

The Royal Borough of Kingston upon Thames

Authority Monitoring Report: 2019/20, 2020/21 and 2021/22

January 2023

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1. Introduction

1.1 The purpose of the Authority Monitoring Report (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 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.

1.2 This AMR covers the monitoring periods from:

- 1st April 2019 to 31st March 2020 (2019/20); and
- 1st April 2020 to 31st March 2021 (2020/21).
- 1st April 2021 to 31st March 2022 (2021/22).

1.3 A more detailed AMR will be published in due course.

2. Update on the Development Plan

- 2.1 Planning law requires that applications for planning permission must be determined in accordance with the policies in the adopted Development Plan, unless material considerations indicate otherwise. The borough's adopted Development Plan consists of:
- The London Plan (adopted in 2021);
 - South London Waste Plan (adopted in 2022)
 - Core Strategy (adopted in 2012); and
 - Kingston Town Centre Area Action Plan (adopted in 2008).
- 2.2 Further information about the borough's Development Plan can be found on the council's [adopted Development Plan webpage](#).

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 May 2021 and covers the period from Spring 2021 to Winter 2023/24. Further details can be found on the council's [LDS webpage](#).

The London Plan 2021

- 2.6 The London Plan is the overarching Spatial Development Strategy for Greater London and forms part of the Borough's statutory Development Plan. The latest London Plan was adopted in March 2021 and covers the period from 2019 to 2041. It sets an annual housing target for the Borough of 964 homes per year for the period from 2019 to 2029.
- 2.7 The Mayor of London has published London Plan Guidance (LPG) documents that give more detail to the policies in the London Plan. The following LPGs have been

published since the most recent London Plan was adopted:

- ['Be seen' energy monitoring guidance](#) (September 2021);
- [Public London Charter](#) (October 2021);
- [Circular Economy Statement Guidance](#) (March 2022);
- [Whole Life-Cycle Carbon Assessments guidance](#) (March 2022); and
- [Sustainable Transport, Walking and Cycling guidance](#) (November 2022).

South London Waste Plan 2022

- 2.8 In December 2022, the Council adopted the South London Waste Plan 2022 to 2037. This was jointly prepared with the neighbouring London Boroughs of Croydon, Merton and Sutton. It fully supersedes the South London Waste Plan adopted in 2012. The plan contains policies which guide decisions on planning applications for waste management facilities.
- 2.9 To ensure that plan monitoring is carried out comprehensively, the South London Waste Plan contains a Monitoring and Contingency Table which will measure the progress in meeting the strategic objectives of the South London Waste Plan. The reporting of the indicators and targets in the Monitoring and Contingencies Table will take place through the London Borough of Sutton's AMR, which is produced annually.

Core Strategy 2012

- 2.10 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.
- 2.11 The Core Strategy includes monitoring indicators and targets for each thematic policy area. This AMR does not cover all of these monitoring indicators. A more detailed AMR covering other monitoring indicators will be published in due course.
- 2.12 The Council is preparing a new Local Plan to supersede the Core Strategy.

Kingston Town Centre Area Action Plan 2008

- 2.13 The Kingston Town Centre Area Action Plan (AAP) was adopted by the council under the pre-NPPF Local Development Framework system. It covers the period from 2008 to 2020. The new Local Plan will supersede the Kingston Town Centre AAP.

Supplementary Planning Documents

2.14 Supplementary Planning Documents (SPDs) give more detail and guidance to the policies contained with the Development Plan Documents adopted by the council. The council has published the following SPDs:

- 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); and
- Riverside Public Realm (2018).

2.15 Further information about the borough's SPDs can be found on the council's [SPDs webpage](#).

New Local Plan

2.16 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. 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.

2.17 The new Local Plan, when adopted, will replace the Core Strategy and Kingston Town Centre AAP.

2.18 As at the end of March 2022, the council had carried out two phases of consultation on the new Local Plan that were undertaken in line with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012:

- Early Engagement on the Local Plan (1st May to 31st July 2019); and
- Further Engagement on the Local Plan (29th June to 30th September 2021)

2.19 Further stages of preparation of the new Local Plan are set out in the LDS. Further information can be found on the [Local Plan webpage](#).

Statement of Community Involvement

2.20 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. The latest SCI was adopted in 2019 and can be accessed via the council's [SCI webpage](#).

3. Community Infrastructure Levy

- 3.1 To comply with the 2012 Planning Regulations, AMRs should include the information specified in Regulation 62(4) of the Community Infrastructure Levy Regulations 2010(b), including the preparation of a report on Community Infrastructure Levy (CIL) collections for any financial year by a charging authority.
- 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. Borough CIL receipts collected by the council are set out in the table below.

