

# **Authority Monitoring Report 2015/16**

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## Executive Summary

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Local planning authorities must publish information that shows progress with Local Plan preparation; reports any activity relating to the duty to cooperate in relation to planning of sustainable development; and monitors the implementation of policies in the adopted Local Plan<sup>1</sup>. This report sets out London Borough of Bexley's performance for the annual period 1 April 2015 to 31 March 2016. The following information is set out in this report:

- performance in plan making against the schedule set out in the local development scheme;
- performance with regard to Bexley's duty to cooperate in matters relating to sustainable development planning; and
- performance outcomes for key planning policies covering a range of topic areas.

### Plan-making progress

In accordance with the LDS timetable, the Council is currently at the 'document preparation' stage of Local Plan production. This has involved evidence gathering, research and informal consultation and discussion with relevant stakeholders over the reporting year.

### Duty to cooperate activities

Duty to cooperate is set out in planning legislation and includes activities such as the preparation of development plan documents and other local development documents. The Council has cooperated with a number of other local planning authorities, including adjoining boroughs and prescribed bodies, on a variety of issues throughout the reporting year.

### Local planning policy effectiveness

This report monitors the extent to which the policies set out in the Bexley Local Plan are being achieved. The report does not measure each policy individually, but focuses on monitoring key policy objectives for which data is currently available in order to assess overall outcomes in plan delivery.

The following provides a brief summary of the effectiveness of local plan policies in 2015/16:

#### Performance in the reporting year against local planning policy monitoring indicators

##### Achieving sustainable development

Bexley has had a consistently low level of departures from Development Plan policies, with only two planning approvals (one approved at appeal) in 2015/16 (out of 1,761 permissions), both of which were on Metropolitan Green Belt. In both cases it was considered that very special circumstances existed, relating to the owner-occupiers of the specific properties.

These departures from the Development Plan are not linked to any need identified from the Council's five-year housing supply, which remains robust and up to date.

Planning agreements were secured from seven development proposals, generating contributions across various areas including affordable housing, transport and access, education, employment training, health services and facilities, open space, sports and leisure facilities, local community facilities and services and monitoring. In addition, there were planning approvals for just over 10,000m<sup>2</sup> of (net) additional floor space for community facilities.

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<sup>1</sup> Regulation 34 of the [Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#) sets out what information authority monitoring reports must contain.

### Protecting and enhancing the built and natural environment

All residential development in Bexley was constructed on previously developed (brownfield) land, exceeding the performance target of 60%.

There was no loss of a listed building, or landmark building in a conservation area, as a result of an approved development proposal.

Two development proposals were approved that, when implemented, will result in a net loss of 14.6 hectares in areas of biodiversity importance or areas protected by nature conservation designations (SINCs). The bulk of the loss of SINC designation, at 14.1 hectares, will come from the redevelopment of the former Erith Quarry, a Site of Borough Grade 1 Importance.

### Creating a local supply of housing

Current planning policies focus housing development in the sustainable growth areas as set out in the Bexley Core Strategy, with many potential housing sites falling in and around the borough's main town centres as well as in London Plan Opportunity Areas. In the short term, this is particularly relevant in the Thamesmead area, following the designation of the Abbey Wood and South Thamesmead Housing Zone across Bexley and Royal Greenwich in 2015.

The London Plan sets an annual housing supply target of 446 net additional dwellings for Bexley, with performance against this target monitored through completions (delivery) and approvals (supply). Bexley is on target overall in delivering housing and on track in the longer term to meet or exceed its London Plan ten year housing supply target.

In the reporting year, planning permission was granted for 689 net additional dwellings, with 109 net additional dwellings completed. Whilst this latter figure is unusually low, since the adoption of relevant local plan policies in 2012, the annual average for approvals is 693 net additional dwellings, and for completions, the annual average is 471 net additional dwellings.

With an identified five-year housing land supply providing 3,047 units (equating to 6.8 years of supply), the Council considers that Bexley is on course to meet its current London Plan housing supply target of 2,230 homes over the next five years. This represents an uplift of 37% over the supply target, with large sites making up 73% of the land and supplying 89% of additional new homes. The current supply also includes 5% of net additional dwellings coming forward through permitted development rights.

Bexley has a further ten-year (between April 2022 and March 2032) managed supply of sites capable of delivering 4,551 net additional homes, which is more than the projected housing supply target of 4,460 for the same time period.

The percentage of affordable housing from qualifying developments<sup>2</sup> (six in the reporting year) granted planning permission was 39%. Since the adoption of local plan policies in 2012, the annual average amount of affordable housing approved from qualifying developments is 42%. In relative terms, Bexley is performing well against the overall London-wide figures, with gross approvals of affordable housing from qualifying schemes for the 2015/16 reporting year at 19%.

There were 263 gross additional affordable dwellings built, of which 70% were for social/affordable rent and 30% were for sale as shared ownership with registered housing providers. However, there were 410 social rented dwellings demolished as part of a phased estate redevelopment scheme, which has been taken into account in the additional new dwellings completions (across all housing types) figure of 109 for the reporting year.

