

# The Royal Borough of Kingston upon Thames

## Authority Monitoring Report: 2017/18 and 2018/19

### 1. Introduction

- 1.1 The Authority Monitoring Report (AMR) is a policy monitoring document which forms part of the suite of documents that form the Development Plan for the Royal Borough of Kingston upon Thames.
- 1.2 This AMR covers the monitoring periods from:
- 1st April 2017 to 31st March 2018 (2017/18); and
  - 1st April 2018 to 31st March 2019 (2018/19).
- 1.3 The purpose of the AMR is to review the progress of development activities and the effectiveness of Local Plan policies in achieving their objectives. This AMR only reports on the matters that are required by legislation. Accordingly, it only includes:
- a report on the progress of each document in the Local Development Scheme (LDS), including reasons for lack of progress where appropriate;
  - a report on the adoption of Development Plan Documents and Supplementary Planning Documents;
  - monitoring information in respect of the Community Infrastructure Levy (CIL);
  - monitoring information in respect of the self-build and custom housebuilding register; and
  - monitoring information in respect of net additional dwellings completed and net additional affordable dwellings completed.
- 1.4 The next AMR to follow will be a comprehensive version and will also include additional monitoring information on all of the relevant policy indicators set out in the Local Plan for the 2017/18, 2018/19 and 2019/20 monitoring periods.

## 2. Update on the Development Plan

- 2.1 The borough's statutory Development Plan consists of the London Plan and the three DPDs that make up the Local Plan, which are:
- the Core Strategy;
  - the Kingston Town Centre Area Action Plan; and
  - the South London Waste Plan.
- 2.2 Planning law requires that applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise.

### The Local Development Scheme

- 2.3 The Local Development Scheme (LDS) sets out the timetable for preparing Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).
- 2.4 The Town and Country Planning (Local Planning) (England) Regulations 2012 require local planning authorities to produce a Local Development Scheme (LDS), specifying the titles of Development Plan Documents (DPDs), their subject matter and scope and the timetable for their preparation and revision. Although not required, the LDS also covers the preparation of Supplementary Planning Documents (SPDs). Any document in the LDS that does not follow the prescribed preparation stages cannot be called a DPD or SPD and may not be referred to in the determination of planning applications.
- 2.5 The council's latest LDS was adopted in August 2020 and covers the period from Spring 2020 to Summer 2023. The Further details can be accessed via the [LDS webpage](#).

### Update on the London Plan

- 2.6 The London Plan is the overarching Spatial Development Strategy for Greater London, and forms part of the Borough's statutory Development Plan.
- 2.7 The most recent update to the current London Plan - the Minor Alterations to the London Plan (MALP) - was adopted in March 2016. This document set an annual housing target for the Borough of 643 homes per year.
- 2.8 A new London Plan covering the period 2019-2041 has now been through the Examination stage, with the Inspectors publishing their report in October 2018. The Mayor of London published an 'Intend to Publish' version of the London Plan in December 2019. However, the Secretary of State for Housing, Communities and Local Government wrote to the Mayor of London in March 2020 to make directions to alter specific parts of the London Plan. The Mayor of London has agreed to work with the Secretary of State to make necessary changes to the document to bring it in line

with national planning policy.

- 2.9 The most significant impact of the new London Plan is the increased housing targets. The Intend to Publish version of the London Plan sets an increased housing target of 964 homes per year across the plan period.
- 2.10 In August 2017, the Mayor of London published the Affordable Housing & Viability Supplementary Planning Guidance (SPG), which aims to:
- increase the amount of affordable housing delivered through the planning system;
  - embed the requirement for affordable housing into land values;
  - make the viability process more consistent and transparent; and
  - ensure that development appraisals are robustly and consistently scrutinised as well as speeding up the planning process for those schemes which are delivering more affordable homes.
- 2.11 In November 2017, the Mayor of London published the Culture and Night-Time Economy SPG, which aims to:
- provide guidance on using London Plan policies to protect and enhance cultural venues;
  - provide a focus on how to offer more protection for pubs and explaining the 'Agent of Change' principle;
  - promote the night-time economy and night-time cultural offer whilst achieving a balance with the needs of local residents;
  - make culture and the night-time economy more inclusive and accessible; and
  - Look at ways to manage the impacts of the night-time economy.

