

London Borough of Hillingdon

5-year supply of deliverable housing sites

2026/2027 - 2030/2031

April 2026



HILLINGDON
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EXECUTIVE SUMMARY

- The five-year target for net housing completions in the London Borough of Hillingdon for the years 2025/26 to 2029/30 is **10,919** homes, which includes a 5% buffer. This equates to **2,184** homes per year.
- The Council identifies a supply that has the capacity to deliver **5,498** net additional dwellings over the next five years. This meets 50% of the five-year housing supply target with a 5% buffer.
- Hillingdon can therefore demonstrate a **2.5** year supply of deliverable housing sites, which is below the requirements for a five-year housing supply in Paragraph 78 of the National Planning Policy Framework (2024).

1 INTRODUCTION

1.1 Purpose

This document identifies the supply of specific deliverable sites towards providing five years' supply of housing (and appropriate buffer) to meet the housing requirement. The housing requirement is comprised of the London Plan targets for years where it is less than five years old and the standard method of calculating housing need for subsequent years.

1.2 The five-year period

The five-year supply period is measured from the end of the financial year for which there are published housing completion figures. The last set of completion figures are between the 1st April 2024 to 31st March 2025. Therefore, this report assesses housing land supply for the five-year period, starting 1st April 2025 to 31st March 2030.

The document was prepared in April 2026, with information taken from on the 1st March 2026 unless stated otherwise.

1.3 What counts as a completion?

For the purposes of calculating five-year land supply, housing completions include new build dwellings, conversions, changes of use and demolitions and redevelopments. Completions are net figures.

1.4 Policy context

Paragraph 78 of The National Planning Policy Framework (NPPF) (2024) sets out the requirement for local planning authorities to identify and update annually a supply of specific deliverable sites 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 London Plan is the Strategic Plan and forms part of the Development Plan for the London Borough of Hillingdon. The London Plan was adopted in March 2021. In accordance with the National Planning Practice Guidance, "where strategic policies are more than 5 years old, or have been reviewed and found in need of updating, local housing need calculated using the standard method should be used in place of the housing requirement.¹" Therefore this report compares Hillingdon's Five Year Housing Land Supply position against the standard method for calculating housing need, as required in the NPPF and set out in National Planning Practice Guidance. This standard method calculation results in a housing need of 2,329 homes per year for London Borough of Hillingdon based on affordability figures published in March 2026.

¹ Planning Practice Guidance: Paragraph: 003 Reference ID: 68-003-20190722

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

- a) Major residential sites with planning permission are considered deliverable until the 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 residential development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, are considered deliverable where there is clear evidence that housing completions will begin on site within five years.

In addition, the NPPF states that the supply of specific deliverable sites should include a buffer of:

- a) 5% to ensure choice and competition in the market for land; or
- b) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply; or
- c) From 1 July 2026, for the purposes of decision-making only, 20% where a local planning authority has a housing requirement adopted in the last five years examined against a previous version of this Framework, and whose annual average housing requirement is 80% or less of the most up to date local housing need figure calculated using the standard method set out in national planning practice guidance.

The Council's Housing Delivery Test (HDT) measurement for 2023 was **91%**. A Housing Delivery Test measurement for 2024 and 2025 has not yet been published by the Government. The completion figures showing delivery just below the Council's Development Plan target for the previous three years have been provided in Table 1. Based on the latest HDT measurement there has not been significant under delivery of housing to require the Council to include a 20% buffer.

It should however be noted that the current Housing Flows Reconciliation (HFR) for 2023/24 and 2024/25 (shown in Table 1) shows significant enough under delivery of housing that would bring the Council's three-year average down below 85% of the Council's housing requirement and therefore require the Council to plan for a 20% buffer. The HFR figure is however provisional and the 2024 and 2025 HDT figures may be higher as housing completion figures can often be revised upwards as new information comes to light. The NPPF is clear that only the HDT figure can be used to assess housing delivery against the housing requirement and any subsequent implications of that, so at present a 5% buffer is applied.

