years old. In addition, on 23rd October 2024, the Council completed a formal review of the Local Plan and concluded that several of its policies required updating². On this basis, the Council has prepared an assessment of the current housing supply position in Runnymede Borough against its local housing need (LHN), as required by national planning policy and guidance.
3. The LHN figure is derived from the 'standard method' for calculating housing need³. As of the date of the publication of this document (September 2025), this figure is 640 dwellings per annum, using the updated affordability ratios that are usually published each year in March and the most up to date estimates of housing stock which are usually published each year in May.
4. This assessment shows that at the time of production Runnymede Borough Council cannot demonstrate five years' supply of deliverable housing sites from a 1 April 2025 base date. This assessment identifies that there is a 2.89-year supply of housing sites.
5. This position statement has been prepared in line with the 2024 NPPF and the latest national Planning Practice Guidance. It supersedes any earlier assessment of 5YHLS produced by the Council.

Basis for Calculation

6. The five-year period is 1st April 2025 to 31st March 2030. To update the supply figures, all completed sites, and expired permissions were removed from the data, and sites with a development permission from the baseline date were added (unless there was clear evidence that homes would not be delivered within five years). Completions are captured separately and are reflected in the calculation of the 5-year requirement.
7. The housing requirement for Runnymede is based on the latest calculation of the LHN as set out above, which is 640 dwellings per annum (dpa).
8. In addition to the LHN figure, local planning authorities (LPAs) are required to determine what level of 'buffer' is applied to it – either 5% to ensure choice and competition in the market for land; or 20% if there has been significant under delivery of housing as defined by national planning policy. In Runnymede, a 5% buffer is required (in line with paragraph 78(a) of the 2024 NPPF) because the most recent 'Housing Delivery Test' result for the Borough (the 2023 measurement, published on

¹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

² <https://democracy.runnymede.gov.uk/mgChooseDocPack.aspx?ID=1117>

³ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments#housing-need>

12 December 2024⁴) indicates that delivery was 114% of the housing requirement. If the Test indicates that delivery was below 85% of the housing requirement, the LPA must apply a 20% buffer onto their requirement when calculating the 5YHLS (see footnote 40 of the 2024 NPPF). This 5% buffer is added to the initial 640dpa figure, giving an annualised target for calculating the 5YHLS of 671dpa, as per Table 1 below.

Table 1: 5 Year Housing Land Supply Target

5 Year Housing Land Supply Calculation	
Local Housing Need 1 April 2025 – 31 March 2030 (5 x 640)	3,195
Plus 5% buffer	160
Total including shortfall and buffer	3,355
Annualised figure (dpa)	671

9. In line with the figures in the table above, the minimum amount of housing that the LPA should identify and update annually, in terms of identifying a supply of specific deliverable sites against for the five-year period of 1st April 2025 – 31st March 2030 is 3,355 homes.

Calculating the deliverable supply

10. The Council's monitoring data has been reviewed and updated, with the deliverability of sites being considered against the revised definition of 'deliverable' as contained in the 2024 NPPF (taking account of the further guidance provided in the national Planning Policy Guidance (PPG)).
11. The Glossary in Annex 2 of the NPPF defines deliverable sites and divides them into categories as follows:

'Deliverable: To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years. In particular:

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).
 - b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.'
12. The first part of the five-year housing trajectory therefore includes the sites that meet these definitions from the NPPF and are split into two categories: category A sites or category B sites, in accordance with the national definition set out above.
13. In deciding whether sites meet the above definition and are likely to deliver completions within the relevant 5-year period, guidance in the 'Housing supply and

⁴ <https://www.gov.uk/government/publications/housing-delivery-test-2023-measurement>

delivery'⁵ section (specifically Paragraph 007) of the PPG (2024) has been considered. This sets out that the 'clear evidence' to demonstrate that housing completions will begin within this timeframe may include:

- Current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;
- Firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;
- Firm progress with site assessment work; or
- Clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.

14. Sites have only been included in the five-year housing trajectory, where the Council is satisfied that there is clear evidence of a realistic prospect of delivery. Information relating to the deliverability of each site are set out in the 'Notes' column in the accompanying trajectory below. In line with the definition of 'deliverable' itself and accompanying guidance in the PPG as referred to above, this does not require complete certainty, and reflects conclusions drawn at the time at which each site was assessed.

