

Local Plan Authority Monitoring Report Housing 2018/19

Planning

13 September 2019

Local Plan Authority Monitoring Report

Housing
Covering financial year 2018/19

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Introduction

This Monitoring Report is one of several publications which assess the effectiveness of planning policies in the borough. Such reports will be published in a phased approach on the Council's website¹

Data sources

The data used in this report comes from the Council's decisions analysis monitoring system which has recorded data on permitted applications since the 1980s. Data is up to 1st April 2019, but where relevant includes updates as footnotes since that time. An accompanying spreadsheet is available with the full data and analysis summarised in this report.

This report monitors:

- Net additional dwellings for the reporting year
- Net additional dwellings over previous years
- Net additional dwellings – in future years
- Net additional gypsy and traveller pitches per annum
- Percentage of new housing development on back garden land as a proportion of all housing completions
- Completions by dwelling size
- Percentage of all new housing completions which is affordable housing
- Affordable housing – in future years

The headline findings in terms of the effectiveness of key housing are:

Housing supply – the rate of completions (419 units net) significantly exceeded the annual target in the London Plan 2015 of 315 homes per annum, with completions on 6 large sites. For future housing land supply there is an identified 1,508 units over the 5-year period, which is 309 units more than the remaining target in the London Plan 2015.

Affordable housing – 17% of units (70 units net) were delivered as affordable, from two large sites, which is considerably below the strategic borough-wide target.

¹ http://www.richmond.gov.uk/home/services/planning/planning_policy/local_plan/authority_monitoring_report.htm

Housing starts, completions and pipeline

The London Borough of Richmond upon Thames's housing target is set in the London Plan. The Further Alterations to the London Plan (FALP) confirmed in the published (i.e. adopted) consolidated London Plan (March 2015) a target of 3150 for 2015-2025, which is **equivalent to 315 additional homes per year**. A full review of the London Plan is currently being undertaken and reached the Examination in Public stage in 2018 (and therefore has limited weight), with the Panel's report due to be published later in 2019, and the final version of the Plan expected to be adopted in spring 2020.

Table 1: Plan period and housing targets

Start of plan period	End of plan period	Total Housing requirement	Source
2007/08	2016/17	2700 (270 per year)	The London Plan, Consolidated with Alterations since 2004 (February 2008)
2011	2021	2450 (245 per year)	London Plan 2011 (including Revised Early Minor Alterations October 2013)
2015	2025	3150 (315 per year)	London Plan 2015 (consolidated with Alterations since 2011)

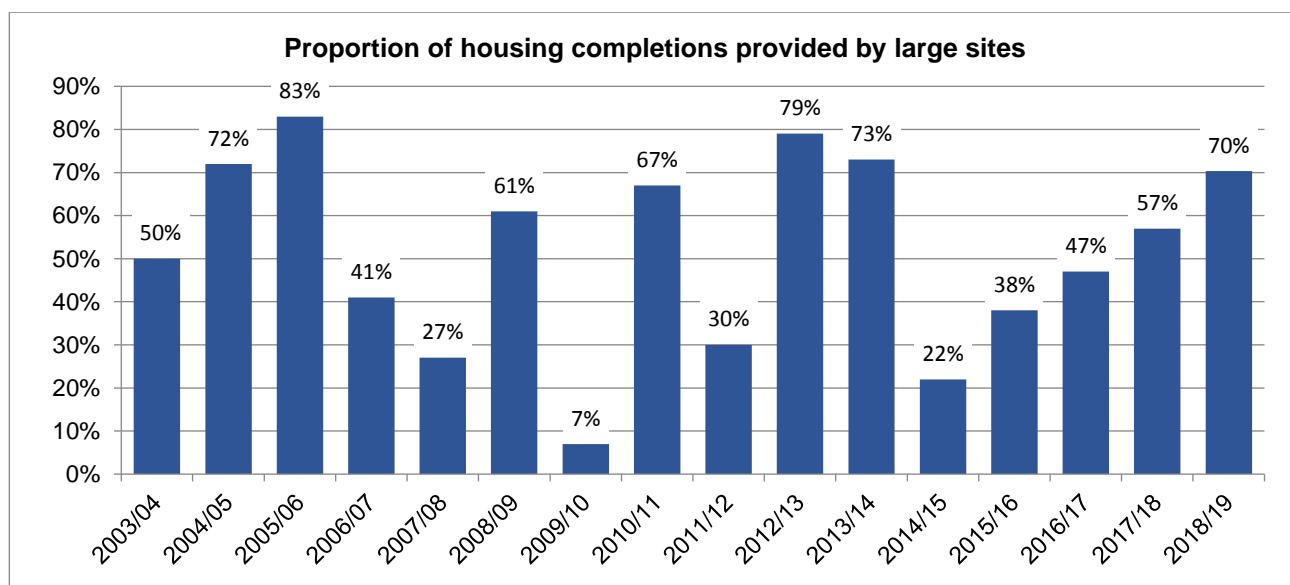
Net additional dwellings for the reporting year