Table 1 – Past 3-year housing delivery performance

	HFR Return	HDT Delivery Figure	Target	Difference
FY22	723	745	1083	-338
FY23	759	-	1083	-324
FY24	651	-	1083	-432

1.5 Data sources

The housing supply target for Hillingdon is taken from the London Plan (2021) and from the standard method calculation for assessing local housing need in accordance with the Planning Practice Guidance. The number of homes in applications submitted, started and completed is taken from the Planning London Datahub. This is a live database which monitors planning permissions and completions. It provides good quality, comprehensive data for the GLA, London boroughs and others involved in planning for London. The data within it is comprised of a wide range of sources including:

- Building Control records
- Energy Performance Certificates
- VOA Council Tax Valuation List
- Molior Database
- Ordnance Survey Records
- Site Surveys from Planning Officers
- Information provided by applicants

Definition of major and minor residential schemes

This report defines major residential schemes as those providing net change of 10 or more homes and minor schemes as those which provide net change of 0-9 homes. The Council has adopted this metric within this five-year housing supply report in preference to the definition of schemes on sites over or under 0.25ha due to inaccuracies in the site area information on some records in the Planning London Datahub.

2 HOUSING PROVISION TO BE DELIVERED

2.1 The Development Plan context

The NPPF states that local planning authorities should identify a supply of specific deliverable sites against the housing requirement set out in adopted strategic policies.

The London Plan (2021) sets housing targets for all London boroughs. It sets the housing target for the London Borough of Hillingdon at 1,083 units per annum or 10,830 units between 2019/20 - 2028/29. However, as stated in Section 1.4 (above), as the London Plan is now more than five years old. In accordance with the National Planning Practice Guidance, when the strategic plan is more than five years old, the local housing need is calculated using the standard method. The standard method calculation for Hillingdon is 2,329 homes per year, more than double of the London Plan target. This target will be changed when a new London Plan is adopted, with the London Plan setting capacity-based housing targets for all Local Planning Authorities in greater London.

The NPPG states that where the standard method for assessing local housing need is used as the starting point in forming the planned requirement for housing, Step 2 of the standard method factors in past under-delivery as part of the affordability ratio, so there is no requirement to specifically address under-delivery separately when establishing the minimum annual local housing need figure.²

The housing target for the five-year period is derived from the London Plan housing target of 1,083 units per annum for 2025/26 and the local housing need, calculated using the standard method, of 2,329 units per annum applies years 2026/27 to 2029/30.

2.2 The five year supply target

The calculation of the five year land supply target is set out in Table 2 below.

Table 2: Hillingdon's housing provision target

	Hillingdon's Housing Provision Target	Calculation	Units (rounded)
A	Target for year one (2025/26) London Plan 2021 housing target	1,083 x 1	1,083
B	Target for years 2 to 5 (2026/27 to 2029/30) The local housing need calculated using the standard method	2,329 x 4	9,316
C	Five-year target	A + B	10,399
D	5% buffer	5% of C	520
E	Five-year target plus 5% buffer	C + D	10,919

² Planning Practice Guidance Paragraph: 022 Reference ID: 68-031-20190722

3 DEVELOPMENT SITES WITH THE POTENTIAL TO DELIVER HOUSING

3.1 Components of supply

The following section shows the components of housing supply toward the five-year minimum target.

Table 4: Housing delivery from different types of identified development sites

Item	Site typologies	Net additional homes	Homes anticipated to be delivered within the 5-Year Period (2025/26 – 2029/30)
i	Sites under construction	3,450	3,073
ii	Sites with unimplemented planning permission	1,091	850
iii	Sites with approval subject to S106 agreement	590	590
iv	Completed schemes within FY2025/26	120	120
v	Windfall sites (minor schemes)	(865)	865
TOTAL		(6,116)	5,498

i) Sites under construction

There are a total of 3,450 net additional dwellings on commenced major residential schemes. Of this figure, 3,073 net additional dwellings are expected to be built in the next five years. Three schemes providing a total of 377 homes were excluded from the five-year housing supply as they are not expected to be completed within the next five years or have identified barriers to completion, these schemes are:

- 1 Vinyl Square, the Old Vinyl Factory (59872/APP/2019/3852, 134 net additional dwellings),
- HPH4 Millington Road (76655/APP/2021/3039, 131 net additional dwellings) and
- Former Belmore Allotment Site (68069/APP/2019/22, 112 additional dwellings).

(Please see Appendix 2 for a full list of sites under construction.)

ii) Sites with unimplemented detailed planning permission

In accordance with Annex 2 of the NPPF, 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. Accordingly, all major residential schemes with unimplemented planning permissions have been reviewed and amount to a total of 1,091 net additional dwellings. Of this figure, 850 net additional dwellings are expected to be built in the next five years.

Two schemes providing a total of 408 net additional dwellings were excluded from the five-year housing land supply as they are not anticipated to be built within the next five years due to site specific reasons, these are:

- Tavistock Works (35810/APP/2021/1234) (32 self-contained units) and
- Keith House North Hyde Road' (27189/APP/202/2782) (376 non self-contained units, equivalent to 209 self-contained units, see Section 3.2).