Assumptions and methodologies used for calculating specific elements of the 5YHLS trajectory

15. The national Planning Practice Guidance (PPG) advises that all student accommodation and housing provided for older people, including residential institutions in use class C2, can be included towards meeting the housing requirement. The calculation of the number of equivalent use class C3 units that developments containing residential institutions and student accommodation provide are based on the approach set out in the PPG. For residential institutions, this comes from Paragraph: 016a Reference ID: 63-016a-20190626⁶. For student accommodation⁷ this is Paragraph: 034 Reference ID: 68-034-20190722.

16. In addition to the above approach to calculating the contribution of residential institutions and student accommodation, there have been a number of minor changes to the approach in calculating the 5YHLS since the 2021 5YHLS statement (set out in an appendix to the 2021 SLAA⁸) was published. These are described in more detail below.

17. Previously, in the 2021 SLAA, a discount rate was applied to the following types of development:

- a) allocated sites (7% discount rate); and
- b) sites with an implemented planning consent (7% discount rate).

⁵ <https://www.gov.uk/guidance/housing-supply-and-delivery>

⁶ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#para016a>

⁷ <https://www.gov.uk/guidance/housing-supply-and-delivery>

⁸ <https://www.runnymede.gov.uk/downloads/file/1279/slaa-2021-report-final>

18. It should also be noted that prior approval sites where no response had been received from applicants about their development intentions had their own separate non-implementation rate (more information on this is provided in paragraphs 20-21 below).
19. However, as explained in paragraphs 11-14 above, the Council is now taking a much stricter approach to the sites included in the trajectory in this 2025 calculation of the 5YHLS given the change in the Government's definition of 'deliverable'. Therefore the 7% discount rate is no longer being applied to allocated and unimplemented sites. This is due to these types of sites only now being included in the 5YHLS calculation where this is a much greater level of certainty around their delivery.
20. The non-implementation rate for large (e.g. 10 units or more) Permitted Development sites where the Council has not had confirmation of implementation (or the intention to do so from the site owner / agent) etc. has been amended compared to the 2021 5YHLS calculation. The first change to the non-implementation rate is that it has now been based on the number of units each application would permit, where previously this had been based on the floorspace of the permitted developments. This change has been made as the floorspace data for Permitted Development applications is not a mandatory piece of information that applicants are required to submit, and thus the information collected as part of the Council's monitoring records is inherently incomplete and thus could have the potential to give an inaccurate picture of the non-implementation rate.
21. In addition to the change in approach to the calculation of the rate itself, the figure used in the calculation of this 2025 5YHLS position statement has been based on 2015-2024 data (as opposed to 2015-2021 in the previous 5YHLS statement). These changes to the approach mean that the 2025 non-implementation rate now stands at 28% being removed from the initial total of permitted units coming forward via Permitted Development applications, compared to a non-implementation rate of 67% in the 2021 SLAA 5YHLS calculation. This has resulted in 22 units being removed from the 2025 trajectory.
22. The non-implementation rate on specific windfall sites (0-4 net residential units) in the Council's monitoring records and thus included in years 1-3 of the trajectory has been re-calculated and now stands at 12%. This represents a relatively low rate of lapses of planning permissions in the Borough, and accounts for the removal of six units from the trajectory (initially 53 units down to 47).

Table 2: Overview of 5 Year Housing Supply

Component	Net Class C3 dwellings (including C3 equivalent where these have been converted for student / residential institutions)
1 st April 2025 – 31 st March 2030 - category A sites ⁹	1,364
1 st April 2025 – 31 st March 2030 - category B sites ⁸	378
PD total (post application of non-implementation rate @ 28%)	40
Small site commitments (years 1-3): under construction	14

⁹ This refers to the categories set out in the definition of deliverable development as contained in the NPPF and as reproduced at paragraph 10 above.

Component	Net Class C3 dwellings (including C3 equivalent where these have been converted for student / residential institutions)
Small sites commitments (years 1-3): permissions, not yet started	47
Residential institutions	42
Student accommodation	0
Windfall allowance (years 4-5)	58
Deliverable 5-Year Housing Land Supply (total)	1,943

Five-Year Housing Land Supply – Conclusion

23. The 5 Year Housing Land Supply calculation is set out in Table 3 below:

Table 3: 5 Year Housing Land Supply Calculation

Component	Dwellings
Total Local Housing Need over 5 Year Period	3,355
Annualised requirement (3,355 divided by 5 years)	671 dwellings per annum
5 Year Housing Supply (See Table 2)	1,943
Supply divided by annualised requirement	2.89 years of supply

24. Taking the target from Table 1 of 3,355 homes and the supply of 1,943 homes from Table 2, gives a housing supply of 2.89 years. This is arrived at by calculating the percentage of the total local housing need (3,355) that has been met by the 5YHLS identified (1,943) which is 57.82% and gives the result of 2.89 years. The Council can therefore demonstrate a supply of 2.89 years of housing land against the local housing need figure.