<sup>2</sup> Development proposals (where approval is required) for conventional (C3 use class) housing of more than 10 dwellings

### Employment and the economy

In the reporting year, 5,371m<sup>2</sup> of net employment floor space was granted approval for development, with 15,660m<sup>2</sup> of net employment floor space either completed, under construction or with construction not started.

Most of this employment development was from gains of industrial floor space (B1c, B2 and B8) on designated employment land, with 9,691m<sup>2</sup> on 2.8 hectares of industrial land identified for development from the Bexley Unitary Development Plan (Table 2, Appendix I).

Employment floor space losses were mainly from office buildings (many through permitted development) and light industrial units in residential areas and town centres being redeveloped for housing.

### Traffic and transportation

There were no instances during the reporting year where maximum parking standards were exceeded in respect of approved commercial developments and housing schemes yielding 15 or more extra homes. All residential developments approved in the reporting year were within 800 metres of a daily public transport service, in particular bus stops.

### Supporting vibrant town centres

The average vacancy rate in the strategic town centre of Bexleyheath and the four major district centres of Crayford, Erith, Sidcup and Welling (town centres that are identified in the London Plan) is at 9.0%, which remains below the national average despite the impacts of the global economic downturn.

The average vacancy rate in the district and neighbourhood centres is 9.2%. The average vacancy rate in the four district centres of Belvedere, Bexley Village, Blackfen, and Northumberland Heath is at 5.12%. In the borough's 51 neighbourhood centres the average vacancy rate is at 11.1%. This high vacancy rate figure is due to a number of new retail units being under construction during the survey within the larger neighbourhood centres, which, when removed from the calculation, brings the rate to under 10%. In core shopping areas across all centres and parades, retail remains the dominant use at 70%, although this does vary centre by centre.

### Minerals and waste

No primary won aggregates were locally exploited during the reporting year. This figure is indicative of the low level of natural resources that are accessible and viable within the borough. 121,299 tonnes of municipal waste was handled in the reporting year.

## Index of indicators and summary of performance

The following two tables summarise the effectiveness of Local Plan policies against local and significant effects indicators. Targets are included if they exist for the indicator, and figures for net additional dwellings cover the time period from when relevant policies were adopted. Local and significant effects indicators are kept under review to ensure that they monitor the effectiveness of Local Plan policies.

Indicator	Target	Performance
Sustainable development		
LOI 17	Advertised departures from Bexley's development plan	Max 1% 0.11%
Protection of the built and natural environment		
LOI 1	New dwellings on previously developed land	Min 60% 100%

Indicator		Target	Performance
LOI 10	Inappropriate development on Green Belt/MOL	Max 5%	0.11%
LOI 15	Loss of listed/key buildings (approvals)	Max 5%	None
LOI 16	Changes in protected nature conservation areas from approved development proposals	No net loss	Net loss of 14.6 hectares
<b>Housing trajectory</b>			
H2	Additional dwellings (net):		
H2a	Since the start of the Local Plan period (completions)	1,673 homes	1,884 homes
H2b	For the reporting year (completions)	446 homes	109 homes
H2c	In future years (conventional and non-conventional supply, including a small sites allowance)		
	(i) managed supply (15 years to 2031/32), including a 5% uplift in supply for the first five years (NPPF requirement)	6,800 homes	7,598 homes
	(ii) hectares (15 years to 2031/32)	not applicable	118.57 hectares
	(iii) annualised plan target	446 homes	not applicable
H2d	Projected net additions (15 years to 2031/32)	6,690 homes	7,488 homes
LOI 3	Percentage of affordable housing in qualifying residential developments <sup>3</sup> approved in reporting year	Min 35%	39%
<b>Employment and the economy</b>			
BD1	Additional (net) employment floor space (pipeline)	not applicable	29,936m <sup>2</sup>
LOI 11	Industrial land developed (UDP identified sites in Table 2, Appendix I) cumulative since adoption of the UDP	56.71 hectares available	28.96 hectares developed
<b>Traffic and transportation</b>			
LOI 14	Developments exceeding parking standards	Max 5%	0%
<b>Shopping and town centres viability and vitality</b>			
LOI 5	Vacancy rate: strategic and major district town centres	Max 10%	9.0%
LOI 9	Vacancy rate: district and neighbourhood centres	Max 10%	9.2%
LOI 6	A1 uses in core frontages	Min 70%	69.7%
LOI 7	A1 uses in core and non-core frontages	Min 55%	55%
LOI 8	New retail floor space – In centre/edge of centre	100%	100%
	new retail floor space – out of town centre	0%	0%
<b>Minerals and waste</b>			
M1	Production of primary won aggregates	None required	None
M2	Production of secondary/recycled aggregates	No information	No information
W1	Capacity of new waste management facilities	None required	None
W2	Municipal waste arising and managed	Not applicable	121,299 tonnes