(Please see Appendix 3 for a full list of sites with unimplemented detailed planning permission.)

iii) Sites with approval subject to S106 agreement

There are four major residential schemes that have been approved subject to the signing of a Section 106 agreement at present, including 356 net additional dwellings at St. Andrews Park (585/APP/2024/1879) and three other applications that provide non self-contained dwellings which will be mentioned in Section 3.2.

iv) Completed schemes within FY25 (1/4/2025 – 31/3/2026)

There are three completed major schemes within the financial year of 2025/26, delivering a net additional 120 self-contained residential dwellings. Since these deliveries have been unaccounted for in previous HDT and HFR figures and fall within the first financial year of the five-year period, they have been included in the anticipated total number of units to be delivered within the five-year period. Please see Appendix 4 for a full list of these schemes.

v) Windfall Sites

Paragraph 75 of the NPPF (2024) outlines that where an allowance is to be made for windfall sites as part of the anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment (SHLAA), historic windfall delivery rates and expected future trends.

Planning records show in the 8-year period 2017/18 to 2024/25 an average of 173 net additional dwellings were delivered per year from minor residential schemes. This comprises 167 self-contained homes and 6 non self-contained units (as converted). Based on this historical trend we have included a projected windfall figure of 173 net additional dwellings per year for the remaining plan years. It should be noted that this windfall figure is significantly less than the figure adopted in previous calculations of five year housing land supply, which estimated 295 net additional dwellings per year.

3.2 Non self-contained accommodation

The NPPG states that local authorities should also take in account student housing and housing provided for older people as part of their housing land supply. The contribution should be based on the amount of accommodation released in the housing market. At present, there is not any non-self-contained accommodation specifically for older people identified within the trajectory. However, there is non-self-contained accommodation for students, care homes and large-scale purpose-built shared living included as part of the housing land supply. These are incorporated within the relevant section above and appendices. These schemes comprise:

- 61 student accommodation units approved on the site 'Paddington Packet Boat Public House' (1058/APP/2021/3423).
- 81 care home units approved subject to signing of S106 agreement on the site '12-18 Pield Heath Road & 2 Pield Heath Avenue' (76760/APP/2024/2720).
- 20 care home units approved subject to signing of S106 agreement on the site 'Mead House' (12298/APP/2025/1001).
- 320 large-scale purpose-built shared living units approved subject to signing of S106 agreement on the site '148-154 High Street' (78696/APP/2024/867).

Further, the following scheme has been identified as an unimplemented permission but excluded from the five year supply due to delivery issues:

- 376 large-scale purpose-built shared living units approved on the site 'Keith House North Hyde Road' (27189/APP/202/2782)

Non self-contained housing figures are converted to an equivalent to self contained housing before being added to the five-year housing land supply calculation, in accordance with paragraph 4.1.9 of the London Plan (2021). Net non-self-contained accommodation for older people (C2 use class) should count towards meeting housing targets based on a 1:1 ratio, with each bedroom being counted as a single home. All other net non-self-contained communal accommodation should count towards meeting housing targets based on a 1.8:1 ratio, with one point eight bedrooms/units being counted as a single home. These conversions have been applied to all non self-contained schemes when included in the five year housing land supply.

3.3 Empty Homes

The NPPG also suggests that local authorities could include bringing empty homes back into use where they can ensure that these have not already been counted as part of the existing stock of dwellings. The London Borough of Hillingdon does not have evidence to indicate that this is source of supply. It should also be noted that the SHLAA (2017) elected to omit projecting capacity from long-term vacant properties returning to use, with the new London Plan confirming that that self-contained and non-self-contained properties only should count towards the housing targets, in line with the Government's Housing Delivery Test Measurement Rulebook. The return of long-term vacant properties therefore does not form part of the housing supply trajectory.

3.4 Specific deliverable sites

Appendix 1 sets out the trajectory for the supply of specific deliverable sites that have been identified.

4 CONCLUSIONS

This five-year supply of Deliverable Housing Sites assessment identifies a supply of specific deliverable sites in Hillingdon that have the capacity to deliver 5,498 residential dwellings within five years. This represents 50% of the minimum five-year supply target with the 5% buffer (10,919 dwellings). Accordingly, the London Borough of Hillingdon has a land supply of 2.5 years.