Notes

The figures for the projected level of windfall for years 4 and 5 of the trajectory have been re-calculated and are now at a much lower rate than that seen in previous years. This has followed a full re-assessment of windfall sites between 2015 – 2025 to ensure that the data is accurate, following discrepancies being identified during routine checks as part of preparing the Strategic Land Availability Assessment (SLAA). Officers are now satisfied that this (lower) rate of expected windfall delivery is a more accurate reflection.

The lapse rate for non-implemented small / windfall sites is now calculated to be 12% (an increase from 7% for the previous version of the SLAA from February 2025). This is based on more up-to-date information on the number of applications permitted and subsequently not implemented for the years 2019/20 to 2021/22. This represents the most recent three (monitoring) years for which the full, standard three-year permission length will have passed, so an accurate picture of the rate of non-implementation can be assessed. It should be noted that these years do cover the period of the Covid-19 pandemic and its associated effects upon the economy, including lockdowns, which may have resulted in a greater number of applications being left to lapse than might have otherwise been expected. Officers will continue to monitor this situation and re-calculate this rate when a new SLAA is produced with more up-to-date information available.

SLAA site number	Site name	Settlement Area	Total site capacity (net) for years 1-5 (does not always reflect total site capacity which can for some sites go further into the future).	New housing units 2025/26	New housing units 2026/27	New housing units 2027/28	New housing units 2028/29	New housing units 2029/30	Notes (as at 1 April 2025)
C3 accommodation									
318	Addlestone East	Addlestone	75			35	40		This allocated site (Policy IE7) has an extant (implemented) planning consent under RU.18/0743 and a new application has been granted under RU.22/1373 for the new site owner on 07/10/2024.
349	Clifton Garden Centre	Addlestone	74		24	25	25		The site has been granted planning permission for 74 units under RU.22/1535 (granted on 14/05/2025) it is suitable for this level of development. The Agent has said the expected build out is: first build completion is November 2026 and last build completion is July 2028.
48	Hanworth Lane, Chertsey	Chertsey	48				48		The remaining 48 units on this allocated site (under Policy SL3) have been granted reserved matters planning permission under RU.23/0557 on 15/09/2023. The site owner has confirmed that looking to start in Q2 2026/27 with practical completion two years later.
60	Pycroft Road, Chertsey	Chertsey	97	32	32	33			Allocated site (Policy SL6) for 275 units. There are applications permitted for 239 units under RU.22/1569 (69 units, granted with conditions being discharged) and RU.21/0893 (170 units, granted with conditions being discharged and the Council's monitoring records state that this permission is now delivering units). The July 2025 A320 risk assessment notes the following about the Chilsy Green part of the site: This development is under construction and well commenced with approximately 140 units completed to date (as at early April 2025). The following is noted in this same document for the Grange Farm part of the site: This development is under construction and well commenced with approximately 17 units currently being built and 2 completed. Therefore, of the 239 permitted, 142 have been completed as of the end of the 2024/25 monitoring year so only the remaining units (97) should be added into the trajectory. Application for 38 dwellings (37 net) under RU.23/1508 was recently dismissed at appeal and site site owner is cnsidering thier options so this element does not look likely to come forward at this time.
231	St Peters Hospital, Chertsey	Chertsey	225	45	45	45	45	45	Implemented planning permission under RU.17/1815. Delivery rates provided by the developer Cala Homes. The Council's monitoring records show that there have been 198 compeltions on site the site out of a total 466 permitted units so there are 268 units remaining to be built on site as of 01/04/2025 so a steady rate of 45dpa being completed will be maintained throughout the 5-year period as set out by the developer.
314	Culverdon House, Abbots Way, Chertsey	Chertsey	36		36				Prior approval granted under RU.21/1236 with conditions being discharged and removed demonstrating that the site is likley to be implemented. There is also an additional 9 units permitted under RU.23/1564 which further demonstrates the intention to develop this site for residential use.
379	Chertsey Bittams A	Chertsey	149		37	37	37	38	Allocated site (Policy SL14). Planning permission granted under RU.21/0272 for 149 units with discharge of conditions applications being submitted with a number now granted, and others coming forwards showing that the site is progressing.