**Table 1: Summary of performance by local indicator**

Indicator		Performance
<b>Affordable housing SPD</b>		
AH1	Dwelling type and size in reporting year	see Table 26 for approvals and completions
AH2	Average house price	£286,947

<sup>3</sup> Development proposals (where approval is required) for conventional housing of more than 10 dwellings

Indicator		Performance
AH3	Ratio of house prices to earnings	
	Lower quartile	10.42:1
	Median	9.83:1
AH4	Housing register	5,548 people
AH5	Affordable units constructed (gross), by type and percent split (target: 70/30 split):	
	Social/affordable rented	183 homes (70%)
	Shared ownership	80 homes (30%)
Design for living, Bexley's residential design guide SPD		
RDG1	Dwelling size (completions and approvals) since adoption of local plan policies	see Tables 27 and 28
RDG2	Density of dwellings (planning approvals):	92% of dwellings approved at a density of at least 60 dwellings per hectare
RDG3	Pedestrian travel distance (new dwellings within than 800m from public transport)	100%
Planning obligations guidance SPD		
PO1	Completed obligations and agreements:	
	In reporting year	7
	Cumulatively (since adoption of SPD)	130
PO2	Number and type of obligations secured	25 (see Table 8)
PO3	Percentage of qualifying developments for which obligations were successfully secured	100%
PO4	Approvals of (net) new community facility floor space (D1 and D2 use classes)	10,002m <sup>2</sup>

**Table 2: Summary of performance by significant effects indicator (SEI)**

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Figure 2: Average house prices in Bexley from March 2007 to March 2016

Figure 3: Ratio of house prices to earnings from 1997

# 1 Introduction

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## The purpose of a local authority monitoring report

- 1.1 London Borough of Bexley is required<sup>4</sup> to prepare, and make available to the public, reports monitoring local development in respect of a period not longer than 12 months.
- 1.2 Local planning authorities must publish information that shows progress with Local Plan preparation; reports any activity relating to the duty to cooperate in relation to planning of sustainable development; and, shows how the implementation of policies in the Local Plan is progressing. Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out what information the reports must contain.
- 1.3 Local planning authorities can also use their monitoring reports to provide up-to-date information on the implementation of any neighbourhood plans that have been brought into force, and to determine whether there is a need to undertake a partial of full review of the Local Plan. In addition, the report can set out other useful information, such as highlighting contributions made by development, including section 106 planning obligations.

## The reporting period

- 1.4 This report monitors the performance of Bexley Local Plan policies for the financial year 2015/16 and, where required or to help provide a more complete picture of planning performance, from the beginning of the Plan period, when the policies were adopted in 2012 and also from the adoption of the Unitary Development Plan in 2004.

## What is being monitored?

- 1.5 The report monitors the Plan making progress made during 2015/16 against the timetable set out in the current Bexley Local Development Scheme.
- 1.6 In addition, activities carried out by the Council in respect of the duty to cooperate during the 2015/16 financial year are reported, to monitor the legal duty to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Plan preparation in the context of strategic cross boundary matters.
- 1.7 And finally, this report monitors the extent to which the policies set out in Bexley Local Plan are being achieved. The report does not measure each policy individually, but focuses on monitoring key policy objectives for which data is currently available in order to assess overall outcomes in Plan delivery.

## Report structure

- 1.8 The report sets out clearly the links between plan policies, objectives and indicators, and is divided into the following sections:
  - performance in plan making against the schedule set out in the Bexley Local Development Scheme;
  - performance with regard to Bexley's duty to cooperate in matters relating to planning of sustainable development; and,
  - performance outcomes for key planning policies covering a range of topic areas.

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<sup>4</sup> Development proposals (where approval is required) for conventional housing of more than 10 dwellings

## 2 Plan-making progress

### Background

- 2.1 There have been significant changes at the national and regional planning levels in recent years. The Government's programme of planning reform has embedded the National Planning Policy Framework (NPPF), along with new rules governing the change of use of land for housing, employment and retail uses.
- 2.2 The Mayor of London has adopted changes to the London Plan to reflect current and projected increases in the capital's population, resulting in an increase in Bexley's strategic housing and jobs targets. However, the new Mayor is now undertaking to prepare a new London Plan and work on the evidence to underpin this has already commenced.
- 2.3 A Growth Strategy for Bexley is currently being prepared, which is the Council's manifesto on how to facilitate sustainable growth to meet future needs for new homes and jobs across the borough, including by ensuring that the necessary infrastructure is delivered alongside. It will ensure growth is managed carefully to benefit local people. It will also bring benefits to transport connectivity, economic prosperity and skills.
- 2.4 Once approved, the Bexley Growth Strategy will provide the remit for more detailed planning documents, including a review of the Bexley Local Plan, and two Opportunity Area Planning Frameworks to the London Plan, for the Thamesmead and Abbey Wood Area and the Bexley Riverside area, which contains Belvedere, Erith, Slade Green and Crayford.
- 2.5 The Council is proactively responding to these changes within its planning documents in order to secure good growth for the borough. An up-to date Local Plan will help to ensure a coordinated approach to growth and regeneration in Bexley, with a focus on enabling new development that meets assessed needs, is appropriate to its location within the borough, and is supported by strategic and community infrastructure.