6 APPENDICES

Appendix 1: Trajectory 1 – Supply of specific deliverable sites

			2025 /26	2026 /27	2027 /28	2028 /29	2029 /30
Unidentified Windfall Sites (minor schemes)			173	173	173	173	173
Strategic Sites With Planning Permission/Prior Approval (major sites)							
1	Former Nestle Factory	1331/APP/2019/2314	373		117	116	
2	Land at 3 Nestles Avenue	73238/APP/2018/1145		457			
3	St Andrews Park	585/APP/2024/1879				178	178
4	St Andrew's Park	585/APP/2016/4504			294		
5	Hillingdon Hospital, Pield Heath Road	4058/APP/2022/1788					327
6	Land at Austin Road	76550/APP/2021/4499	80		93	85	242
9	3 Viveash Close	36678/APP/2021/3370					127
10	Hayes Park Central and South, Hayes Park, Hayes End Road	12853/APP/2023/1492				124	
12	Comag, Tavistock Road	24843/APP/2022/2403				105	
13	Stanford House, 9 Nestles Avenue	51175/APP/2022/390			103		
14	Enterprise House, 133 Blyth Road	11623/APP/2013/3606		96			
15	Land at Avondale Drive	76551/APP/2021/4502	30			90	120
16	Land at Yiewsley Library & Former Yiewsley Pool Falling Lane, Otterfield Road	76795/APP/2023/2503			95		
17	Land East Of Mons Barrack, St Andrews Park	585/APP/2022/665			90		
18	Hayes Park North, Hayes Park, Hayes End Road	12853/APP/2024/1374	70				

19	Northwood & Pinner Cottage Hosp & Northwood Health Centre, Pinner Road	23658/APP/2021/1296			70		
20	Riverview House, Oxford Road	40050/APP/2020/1009		56			
21	Waterside House, Oxford Road	40050/APP/2020/999		56			
22	4 Waterside House, Cowley Business Park, High Street	53180/APP/2021/1325	51				
23	Norgine House, Widewater Place, Moorhall Road	76642/APP/2024/1499					49
24	Chaplin House, Moorhall Road	76641/APP/2024/1498					46
25	Canteen Building, Former Nestle Factory Site, Nestles Avenue	1331/APP/2022/2553			41		
26	5 Otter House, Cowley Business Park	63329/APP/2021/1326	36				
27	Musgrave House, Widewater Place, Moorhall Road	76643/APP/2024/1497					36
28	Wellington House, 4-10 Cowley Road	21755/APP/2024/2414		35			
29	33-37 Belmont Road	45222/APP/2015/4692	33				
31	The Former Victoria Pub and Rear Garage Court Areas, accessed from Sandow Crescent	21432/APP/2021/4649				31	
32	Waterside House, Oxford Road	40050/APP/2021/1916		31			
33	Riverview House, Oxford Road	40050/APP/2021/2467		31			
34	Harefield Grove, Rickmansworth Road	28301/APP/2013/3104			24		
35	Murray Engineering (Hayes) Ltd, Silverdale Road	12795/APP/2021/1584					20
36	Woodside Day Centre, 401 Uxbridge Road	23799/APP/2017/4648			20		
37	Weir House, 50 Riverside Way	43495/APP/2020/888		20			
38	Land East of 1040 Uxbridge Road	73201/APP/2021/630		20			

39	Wellington House, 4-10 Cowley Road	21755/APP/2023/680		16			
40	Land to the East of London School of Theology, Green Lane	10112/APP/2019/1244		15			
41	Units 2-6, 8-12, 18-20, 22 & 30 Ryefield Crescent	20331/APP/2023/564				15	
42	The Former Star PH, Corner of Star Road and Uxbridge Road	8057/APP/2019/3861		12			
43	Wetherby House, 15 Green Lane	68153/APP/2019/1319		11			
	Non Self-contained Schemes	(1.8:1 ratio conversion applied)					
45	12-18 Pield Heath Road & 2 Pield Heath Avenue	76760/APP/2024/2720					45
46	Paddington Packet Boat Public House	1058/APP/2021/3423				34	
47	Mead House	12298/APP/2025/1001				11	
48	148-154 High Street	78696/APP/2024/867					178