A net gain of 419 units was completed in 2018/19. This significantly exceeded the target, following the previous year which had a slightly lower completion rate. There continue to be sites under construction and permissions granted, as set out in further details below and in the accompanying spreadsheet, which demonstrate a continued pipeline.

The net gain includes 59 units (14%) completed through the prior approval process. From 30 May 2013, the Government introduced amended permitted development rights to allow for greater flexibility for the change of use of existing offices to residential, subject to a notification procedure with the local planning authority. In 2014/15 and 2015/16 it delivered a significant proportion of completions, but this has reduced from 23% in 2017/18.

There were units completed on six large sites in 2018/19 (these are defined as being of 10 or more units gross). Large sites therefore provided 70% of the units completed in 2018/19. The six large sites with completed units were at Queens House, Twickenham; the Royal Star and Garter Home at Richmond; the former Inland Revenue site at Kew (Emerald Gardens); the former Teddington Studios site (Teddington Riverside) and at 38-42 Hampton Road, Teddington (Teddington Gate).

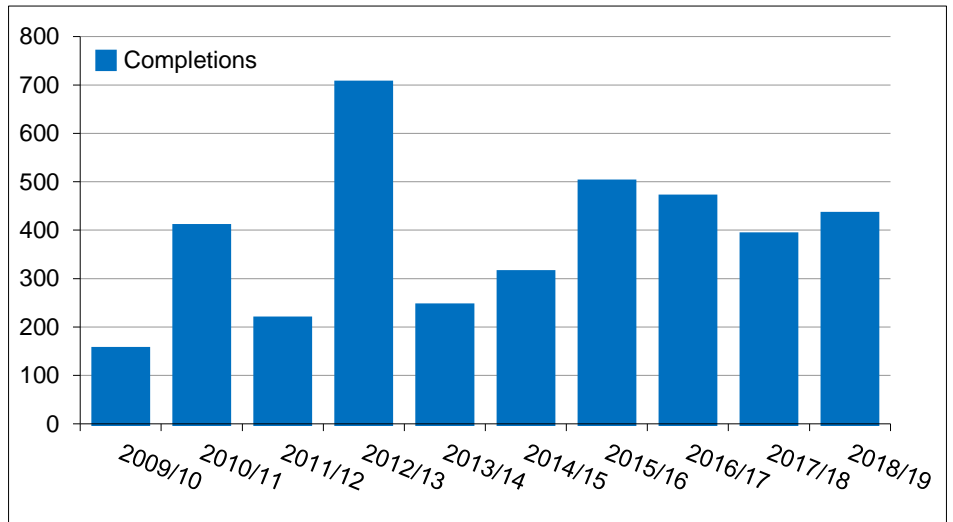
Figure 1: Proportion of housing completions provided by large sites.



Net additional dwellings 2001/2002 to 2018/19

Table 2: Housing completions in the borough 2008/2009 to 2018/19

Year	Completions
2009/10	145
2010/11	399
2011/12	208
2012/13	695
2013/14	235
2014/15	304
2015/16	491
2016/17	460
2017/18	382
2018/19	419
Total	3,738



The distribution of housing completions for 2018/19 by ward is set out in the following table.

Table 3: Housing completions in 2018 / 2019 by ward

Ward	Proposed	Existing	Net Gain
Barnes	11	10	1
East Sheen	17	3	14
Fulwell, Hampton Hill	47	4	43
Ham, Petersham, Richmond Riverside	105	3	102
Hampton North	2	2	0
Hampton	16	5	11
Hampton Wick	15	7	8
Heathfield	6	3	3
Kew	43	3	40
Mortlake, Barnes Common	27	5	22
North Richmond	5	3	2
South Richmond	23	13	10
South Twickenham	0	0	0
St Margarets, North Twickenham	16	5	11
Teddington	80	1	79
Twickenham Riverside	56	3	53
West Twickenham	16	5	11
Whitton	11	2	9
Total	496	77	419

Future Housing Supply and Implementation Strategy - Housing Trajectory as at 1st April 2019

Table 2 above shows that from 1st April 2009 until 31st March 2019, a ten-year period, 3,738 units were completed, which is an average of 374 per year. The borough's housing target set out in the 2015 London Plan is an additional 3150 units between 2015 and 2025, providing for an annual average of 315 units. This requirement was significantly exceeded in the 2018/19 financial year, and the Council is on course to meet the strategic dwelling requirement by 2025.