### Local development scheme

- 2.6 All local authorities are required to have an up-to-date local development scheme (LDS) setting out a rolling three year programme of the local plan documents currently in preparation or planned to be produced. This monitoring report assesses the Bexley LDS endorsed by the Council in May 2012.
- 2.7 The LDS timetable was updated and published in 2015, setting out the Council's programme of work for the production of the Local Plan up to December 2019, reflecting the production of the Bexley Growth Strategy. Adoption of the Growth Strategy will provide the starting point in informing policies and proposals for the new Local Plan. The LDS is available to view on the Council's [website](#).

Local Development Document	Document preparation	Publication of proposed submission document	Submission to Secretary of State	Expected adoption
Bexley Local Plan	To Nov 2018	May-June 2018	Dec 2018	Nov 2019

**Table 3: Summary of Bexley LDS revised timetable**

- 2.8 In accordance with the LDS timetable, as summarised above in Table 3, the Council is currently at the 'document preparation' stage of Local Plan production. This has

involved evidence gathering, research and informal consultation and discussion with relevant stakeholders over the reporting year.

- 2.9 The next significant stage in plan production is scheduled for February 2017 and this will be initial consultation on the Local Plan prior to wider public consultation on the preferred approaches in October and November 2017. The LDS timetable is set out in **Appendix 1** to this report.

### **Bexley's Local Plan**

- 2.10 A local plan contains policies on the development and use of land; the allocation of sites for a particular type of development or use; and development management and site allocations policies, which are used in the assessment and determination of planning applications. The documents containing these policies are referred to in planning legislation as development plan documents (DPDs)<sup>5</sup>.
- 2.11 As such, the Bexley Local Plan will contain policies for managing development and making decisions on development proposals, including the allocation of sites for a particular type of development or use. It will provide the local criteria against which planning applications are to be assessed, in conjunction with the requirements set out in the Mayor's London Plan.
- 2.12 The current Bexley Local Plan consists of:
- Bexley Core Strategy (2012); and
  - Remaining extant policies and proposals map from the Unitary Development Plan (UDP) (as amended in 2012).
- 2.13 The Council is in the process of replacing the remaining extant UDP policies through the production of a new local plan. The first part of this process was the adoption of the Core Strategy in 2012. It takes a strategic overview of development in the borough and sets out the long-term vision for Bexley, explaining how this will be achieved.
- 2.14 The second part will be the adoption of the forthcoming Bexley Local Plan, including a policies map that will replace the UDP proposals map. The Bexley Local Plan will provide the detailed policies for specific sites and day-to-day development management policies for assessing planning applications.
- 2.15 Once the new Local Plan is in place, the indicators used in this monitoring report will require a comprehensive review to ensure they are effective and up-to-date.

### **Neighbourhood Planning**

- 2.16 The Localism Act 2011 first introduced neighbourhood planning. The Government also introduced guidance on submitting Neighbourhood Area and Forum applications in the Neighbourhood Planning (General) Regulations 2012<sup>6</sup>.
- 2.17 The purpose of neighbourhood planning is to allow communities to influence the development and growth of their local area through the production of a neighbourhood development plan, a neighbourhood development order, or a community right to build order.

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<sup>5</sup> Section 17(7)(a) of the 2008 Planning Act

<sup>6</sup> <http://www.legislation.gov.uk/uksi/2012/637/schedule/1/made>

- 2.18 Within Bexley, neighbourhood planning is taken forward through neighbourhood forums, local groups that apply to the Council to designate a neighbourhood area within which to focus their proposals.
- 2.19 Neighbourhood plans can provide detail on how the Council's borough-wide planning policies should be applied in a local area, to reflect the aspirations of the community and local circumstances. Neighbourhood plans have to be in line with the overall strategic approach in Bexley's existing adopted plans and national guidance and policy. Once adopted, a neighbourhood plan forms part of Bexley's statutory development plan and can be used in determining planning applications.
- 2.20 The Council is required to report on the progress of any neighbourhood development order or neighbourhood development plan in the area<sup>7</sup>.
- 2.21 As of 31 March 2016, the Council has received one application from the proposed Hill View Neighbourhood Forum to designate part of the "Hill View" locale as a Neighbourhood Area. The Council approved the application to designate the Hill View Neighbourhood Forum and Hill View Neighbourhood Area in April 2015.
- 2.22 No application for a neighbourhood development order or neighbourhood development plan has been received to date.

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<sup>7</sup> Section 34(4) of the Town and Country Planning (Local Planning) (England) Regulations 2012

### 3 Duty to co-operate

#### Background

- 3.1 The duty to cooperate<sup>8</sup> includes activities such as the preparation of development plan documents and other local development documents.
- 3.2 Bexley has cooperated with a number of other local planning authorities, including adjoining boroughs, and prescribed bodies<sup>9</sup>, on a variety of issues throughout the reporting year. Details of this are set out in the table below.