382	Chertsey Bittams D	Chertsey	43					43	Allocated site (Policy SL17). Granted outline consent for up to 200 units under RU.17/1749 with a reserved matters application granted under RU.23/0607 for 172 units. Applicant has until August 2027 to implement the permission.
383	Chertsey Bittams E	Chertsey	5			5			Allocated under (Policy SL18). A small part of this overall site has full planning permission for 5 net units under RU.21/1766 (granted 26/04/2023).
422	Eastworth House, Eastworth Road, Chertsey	Chertsey	73	73					Prior approval granted (and varied) under applications RU.21/1359 and RU.23/1814. The agent for this site has confirmed that they expect the units to be delivered in the 2025/26 year so all the units will be added into year one of the trajectory.
436	118 Guildford Street, Chertsey	Chertsey	5	5					Implemented planning permission under RU.23/0251 with Listed Building Consent granted under RU.23/0253 so it has been added into year one of the trajectory.
465	Land at 24 and 36-38 Station Road, Chertsey	Chertsey	26			26			Extant planning permission under RU.22/0553 (granted 13/04/2023) with a discharge of conditions application also granted. Amendment to the s.106 agreement pending under RU.25/0102.
256	Thorpe Lea Road North	Egham	52	26	26				Allocated site (Policy SL7). The submission of two planning applications for both parts of the site for a total of 100 dwellings (net) demonstrates that this development is coming forward, in part ahead of its expected development date. However, there is no confirmed indication as to when the Glenville Farm part of the site may come forward (despite the currently pending application under RU.23/0698). Therefore these units have not been added into the trajectory. For the other half of the site, with a permitted application under RU.23/1162 (Thorpe Lea Manor / Kerry Foods is under construction with a small number of units now completed and for sale. Developer Cala Homes. Given that construction is well underway, delivery of all units over the next 2 monitoring years is considered realistic.
257	Thorpe Lea Road West	Egham	75				37	38	Allocated site (Policy SL8). The site has a permitted outline planning application for 75 units under RU.21/1324 (granted on 31 January 2025). The agent for this site has also confirmed that the intention is for the site to be sold and developed within the next 5 years.
353	Lakeside, 30 The Causeway, Staines upon Thames	Egham	103		34	34	35		Prior approvals granted for 103 units under RU.21/0482, RU.21/0483 and RU.21/0484 and have been implemented, with recently permitted part retrospective applications for external alterations.
388	Centrum, 36 Station Road, Egham	Egham	6	6					Prior approvals granted under RU.24/0515, RU.24/0935 and RU.24/1670 for a total of 42 units, with one variation of conditions application also granted. Owning company have advised they have completed 36 of the 42 permitted units so the remaning 6 are added into the trajectory.
452	The Rear of 1 North Street, Egham	Egham	7	7					Planning permission granted under RU.22/0992, with conditions being discharged under RU.22/1394 and RU.22/1582 and varied under RU.24/0900. The agent for the site has confirmed that they intend to build out the scheme once the finances for it are finalised which should be early in the 2025/26 year.
490	Nexus Station Road, Egham	Egham	67	67					The site has an implemented permission for the conversion from office use to 67 residential units.
491	Virginia House, 35-51 Station Road, Egham	Egham	20	20					The site is suitable for 20 units as per application RU.24/0909, which has been implemented.
52	Dial House & Wisteria, Englefield Green	Englefield Green	10		10				Planning permission granted under RU.18/1649 (decision issued in Jan 2020). Subsequently there have been numerous variation and discharge of conditions applications being submitted and approved, with the most recent being submitted to the Council in 2025 showing that this site is in progress. The Council's monitoring records show that this site is under construction.