Appendix 2: Sites Considered Deliverable: Detailed Planning Permission – Started

	Sites	2025/26	2026/27	2027/28	2028/29	2029/30	Total Net Additional Dwellings within 5- year period	Main Application Reference
1	Former Nestle Factory	373		117	116		606	1331/APP/2019/2314
2	Land at 3 Nestles Avenue		457				457	73238/APP/2018/1145
4	St Andrew's Park			294			294	585/APP/2016/4504
6	Land at Austin Road	80		93	85	242	500	76550/APP/2021/4499
12	Comag, Tavistock Road				105		105	24843/APP/2022/2403
13	Stanford House, 9 Nestles Avenue			103			103	51175/APP/2022/390
14	Enterprise House, 133 Blyth Road		96				96	11623/APP/2013/3606
15	Land at Avondale Drive	30			90	120	240	76551/APP/2021/4502
16	Land at Yiewsley Library & Former Yiewsley Pool Falling Lane, Otterfield Road			95			95	76795/APP/2023/2503
17	Land East Of Mons Barrack, St Andrews Park			90			90	585/APP/2022/665
18	Hayes Park North, Hayes Park, Hayes End Road	70					70	12853/APP/2024/1374
19	Northwood & Pinner Cottage Hosp & Northwood Health Centre, Pinner Road			70			70	23658/APP/2021/1296
20	Riverview House, Oxford Road		56				56	40050/APP/2020/1009
21	Waterside House, Oxford Road		56				56	40050/APP/2020/999
28	Wellington House, 4-10 Cowley Road		35				35	21755/APP/2024/2414
32	Waterside House, Oxford Road		31				31	40050/APP/2021/1916
33	Riverview House, Oxford Road		31				31	40050/APP/2021/2467
34	Harefield Grove, Rickmansworth Road			24			24	28301/APP/2013/3104

36	Woodside Day Centre, 401 Uxbridge Road			20			20	23799/APP/2017/4648
37	Weir House, 50 Riverside Way		20				20	43495/APP/2020/888
38	Land East of 1040 Uxbridge Road		20				20	73201/APP/2021/630
39	Wellington House, 4-10 Cowley Road		16				16	21755/APP/2023/680
40	Land to the East of London School of Theology, Green Lane		15				15	10112/APP/2019/1244
42	The Former Star PH, Corner of Star Road and Uxbridge Road		12				12	8057/APP/2019/3861
43	Wetherby House, 15 Green Lane		11				11	68153/APP/2019/1319

Appendix 3: Sites Considered Deliverable: Detailed Planning Permission – Not Started

	Sites	2025/26	2026/27	2027/28	2028/29	2029/30	Total Net Additional Dwellings within 5- year period	Main Application Reference
5	Hillingdon Hospital, Field Heath Road					327	327	4058/APP/2022/1788
9	3 Viveash Close					127	127	36678/APP/2021/3370
10	Hayes Park Central and South, Hayes Park, Hayes End Road				124		124	12853/APP/2023/1492
23	Norgine House, Widewater Place, Moorhall Road					49	49	76642/APP/2024/1499
24	Chaplin House, Moorhall Road					46	46	76641/APP/2024/1498
25	Canteen Building, Former Nestle Factory Site, Nestles Avenue			41			41	1331/APP/2022/2553
27	Musgrave House, Widewater Place, Moorhall Road					36	36	76643/APP/2024/1497
31	The Former Victoria Pub and Rear Garage Court Areas, accessed from Sandow Crescent				31		31	21432/APP/2021/4649
35	Murray Engineering (Hayes) Ltd, Silverdale Road					20	20	12795/APP/2021/1584
41	Units 2-6, 8-12, 18-20, 22 & 30 Ryefield Crescent				15		15	20331/APP/2023/564
46	Paddington Packet Boat Public House				34		34	1058/APP/2021/3423

Appendix 4: Known completed schemes within FY25 (1/4/2025 – 31/3/2026)

	Site	Main Application Reference	Completed Date
22	4 Waterside House, Cowley Business Park	53180/APP/2021/1325	06/05/2025
26	5 Otter House, Cowley Business Park	63329/APP/2021/1326	06/05/2025
29	33-37 Belmont Road	45222/APP/2015/4692	18/06/2025

Appendix 5: Schemes with planning permission not anticipated to complete within the five-year period

	Sites	Status	Main Application Reference
7	1 Vinyl Square, The Old Vinyl Factory	Commenced	59872/APP/2019/3852
8	HPH4 Millington Road	Commenced	76655/APP/2021/3039
11	Former Belmore Allotment Site, Burns Close	Commenced	68069/APP/2019/22
30	Tavistock Works, Tavistock Road	Not Started	35810/APP/2021/1234
44	Keith House, North Hyde Road	Not Started	27189/APP/2021/2782