The NPPF requires Local Planning Authorities to identify and maintain a rolling 5-year housing land supply. Sites for inclusion should be specific, deliverable – the NPPF definition sets out 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 five years, with further guidance in Planning Practice Guidance.

In identifying sites which meet this requirement the following have been included:

- Sites that are allocated for housing in in adopted/emerging Plans + other identified large sites coming forward (with up to date information) assessed as deliverable within 5 years
- Sites that have planning permission (either outline or full planning permission not implemented) assessed as deliverable within 5 years
- Sites under construction assessed as deliverable within 5 years
- All conversion sites under construction
- All conversion sites with full planning permission
- All conversion sites with prior notification approval under construction
- All conversion sites with prior notification approval

Each site has been assessed for its deliverability, in discussions with officers in development management and using monitoring resources, for clear evidence that completions will begin within five years.

The Council has identified a potential **1,474** units over the 5-year period, which exceeds the remaining target in the London Plan 2015. The table below details the sources of this supply. This exceeds the NPPF requirements of an additional buffer of 5% to ensure choice and competition in the market for land.

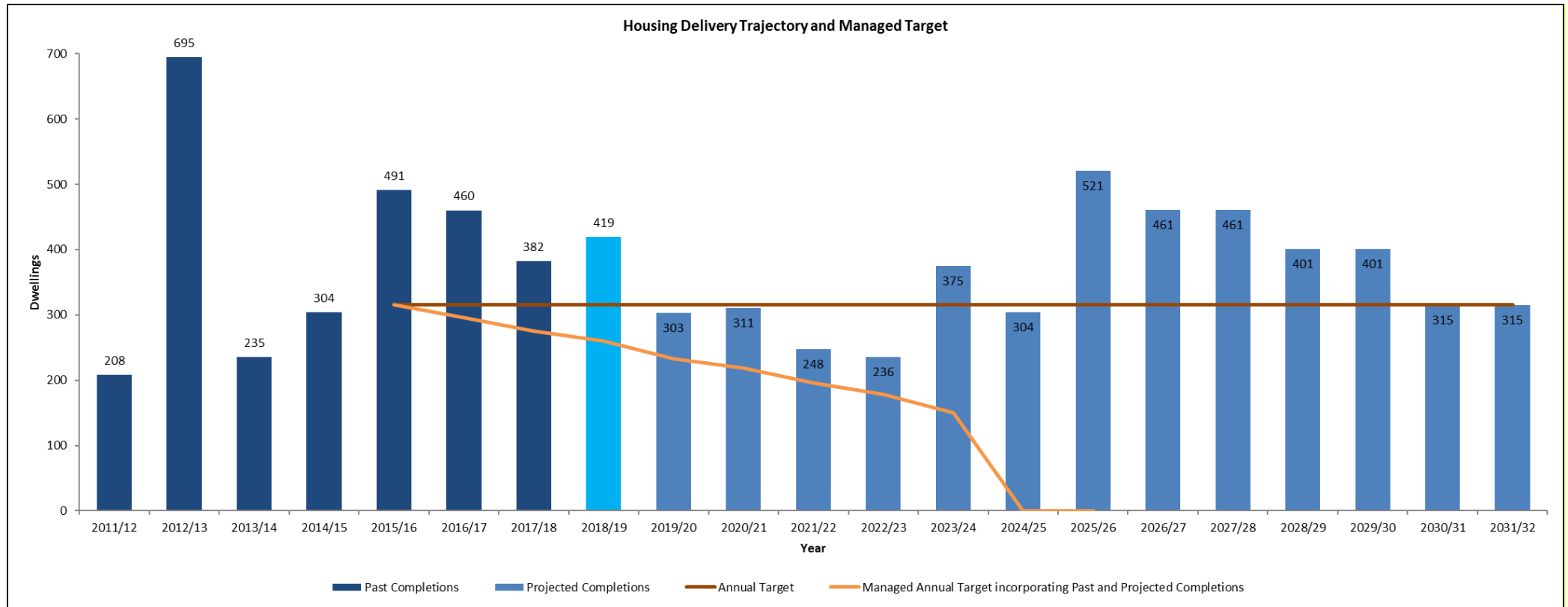
Table 4: Sources of 5-year housing land supply