#### Town and Country Planning (Local Planning) (England) Regulations 2012, Part 8, s34(6)

##### *Duty to cooperate activities taken by the Council*

##### **Regular attendance at the following meetings**

- Duty to cooperate meetings with the other southeast London boroughs, covering many policy topic areas and including evidence base work, in the preparation of other boroughs' local development documents
- Working party meetings with other southeast London boroughs regarding designated Green Chain open spaces
- Historic England liaison meetings, with regard to the Council's Historic Environment Record (HER), archaeology and listed buildings
- TfL CIL Collection Group meetings with other London boroughs
- Network Rail Kent Route Study Regional Working Group meetings with other London boroughs and other local authorities
- Regular meetings with TfL and other London boroughs regarding proposed London River Crossings such as Silvertown, Gallions Reach and Belvedere
- Lower Thames crossing stakeholders advisory panel meetings with other London boroughs and other local authorities and stakeholders
- London borough viability group meetings (roughly quarterly meetings held with London boroughs to discuss viability issues)
- London Development Database (LDD) meetings with GLA and London boroughs
- Bexley Growth Strategy communications and meetings with GLA, TfL and other key partners to achieve support for proposals during the preparation of the document

##### **Active joint working arrangements in place**

- Member of the London aggregate working party (LAWP), a regional technical advisory body, which meets regularly and provides information for aggregates monitoring that feeds into London Plan and Local Plan policies
- Member of the London Waste Planning Forum (LWPF), a regional technical advisory body, which meets regularly and assesses the evidence base feeding into London Plan policies on waste, and provides updates from each waste planning group
- Formally created and chairs (with the other southeast London boroughs) the southeast London joint waste working group, to pool London Plan waste apportionment allocations, and to prepare a joint waste technical paper (key evidence in the preparation of local plans).
- Ongoing/regular meetings with Peabody and their representatives regarding co-operative

<sup>8</sup> Section 110 of the Localism Act 2011, and the Planning and Compulsory Purchase Act 2004 (as amended)

<sup>9</sup> See section 4 of [The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#) for the full list of the bodies prescribed for the purposes of section 33A(1)(c) of the 2004 Act.

## Town and Country Planning (Local Planning) (England) Regulations 2012, Part 8, s34(6)

### ***Duty to cooperate activities taken by the Council***

working and progressing plans for Abbey Wood and South Thamesmead Housing Zone and regeneration.

- Worked with the GLA in updating the London Industrial Land Baseline evidence base.
- Provided a response to the GLA London Employment Site Database Consultation
- Providing input to TfL and PINS on the Silvertown DCO process
- Working with the GLA, the Royal Borough of Greenwich, Peabody, the Environment Agency and Thames Water as a working group in relation to the delivery of the Integrated Water Management Strategy (IWMS) for the Charlton to Bexley Riverside Opportunity Areas.

### **Regular attendance at regional informative meetings**

- Abbey Wood Crossrail Station briefings with Crossrail, Network Rail and Royal Borough of Greenwich to maximise the benefit from Crossrail and ensure that Abbey Wood Station redevelopment enhances the surrounding public realm and improves accessibility;
- Crossrail to Gravesend (C2G) project meetings with TfL, GLA, Kent County Council, Dartford Borough Council, Gravesham Borough Council, Ebbsfleet Development Corporation and Thames Gateway Kent Partnership to develop a business case for extending Crossrail 1 (the Elizabeth line) to Ebbsfleet/Gravesend;
- Crossrail Planning Forum meetings on progress of the current Crossrail scheme with relevant London boroughs, Crossrail, TfL and representatives from Essex;
- CIL progress and implementation meetings and discussions with other London and out of London authorities on how they are progressing their CIL, verbally and by correspondence, as well as discussions held at regular ALBPO and TfL meetings.

### **Provide information as required through DTC requests**

- Formally responded to numerous duty to cooperate requests regarding waste processed within the borough, from authorities across the country.
- Attendance at GLA Housing Standards Minor Alterations to the London Plan consultation event May 2015, and provided consultation response to the Mayor's Draft Interim Housing SPG.
- Provided consultation responses to adjoining boroughs relating to planning applications and local plans

**Table 4: Duty to cooperate activities taken by the Council**

## 4 Plan and policy performance

### Background

4.1. Section 4 considers key plan and policy performance outcomes across a range of policy topic areas including the environment, housing, employment, retail, minerals and waste. New to the monitoring report is a clearer link between each of the indicators and the policies or objectives being monitored.

### Achieving sustainable development

4.2. Sustainable development objectives are assessed through the monitoring of departures from Development Plan policies and from the use of developer contributions in order that a proposal can be acceptable in planning terms.