### **Update on the Local Plan**

- 2.12 The borough's Local Plan consists of the three adopted DPDs (the Core Strategy, the Kingston Town Centre Area Action Plan (K+20) and the joint South London Waste Plan DPD), as the SPDs and the AMR. The DPDs and SPDs need to be in general conformity with the NPPF and the London Plan.
- 2.13 As part of the early engagement on future growth in the borough and the council's aspiration for Opportunity Areas within the borough, the council prepared the non-statutory 'Direction of Travel' document in partnership with the Mayor of London. This was published in October 2016 and will help guide the preparation of the new Local Plan.

### **Core Strategy**

- 2.14 The Core Strategy sets out the vision, objectives and policies for managing future

growth, change and development within the Borough, up to 2027. It includes both strategic and development management policies.

- 2.15 The Core Strategy includes monitoring and performance indicators and targets for each thematic policy area. This AMR does not cover all of these monitoring and performance indicators. Instead, more detailed monitoring information will be covered in the next AMR.
- 2.16 The Council is taking forward the preparation of a new Local Plan to supersede the Core Strategy, the timetable for which is contained within the LDS.

### **Kingston Town Centre Area Action Plan**

- 2.17 The Kingston Town Centre Area Action Plan (AAP) was adopted by the council under the pre-NPPF Local Development Framework system. The K+20 also includes monitoring and performance indicators and targets for each thematic policy area. Monitoring information will be covered in the next AMR.
- 2.18 The new Local Plan will supersede the Kingston Town Centre AAP.

### **South London Waste Plan**

- 2.19 The Council jointly prepared the South London Waste Plan DPD in partnership with the neighbouring London Boroughs of Croydon, Merton and Sutton. It was adopted by each borough in early 2012 and sets out the issues and objectives for waste management for 2011-2021. The plan contains policies which guide decisions on planning applications for waste management facilities.
- 2.20 In 2018, the four Boroughs agreed to prepare a new waste plan covering the period 2021-2036. A Regulation 18 Issues and Options consultation was held between October and December 2019. The timetable for the preparation of the South London Waste Plan is set out in the updated LDS.

### **Supplementary Planning Documents**

- 2.21 Supplementary Planning Documents give more detail to the policies in the Development Plan Documents. The council has adopted the following SPDs (including year of adoption):
- Access for All (2005)
  - Shop Front and Shop Sign Design Guide (2005)
  - Affordable Housing (2013)
  - Residential Design (2013)
  - Sustainable Transport (2013)
  - Eden Quarter Development Brief (2015)

- Financial Viability in Planning (2016)
- Planning Obligations (2017)
- Cocks Crescent (2017)
- Riverside Public Realm (2018)

2.22 In October 2018, the Council adopted the Riverside Public Realm SPD for Kingston Riverside. It sets out the overall vision for how Kingston's Riverside should change over the next 10-15 years to become a high quality public space befitting the town and its Thames setting and supporting future growth.

2.23 Although the Planning Act 2008 removed the obligation to include SPDs in the LDS, the Borough's adopted SPDs are included in the LDS for completeness and clarity.

### **New Local Plan**

2.24 The Council is preparing a new Local Plan which will set out a vision for the future of the Borough and guide what development goes where, including homes, schools, infrastructure and transport links.

2.25 The new Local Plan, when adopted, will replace the Core Strategy and K+20 because of the changing policy context contained within the 2019 revisions to the National Planning Policy Framework and the emergence of a new London Plan, which increased the Borough's housing target.

2.26 The Local Plan will provide a long term vision and strategy to meet the future needs of the Borough, identifying changes that may happen, and the broad locations for development. The Local Plan will include planning policies, which will be used to determine whether planning applications are appropriate for the Borough and are approved or refused.

2.27 This first stage of consultation on the new Local Plan, undertaken in line with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, was carried out between 1st May and 31st July 2019.

### **Statement of Community Involvement**

2.28 The Statement of Community Involvement (SCI) sets out how the Council will engage with local communities and other interested parties in Local Plan production and when consulting on planning applications.

2.29 A revised SCI was approved for adoption by the Council's Strategic Housing and Planning Committee on 19 September 2019. The previous version of the SCI that was published in 2007. The latest SCI document brings the council's approach in line with current practices, and responds to a number of recent changes to planning legislation.

2.30 The final adopted SCI can be accessed via the [SCI webpage](#).

### **3. Community Infrastructure Levy**

- 3.1 In order to comply with the 2012 Planning Regulations, AMRs should include information specified in Regulation 62(4) of the Community Infrastructure Levy Regulations 2010(b), including the preparation of a report on CIL collections for any financial year by a charging authority.