Site Type	Total used for 5-year supply
New Build under construction	429
New Build Sites with planning permission	157
Conversion sites under construction	31
Conversion sites with planning permission	48
Conversion sites with prior notification approval	45
Proposal / other known Sites	754
Total 5-year supply	1,474

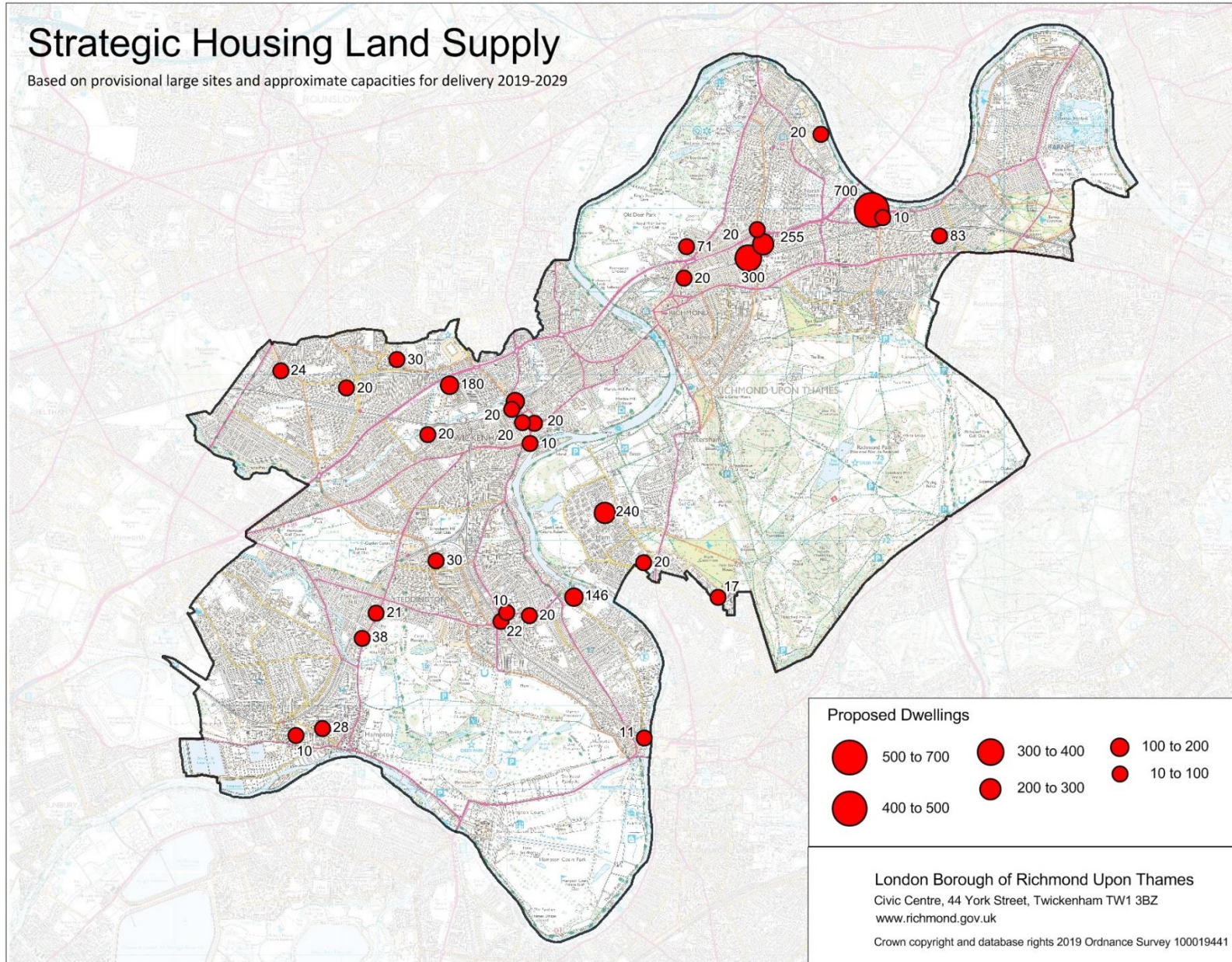
The trajectory at Figure 2 reflects the future year housing land supply and includes indicative phasing within the five-year housing land supply, to reflect the expected pattern over individual years. It is expected that delivery will be higher than identified in the later years of the five-year phase, as sites not yet identified will come through the planning system, however there is no rate for windfalls included.