4.3. A low level of departures from the adopted local plan indicates that the policies are being applied consistently and when considered as a whole, are not preventing development from coming forward. The performance, as shown in Table 5, is similar to previous years since the adoption of local plan policies.

Policy objective	Indicator	Target	Performance	Summary
CS01 – Achieving sustainable development	LOI 17 Number of advertised departures from the Development Plan approved by the local planning authority	Less than 1% of total permissions granted.	0.11%	Two departures from 1,761 permissions granted. Please refer to paragraphs 4.14 and 4.15 for further detail.

**Table 5: Departures from the Development Plan**

4.4. Planning obligations are agreements made between the Council and applicants, which offset the negative impacts of development proposals to ensure that the proposal is acceptable in planning terms. The *Planning Obligations Guidance SPD*, adopted in 2008, includes indicators to monitor the effectiveness of the requirements. In addition to site specific mitigations, planning obligations are used to secure affordable housing, although not all developments that require planning agreements qualify for the affordable housing provision requirement.

4.5. In the reporting year, planning obligations were completed in respect of seven qualifying developments (SEI POG1), excluding any deed of variations or agreements involving restrictions of land use. This is a decrease on the previous reporting year total figure of 15, which is possibly a reflection of a reduced scope for planning obligations following the implementation of a local community infrastructure levy (CIL) for Bexley.

Policy objective	Indicator	Performance
CS21 – Supporting community infrastructure and services	SEI POG1 Number of completed planning obligations and unilateral obligations/ agreements	Seven (130 from date of adoption of the SPD)
	SEI POG3 Percentage of qualifying developments for which planning obligations were successfully secured	100%
	SEI POG4 Approvals of (net) new community facility floor space (D1 and D2 use classes)	10,002m <sup>2</sup>

**Table 6: Planning agreements completed and community facilities approved**

- 4.6. The developments for which agreements were entered into comprise 100% of qualifying developments for the reporting year (SEI POG3) where planning obligations were required (i.e. there were no planning approvals that were subject to the securing of planning agreements where an agreement failed to be made). From these seven planning agreements there were 25 different planning contributions secured for site-specific mitigations, services and facilities. Table 8 sets out the details on these.

Policy objective	Indicator	Performance
CS10 – Housing Need CS13 – Access to jobs CS14 – Town centre vitality and viability CS15 – Achieving an integrated and sustainable transport system CS17 – Green Infrastructure CS21 – Supporting community infrastructure and services	SEI POG2 Number and type of planning obligations secured	25 obligations secured (see Table 8 for details)

**Table 7: Planning obligations secured**

- 4.7. However, not all qualifying developments secured affordable housing as part of the planning obligation. This can be the case where there is no residential element proposed as part of the development, or the developer has submitted a viability assessment, agreed by the Council, demonstrating that a contribution cannot be made. Where affordable housing has been secured through an agreement, this can be by a payment in lieu rather than an onsite contribution. Any payments made are ring-fenced for affordable housing. See Table 21 for details of affordable housing secured from qualifying developments.
- 4.8. Legal agreements entered into may be subject to reassessment, in particular with the contribution towards affordable housing, and as such, additional affordable housing may be provided as the development progresses.

Type of planning contribution	Number of contributions
Affordable housing	4 (of which payments in lieu 3)
Transport and access	5
Education	2
Employment training	3
Health services and facilities	1
Open space and biodiversity	3
Sports and leisure facilities	3
Local community facilities and services	2
Monitoring	2
Total secured planning obligations	25

**Table 8: Planning obligations secured, by number and type**

- 4.9. It should be noted that the Planning Obligations Guidance SPD will be revised in due course to account for the introduction of the Bexley Community Infrastructure Levy (CIL) Charging Schedule, which was formally implemented on 30 April 2015.
- 4.10. Further information on Bexley's CIL is available on the Council's [website](#), including a published CIL monitoring report for the 2015/16 financial year<sup>10</sup>.

## Protection and enhancement of the built and natural environment

- 4.11. A key performance target is for all new development in the borough to be built on previously developed land. Table 9 sets out the performance in the reporting year. All non-residential developments completed in the reporting year were on previously developed land, and for residential developments, performance for this reporting year was also 100%.
- 4.12. The percentage of approved applications for new homes on previously developed land remains consistently and significantly higher than the target of 60%, demonstrating that the planning policies remain effective in directing development onto previously developed (brownfield) land.

Policy objective	Indicator	Target	Performance
<b>CS09 – Using resources sustainably</b>	LOI 1 – Percentage of new dwellings approved on previously developed land	60% minimum	100%

**Table 9: Development on previously developed land**

- 4.13. Bexley is one of London's greenest boroughs, with a good natural and built environment. The suburban built environment is bordered to the east by Green Belt and this, along with Metropolitan Open Land (MOL), makes up approximately 12% of the borough's land area.
- 4.14. Generally, development is considered inappropriate on Metropolitan Green Belt or Metropolitan Open Land; the National Planning Policy Framework, along with the London Plan and in the Bexley Local Plan, defines this type of development as harmful. Inappropriate development on Green Belt land should only be approved in very special circumstances to prevent urban sprawl and protect the open character of Green Belt. Table 10 sets out the performance in the reporting year.
- 4.15. In the reporting year, two applications involving inappropriate development on Green Belt or Metropolitan Open Land were approved. One was granted by the Council subject to conditions, and the other approved at appeal. In both cases it was determined that very special circumstances existed, therefore the developments were considered acceptable.