#### **Borough CIL**

- 3.2 The Borough CIL Charging Schedule was adopted on 1st November 2015. Accordingly all planning permissions granted after this date are assessed for CIL liability. The Community Infrastructure Levy (CIL) has largely replaced S106 Legal Agreements as the council's principal method of raising developer contributions for the provision of new infrastructure in the borough.
- 3.3 In 2017/18, £422,978.04 Borough CIL receipts were collected by the Council.
- 3.4 Borough CIL receipts for 2018/19 will be reported on in the next AMR.

#### **Mayoral CIL**

- 3.5 In addition to the Borough CIL, Mayoral CIL charges also apply to development in the Borough at a rate of £35 per square metre (index linked upon the granting of planning permission). The intention of Mayoral CIL is to raise approximately £600 million from across London towards the delivery of Crossrail 1.
- 3.6 In 2017/18, a total of £696,582.56 of Mayoral CIL receipts were collected by the council.
- 3.7 Mayoral CIL receipts for 2018/19 will be reported on in the next AMR.

## 4. Self-build and Custom Housebuilding Register

4.1 As of April 2016, all local planning authorities are required to have a Self-build and Custom Housebuilding Register. The purpose of the Register is to allow individuals, or associations of individuals, wishing to build their own home to register their interest in acquiring a suitable plot of land with the relevant local planning authority. To be included on the Register, all individuals and members of associations must be:

- 18 or older;
- a British citizen, a national of an EEA country (other than the United Kingdom), or a national of Switzerland; and
- seeking (either alone or with others) to acquire a serviced plot of land within the borough to build a house to occupy as their sole or main residence.

4.2 Prospective applicants can find out more information by visiting the [Self-build Housing Register webpage](#).

4.3 The Self-build and Custom Housebuilding (Time for Compliance and Fees) Regulations 2016 require local planning authorities to grant sufficient 'serviced plots of land' to meet the demand on the Register for a given 'base period' within three years of the end of that 'base period'. The first 'base period' ran from 1st April 2016 to 30th October 2016, with future base periods running for one year, from 31st October to 30th October. The Council intends to identify how the requirements of the legislation can be met as part of the preparation of the new Local Plan.

4.4 The tables below set out the number of accepted entries onto the Register and the number plots of land requested through the accepted entries. Figures may differ from previous AMRs if individuals or associations have subsequently requested to be removed from the Register.

**Table 4.1: Individuals and associations accepted onto the Self-build and Custom Housebuilding Register**

Base period	Individuals accepted	Associations accepted	Total applications accepted
1st April 2016 to 30th October 2016	10	4	14
31st October 2016 to 30th October 2017	97	13	110
31st October 2017 to 30th October 2018	59	7	66
<b>Total</b>	<b>166</b>	<b>24</b>	<b>190</b>

**Table 4.2: Plot sought from individuals and associations accepted onto the Self-build and Custom Housebuilding Register**

<b>Base period</b>	<b>Plots sought from individuals accepted</b>	<b>Plots sought from associations accepted</b>	<b>Total plots sought from accepted entries</b>
1st April 2016 to 30th October 2016	10	4	14
31st October 2016 to 30th October 2017	97	14	111
31st October 2017 to 30th October 2018	59	7	66
<b>Total</b>	<b>166</b>	<b>25</b>	<b>191</b>



## 5. Performance against Indicators for Housing Policies

### Monitoring Indicators

5.1 As stated in the Introduction, this AMR only covers the monitoring information that is required to be reported by legislation, including net additional dwellings completed and net additional affordable dwellings completed. Accordingly, the only policies that are reviewed are Policy CS10 (Housing Delivery) and Policy DM15 (Affordable Housing Policy) of the Core Strategy. The indicators where performance for 2017/18 and 2018/19 is assessed are set out in the table below.

**Table 5.1: Core Strategy Indicators**

Indicator code	Related policies	Indicator description	Indicator target
MI34	CS10	Net additional dwellings for the reporting year	375 net additional dwellings per annum (The Further Alterations to the London Plan (adopted March 2015) set an increased housing target for the Borough of 6,434 from 2015 to 2025, equivalent to 643 net additional dwelling per annum)
MI38	CS10 and DM15	Gross affordable housing completions	2,000 new homes across the plan period (2012/13 to 2026/27), equivalent to 133 new units per annum
MI40	DM15	Tenure split of affordable/social rent to intermediate housing completions	70:30 split (affordable/social rent:intermediate)

### Housing Completions

5.2 Policy CS10 of the Core Strategy sets an annual housing target of 375 dwellings for the period 2012 to 2027. However, the Further Alterations to the London Plan (adopted in March 2015) set an increased housing target for the Borough of 6,434 for the period from 2015 to 2025, equivalent to 643 net additional dwelling per annum.