Table 3.1: Borough CIL receipts collected by the council

Monitoring year	Borough CIL receipts collected
2018/19	£859,956.98
2019/20	£4,673,360.35
2020/21	£6,573,076.18
2021/22	£4,013,355.58

- 3.3 In addition to the Borough CIL, as of April 2022, [Mayoral CIL charges](#) also apply to development in the Borough at a rate of £60 per square metre (index-linked upon the granting of planning permission). It should be noted that planning permissions granted between 2012 and April 2019 attracted a lower rate of £35 per square metre. Mayoral CIL receipts collected by the council are set out in the table below.

Table 3.2: Mayoral CIL receipts collected by the council

Monitoring year	Mayoral CIL receipts collected
2018/19	£2,521,287.85
2019/20	£3,164,233.60
2020/21	£2,380,780.59
2021/22	£1,847,157.22

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 council's [Self-build and Custom Housebuilding Register webpage](#).
- 4.3 The Self-build and Custom Housebuilding (Time for Compliance and Fees) Regulations 2016 requires 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 of 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.
- 4.5 During the 2018/19 base period, no new entries were accepted onto the register. The Council still received applications from individuals and associations wishing to be on the Self-build and Custom Housebuilding register during the 2018/19 base period. However, due to staffing constraints, the Council was unable to review these applications until the 2019/20 base period.

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
31st October 2018 to 30th October 2019	0	0	0
31st October 2019 to 30th October 2020	56	11	67
31st October 2020 to 30th October 2021	84	8	92
Total	306	43	349

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

Base period	Plots sought from individuals accepted	Plots sought from associations accepted	Total plots sought from accepted entries
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
31st October 2018 to 30th October 2019	0	0	0
31st October 2019 to 30th October 2020	56	11	67
31st October 2020 to 30th October 2021	84	10	94
Total	306	46	352

5. Performance against Indicators for Housing Policies

5.1 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 2012. The monitoring indicators where performance 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*
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 sets an annual housing target of 375 dwellings for the period 2012 to 2027. However, the London Plan (adopted in 2021) set an increased housing target for the Borough of 9,640 homes for the period from 1st April 2019 to 31st March 2029 (equivalent to 964 net additional homes per year).

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

- conventional housing (C3 or 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 homes 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 (i.e. 2.5). For other communal accommodation, the equivalent number of homes is calculated by dividing the net increase in bedrooms completed by the national average number of adults in all households (i.e. 1.8).

Table 5.2: Conventional self-contained housing completed

Monitoring year	2019/20	2020/21	2021/22
Homes lost	50	39	18
Gross new homes completed	663	518	325
Net additional homes completed	613	479	307

Table 5.3: Student accommodation completed

Monitoring year	2019/20	2020/21	2021/22
Bedrooms lost	0	0	0
Gross new bedrooms completed	0	0	0
Net additional bedrooms completed	0	0	0
Equivalent net additional homes completed*	0	0	0

*Net additional bedrooms completed divided by 2.5.

Table 5.4: Other communal housing completed

Monitoring year	2019/20	2020/21	2021/22
Bedrooms lost	3	0	0
Gross new bedrooms completed	23	0	88
Net additional bedrooms completed	20	0	88
Equivalent net additional homes completed*	11	0	49

*Net additional bedrooms completed divided by 1.8.

Table 5.5: Total net additional homes completed

Monitoring year	2019/20	2020/21	2021/22
Conventional self-contained homes	613	479	307
Equivalent student homes	0	0	0
Equivalent other communal homes	11	0	49
Total	624	479	356

5.6 In relation to Indicator MI34 (net additional dwellings), the total net additional homes delivered in 2019/20 (624), 2020/21 (479) and 2021/22 (356) fell below the annual target set by the London Plan (964).

5.7 The London Plan sets a housing target of 964 homes per year from the 2019/20 monitoring year. Any shortfall in housing delivery prior to 2019/20 will already be accounted for.

Affordable Housing Completions

5.8 Policy DM15 sets a target of 2,000 new affordable homes across the plan period (2012 to 2027), which is equivalent to an annual target of 133 new homes.

Table 5.6: Affordable housing completions in 2019/20

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

Table 5.7: Affordable housing completions in 2020/21

Tenure type	Affordable rent	Social rent	Intermediate	Total
Homes lost	0	0	0	0
Gross new homes completed	6	0	64	70
Net additional homes completed	6	0	64	70

Table 5.8: Affordable housing completions in 2021/22

Tenure type	Affordable rent	Social rent	Intermediate	Total
Homes lost	0	0	0	0
Gross new homes completed	4	0	5	9
Net additional homes completed	4	0	5	9

5.9 In relation to Indicator MI38 (additional affordable housing), the total gross new affordable homes completed in 2019/20 (39), 2020/21 (70) and 2021/22 (9) fell below the annual target of 133.

5.10 In relation to Indicator MI40 (affordable housing tenure split), the tenure split of gross new affordable/social rent to intermediate housing completed in 2019/20 (26:74), 2020/21 (9:91) and 2021/22 (44:56) was below of the target ratio of 70:30.