Further information on both small sites and large sites (over 10 units gross) included in the housing land supply can be found in the accompanying spreadsheet which details dwellings expected to come forward in future years together with a five-year housing land supply calculation. It also contains a summary of other data outputs in tables and charts.

Figure 2: Housing Trajectory as at 1st April 2019



Map 1: Strategic Housing Land Supply – Provisional Large Sites and Approximate Capacities for delivery 2019-2029



Net additional gypsy and traveller pitches per annum

There is currently one authorised site in the borough at Bishops Grove in Hampton which has 12 pitches, managed by Richmond Housing Partnership (RHP).

The Council's research on Gypsies and Travellers ([report](#) published in 2016) found that there is no demonstrated need for any additional pitches within the Borough; which informed Policy LP37 in the Local Plan (adopted July 2018).

Percentage of new housing development on back garden land as a proportion of all housing completions

Since April 2009 the Council has been monitoring permissions that represent garden development. With no national or regional definition, this is based on a local definition of garden development which focuses on the loss of suburban gardens rather than intensification or the loss of other (non-residential) open space which can be monitored through other measures. It therefore includes housing development within the curtilage of an existing dwelling house – but only where these applications would result in a net increase in dwellings within the existing curtilage.

Local Plan Policy LP39 sets out a presumption against loss of back gardens, recognising in some cases a limited scale of back garden development may be considered acceptable.

In 2018/19, approximately 2.5% of all units (gross) permitted were development on garden sites. This is slightly higher than in 2016/17 (1.3%), but the trend appears to be averaging at relatively low levels of less than 3% of housing completions. The approximate rate in 2015/16 was 2.7%, in 2014/15 was 3%, in 2013/14 it was 3%, in 2012/13 it was 2.7%, and in 2011/12 it was 4%.

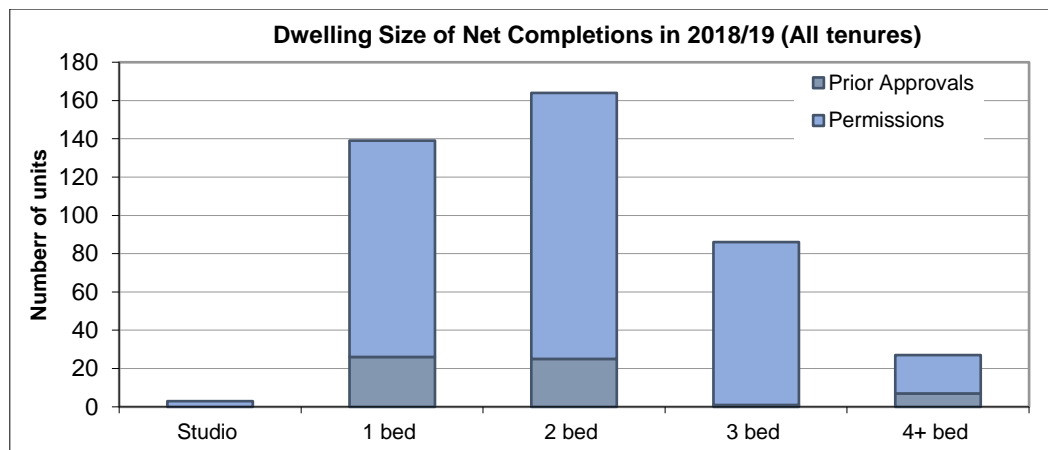
In terms of completions, at least 8 units (net gain) were completed on seven sites that were considered to fall within the Council's definition of garden development, which equates to less than 2% of completions.

Completions by dwelling size

Local Plan Policy LP35 seeks a higher proportion of small units within the five main centres and Areas of Mixed Use, although continues to recognise the mix should be appropriate to the location.

The figure below shows all housing completions in 2018/19 by the size of dwelling.

Figure 3: Dwelling Size of Completions



In 2018/19 34% of all completions were small units (studio / 1 bed). This is slightly less than 40% in 2017/18, 36% in 2016/17, 46% in 2015/16 and 50% in 2014/15, but remains higher than earlier years. The proportion of family housing as 3 and 4 beds remained low at 26% of all completions.