299	Barbara Clark House, St Jude's Road, Englefield Green	Englefield Green	26	26					Planning permission granted under RU.18/1908 and under construction with delivery expected in 2025/26. Also known as Ashdene House.
99	Longcross Garden Village	Longcross	236			30	89	117	Allocated site (Policy SD9). Longcross South has (on 24/04/2024) been granted (subject to the signing of a s.106 agreement) outline planning permission for up to 1,700 homes under RU.22/0393. The current trajectory is based on information provided by the developer in December 2024.
202	Pantiles Nurseries and 198 Almnors Road, Lyne	Lyne	59	59					Planning permission granted under RU.19/0843. Remains extant with multiple amendment and discharge of conditions being both signed off. The Council's monitoring records show that this site is under construction and well progressed with the developer anticipating completion in December 2025.
451	Silverlands House, Lyne	Lyne	25			25			Planning permission granted under RU.20/1729 (granted on 01/09/2022) with the associated Listed Building consent granted under RU.20/1730. Multiple discharge of conditions being signed off. The site agent confirmed that the applicant is minded to implement the scheme, but not before mid-2025. Construction time from then is likely to be 18 to 24 months, and thus the site would be completed in 2027/28.
263	Ottershaw East	Ottershaw	68	41	27				Two permissions have been granted on this site. For the first, RU.22/0454, there have been 131 completions so far out of 184 (net), leaving 53 units (net) remaining. For the purposes of the trajectory the Council will spread the remaining 53 (net) units over the next two years. For RU.23/0544 a commencement notice has been received for this dated 03/04/2024 (AI/24/0162) and a demolition notice dated 30/10/2023 (DM/23/0024). The July 2025 A320 Risk Assessment for monitor for RU.22/0454 said: This development is under construction and well commenced with approximately 131 units completed to date. The remainder of the units approved at the site are now under construction. For RU.23/0544, the information was: This development is under construction and well commenced with 2 units completed and the remaining 15 under construction. Therefore, for the trajectory, there will be 26 and 15 units added into year 1 of the trajectory for half of RU.22/0454 and all the remaining units on RU.23/0544. The last 27 units for RU.22/0454 will be added into the following year.
32	Coltscroft, Rosemary Lane, Thorpe	Thorpe	24		12	12			Allocated site in Thorpe Neighbourhood Plan (Policy TH2(i)). The developer of this site has said that if the current permission (under RU.22/0682) were to be signed-off by the end of March 2024 then they would expect delivery of all the units by the end of the March 2027 (based one sale per month from April 2025). As this was delayed, the delivery of these units has been moved back into the 2026/27 and 2027/28 years, with the site currently under construction.
309	Anners, Village Road, Thorpe	Thorpe	6	6					Planning permission granted under RU.14/1798 and the Council's monitoring records show that this site is under construction.
30	CABI, Bakeham Lane, Virginia Water	Virginia Water	28		14	14			RU.20/0405 has been granted full planning permission (on 19/08/2022) for the demolition of the existing buildings and redevelopment to provide 28 dwellings. A number of discharge of conditions applications have been approved, it is expected that the site would deliver the homes in the 2026/27 and 2027/28 years. The website states that first completions are due in summer 2026 (https://nkhomes.com/developments/alderhurst), and the agent has said they are due to be on site in November 2025.
261	Virginia Water South	Virginia Water	67	33	34				Allocated site (Policy SL10). The agent for the eastern part of the site (granted outline permission for 67 units under RU.22/0278 and reserved matters under RU.23/1061) has confirmed that they envisage the site delivering over two years starting in 2024/25 with development complete by the end of 2025/26. The developer is currently on site building out the approved scheme. The Council has adjusted this estimate to take a more cautious approach and moved the completions back one year, with houses starting to be built in the 2025/26 year. For the western part, the site is in the process of being sold but there is currently no detail in relation to delivery timescales and therefore has not been included in the trajectory even though it is starting to make progress in the development process.

Small sites under construction:			14	14					
Small sites not implemented (53 N/S - 12% lapse rate)			47		24	23			
Windfall (average 29dpa)							29	29	
Windfall total:			58						
Component of 5YHLS	Net dwellings (including equivalent where these have been converted for student / residential institutions)								
2025/26 to 2029/30 - category A sites (green)	1,364								
2025/26 to 2029/30 - category B sites (orange)	378								
PD total post application of non-implementation rate @ 28%	40								
Small sites (years 1-3): under construction	14								
Small sites (years 1-3): permissions, not yet started	47								
Residential institutions	42								
Student accommodation	0								
Windfall allowance (years 4 and 5)	58								
Deliverable 5-Year Housing Land Supply (total)	1,943								
Target	3360								
Deficit / excess	-1417								
% of target achieved:	57.82%								
5 year supply equivalent (years)	2.89								

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