Policy objective	Indicator	Target	Performance
<b>CS09 – Using resources sustainably</b> <b>CS17 – Green Infrastructure</b>	LOI 10 – Inappropriate development in the Green Belt or on Metropolitan Open Land	Less than 5% of relevant applications approved	0.11% (2 applications approved)

**Table 10: Development on Green Belt or Metropolitan Open Land**

- 4.16. Bexley is home to a range of listed buildings, areas of special architectural or historic interest and sites designated as built or nature conservation areas, including:
- 23 conservation areas;
  - two sites of special scientific interest (SSSI);
  - eight metropolitan grade sites of importance for nature conservation (SINC);
  - 38 borough grade sites of importance for nature conservation;
  - 12 local grade sites of importance for nature conservation; and,
  - five local nature reserves.
- 4.17. Local policies seek to protect and enhance these areas, with indicators monitoring any loss. With regards to the built heritage, as in previous years, the Council did not give

permission to any applications that would result in the loss of listed buildings or landmark buildings in conservation areas.

Policy objective	Indicator	Target	Performance
<b>CS19 – Heritage and archaeology</b>	LOI 15 – Approvals that would result in the loss of listed or landmark buildings in conservation areas	Less than 5% of appropriate decisions resulting in loss of buildings	0%

**Table 11: Loss of listed or landmark buildings**

- 4.18. Indicator LOI 16 monitors changes to areas designated for their biodiversity importance and/or protected by nature conservation designations (designations (c) through (e) in paragraph 4.16 above).
- 4.19. During the reporting year, two development approvals were recorded on SINC. One application involving inappropriate development on a Site of Borough Grade 1 Importance was approved at appeal, leading to a loss of 0.50 hectares. In this case, the inspector determined that very special circumstances existed, therefore the development was considered acceptable.
- 4.20. In addition, an application was approved at the former Erith Quarry, another Site of Borough Grade 1 Importance. The development proposal was granted permission as the benefits to the community, including in the quality of biodiversity value, were considered to outweigh the harm. The site will be redeveloped for a school with a green roof and new homes. A new 0.27 hectare ecology corridor will also be created.
- 4.21. Although the approved development will reduce the area designated as a SINC, a principle behind the development was to protect and enhance the best habitats, with 3.25 hectares of best grassland retained and enhanced within the ecology area. Ponds will be created within this area. In addition, the 2.68 hectare ring of woodland that surrounds the new development will retain SINC status and be enhanced through a plan delivered by a specially created management company.

Policy objective	Indicator	Target	Performance
<b>CS18 – Biodiversity and geology</b>	LOI 16 – Net change in area of biodiversity importance and/or protected by nature conservation designations	No net loss of designated land	A loss of 14.60 hectares

**Table 12: Changes in biodiversity habitat**

- 4.22. Designation of SINC is not part of the planning permission process; rather, when planning approval has been granted for a building or works that will affect the character of a SINC, a description is placed on the record for that SINC, which includes taking account of any ecology provision proposals within the development.
- 4.23. The decision as to whether the completed development warrants a change in the designation as a SINC is based on a formal review of SINC carried out by the Council, and once approved, final SINC boundaries are reflected on the Local Plan Policies Map.
- 4.24. The Council has carried out a review of all SINC within the borough during 2013/14. The review assessed the biodiversity value of existing SINC along with sites recognised for their biodiversity value that had not been formally designated, proposing new, and modifying existing, SINC designations.

## Securing the right type and amount of new housing

- 4.25. Bexley is an attractive borough characterised in many parts by large areas of interwar family housing. Current planning policies focus future housing development in the sustainable growth areas as set out in the Bexley Core Strategy, with many potential housing sites falling in and around the borough's main town centres as well as in designated London Plan Opportunity Areas, including the Abbey Wood and South Thamesmead Housing Zone.
- 4.26. Since the adoption of relevant local plan policies in 2012, the annual housing supply monitoring target has been met in net completions of new homes, with net approvals of new homes exceeding the target (see Table 13). The yearly average for completions is 471 new homes, and for approvals, the yearly average is 693.
- 4.27. Bexley has been meeting the annualised plan target in recent years and although this year's reporting completions is under the target, primarily as a result of demolitions of existing housing as part of estate renewal schemes, projections show Bexley to be on target overall in delivering housing, and on track in the longer term to meet or exceed its London Plan ten year housing supply monitoring target.
- 4.28. With regards to a projected supply of housing, the London Plan sets a target of 4,460 net additional homes in Bexley for the ten-year period from 2014/15 to 2024/25. The Bexley Core Strategy seeks to meet this target as a minimum and this is reflected in the published five year housing supply report for the period commencing 1 April 2017.