Table 5: Net Completions 2018/19: Dwelling Size

Dwelling Size	Total	%
Studio	3	1%
1 bed	139	33%
2 bed	164	39%
3 bed	86	20%
4+ bed	27	6%
Total	419	100%

Affordable Housing

Table 6: Affordable Housing Completions by financial year 2005/06 – 2018/19

Year	Open Market		Affordable		Total Units
	Units	%	Units	%	
2005/06	611	73%	231	27%	842
2006/07	192	83%	38	17%	230
2007/08	257	99%	3	1%	260
2008/09	338	78%	98	22%	436
2009/10	145	100%	0	0%	145
2010/11	273	68%	126	32%	399
2011/12	133	64%	75	36%	208
2012/13	468	67%	227	33%	695
2013/14	202	86%	33	14%	235
2014/15	298	98%	6	2%	304
2015/16	392	80%	99	20%	491
2016/17	398	87%	62	13%	460
2017/18	341	89%	41	11%	382
2018/19	349	83%	70	17%	419
Total	4,397	80%	1,109	20%	5,506

Affordable housing completions

Affordable housing units: Affordable housing was completed on two sites during 2018/19 delivering 70 units. The conversion of Queens House, 2 Holly Road, Twickenham (14/4842/FUL) delivered a 100% affordable housing development of 45 units, and the former Inland Revenue site at Ruskin Avenue, Kew (14/1488/FUL) had 25 affordable units as part of the overall development of 170 units.

The net gain of 70 affordable units in 2018/19, equating to 17% of the net gain in units, is higher than the previous 2 financial years and slightly below the 20% achieved in 2015/16.

There are 15 affordable units nearing completion at Normansfield Avenue, Hampton Wick and 15 affordable units at the former Teddington Studios development. In addition, there are a further 60 affordable units either under construction or with planning permission. Full details of tenure and unit sizes are available in the accompanying spreadsheet.

It should be noted that the figures for affordable housing prepared for statutory planning monitoring differ from those prepared for statutory housing monitoring because of the use of different criteria. Data provided through the monitoring of planning decisions, as in this report, always produce lower figures than those provided for housing returns, which include affordable housing secured through change of tenure e.g. through acquisition by RSLs (registered social landlords) of properties on the open market, for example, and are presented as gross, rather than net, figures. They are not directly compatible either in terms of which year a property completion may be recorded in, as Planning will only record completed units once all the units on a site have been completed, but Housing will count the affordable housing units once the RSL has obtained practical completion of the scheme, and generally planning agreements require affordable housing to be completed and handed over before occupation of general market units. Therefore, these dates are rarely the same and can fall in different recording years. Housing monitoring is set out on the Council's website www.richmond.gov.uk/completed_housing_developments.htm

Off-site contributions towards affordable housing are reported separately in [AMR](#) reports on Planning Obligations. The additional contributions to the Affordable Housing Fund provided by implementing Policy LP36 on all small sites will be available to help ensure schemes remain viable. However, there is a time lag for the potential contributions secured from these sites to be received by the Council following implementation of a permission and the relevant trigger in a planning obligation reached.

The Council funds a Housing Capital Programme to support the development of affordable housing to meet the needs of borough residents. Capital resources for this programme come from a variety of sources including Council funding and financial contributions to the Affordable Housing Fund. Support from this funding may be available to help ensure schemes remain viable, particularly to ensure that larger family rented units remain affordable. There is sometimes a time lag between funding being agreed (at the time is permission granted) and the timing of payments, and payments may be staged.

Non-conventional supply

The non-conventional housing supply includes non-self-contained C2 Residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.

There was a net loss of 233 bedrooms at four sites with a loss of 180 rooms at the Royal Star and Garter Home at Richmond (13/4409/FUL). This had been vacated prior to the conversion to 86 residential units and The Royal Star and Garter charity have now relocated to care home accommodation in Surbiton and Solihull.

Other losses include the change of use of a House in Multiple Occupation (HMO) containing 10 bedrooms at 80 Lonsdale Road, Barnes to 3 self-contained flats (14/3047/FUL), and the change of use of 9 HMO rooms to 8 flats at 30 Belmont Road, Twickenham. The last site involving the change of use of a former derelict care home to 7 residential units at 117 Hampton Road, Hampton Hill (15/2698/FUL).