5.3 For monitoring purposes, housing completions are recorded as either:

- conventional housing (C3 of C4 use class); or
- student accommodation (C2 or Sui Generis use class); or
- other communal accommodation (C2 or Sui Generis uses class).

5.4 For clarification, 'other communal accommodation' includes specialist housing (such as extra care homes) and houses in multiple occupation with at least seven bedrooms.

- 5.5 For calculating the total equivalent number of net dwellings completed, the Government's Housing Delivery Test Measurement Rule Book sets out that for student housing this should be the net increase in bedrooms divided by the national average number of students in student only households (2.5). For other communal accommodation, this is calculated by dividing the net increase in bedrooms completed by the national average number of adults in all households (1.8).

**Table 5.2: Conventional housing completed**

Monitoring year	2017/18	2018/19
Dwellings lost	38	52
Gross new dwellings completed	258	554
Net additional dwellings completed	220	502

**Table 5.3: Student accommodation completed**

Monitoring year	2017/18	2018/19
Bedrooms lost	0	0
Gross new bedrooms completed	757	17
Net additional bedrooms completed	757	17
Equivalent net additional dwellings completed (net additional bedrooms completed divided by 2.5)	303	7

**Table 5.4: Other communal housing completed**

Monitoring year	2017/18	2018/19
Bedrooms lost	51	71
Gross new bedrooms completed	23	47
Net additional bedrooms completed	-28	-24
Equivalent net additional dwellings completed (net	-16	-3

additional bedrooms completed divided by 1.8)		
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**Table 5.5: Total net additional dwellings completed**

Monitoring year	2017/18	2018/19
Conventional housing	220	502
Equivalent student dwellings	303	7
Equivalent other communal dwellings	-16	-13
Total net dwellings completed	507	496

- 5.6 In relation to Indicator MI34 (net additional dwellings), the total net additional homes delivered in 2017/18 (507) and 2018/19 (496) fell below the annual target set by the London Plan (643). An analysis of these results and a detailed list of the sites where housing was completed in 2017/18 and 2018/19 will be included in the next AMR.
- 5.7 The emerging new London Plan sets an increased housing target of 964 dwellings per annum from the 2019/20 monitoring year. Any shortfall in housing delivery prior to 2019/20 will already be accounted for.
- 5.8 It should be noted that the 2019 Housing Delivery Test Measurement published by the Government states that the total net dwellings completed in 502 in 2017/18 and 497 and in 2018/19.
- 5.9 Therefore, there is a small discrepancy between the results in this AMR and the results in the 2019 Housing Delivery Test Measurement. The reason for this is that since the data that was submitted for Housing Delivery Test results to the Government, a further review of sites with planning permission for housing was undertaken. This review revealed that development on some additional sites was found to have been completed in the 2017/18 and 2018/19 monitoring years.

### **Affordable Housing Completions**

- 5.10 Policy DM15 of the Core Strategy sets a target of 2,000 new affordable homes across the plan period, which is equivalent to an annual target of 133 new homes.

**Table 5.6: Affordable housing completions in 2017/18**

Tenure type	Affordable rent	Social rent	Intermediate	Total
Dwellings lost	0	1	1	2
Gross new dwellings completed	0	10	21	31
Net additional dwellings completed	0	9	20	29

**Table 5.7: Affordable housing completions in 2018/19**

Tenure type	Affordable rent	Social rent	Intermediate	Total
Dwellings lost	0	0	0	0
Gross new dwellings completed	3	7	29	39
Net additional dwellings completed	3	7	29	39

5.11 In relation to Indicator MI38 (additional affordable housing), the total gross new dwellings completed in 2017/18 (31) and 2018/19 (39) fell below the annual target of 133. An analysis of these results, including a detailed list of the sites where affordable housing was completed in 2017/18 and 2018/19, will be set out in the next AMR.

5.12 In relation to Indicator MI40 (affordable housing tenure split), the tenure split of gross new affordable/social rent to intermediate housing completed in 2017/18 (32:68) and 2018/19 (26:74) were broadly the inverse of the target ratio of 70:30. A full table of tenure split of affordable housing completed since the adoption of the Core Strategy will be set out in the next AMR.