Reporting year	Number of dwellings (net) from approved schemes	Number of dwellings (net) from completed development
<b>2015/16</b>	<b>689</b>	<b>109</b>
2014/15	435	807
2013/14	600	542
2012/13	1,049	426
total since adoption of local plan policies	2,773	1,884 new homes
Yearly average additional dwellings	693	471

**Table 13: Net additional dwellings since adoption of relevant local plan policies**

## The housing trajectory

- 4.29. Indicator H2 (Table 14) monitors the delivery and supply of housing. H2(a) measures recent levels of conventional housing delivery since adoption of relevant local plan policies, and H2(b) delivery in the reporting year, when 109 net new conventional dwellings were completed.
- 4.30. In addition, 168 (net) units of non-conventional housing were completed in the reporting year. This was from a development proposal for halls of residence for Rose Bruford College at Sidcup Station.
- 4.31. H2(c) projects future levels of housing supply (both conventional and non-conventional), and this is set out in detail in the borough's housing trajectory (Table 15 and Figure 1). The projected annual managed supply (H2(c)(i)) is capable of delivering a total of 7,598 units over 15 years from 2017/2018 to 2031/32, an average of 507 units a year. This is higher than the annualised plan target of 446 (H2(c)(iii)).

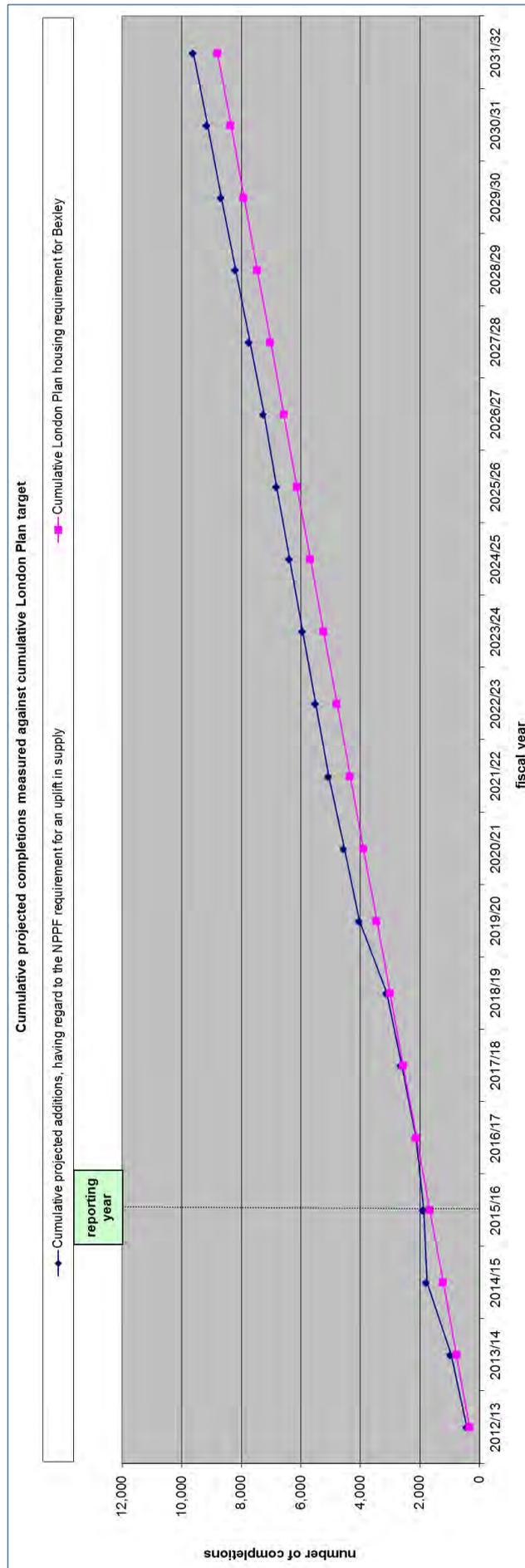
Policy objective	Indicator	Target	Performance
CS01 – Achieving sustainable development	<b>H2 – net additional dwellings</b>		
	(a) since the start of the plan period	1,673 homes	1,884 homes
	(b) for the reporting year:	446 homes	109 homes
	(c) in future years:		
	(i) managed supply (15 years to 2031/32)	6,690 homes	7,598 homes
	(ii) hectares (15 years to 2031/32)	not applicable	118.57 hectares
	(iii) annualised plan target	446 homes	not applicable
	(d) projected net additions (15 years to 2031/32), with 5% uplift (2017 – 2022)	6,800 homes	7,488 homes

**Table 14: Net additional dwellings**

- 4.32. Table 14 also shows the total amount of land, in hectares (H2(c)(ii)), of the managed supply, derived from the related five, ten and 15 year housing supply assessment, which is detailed in paragraphs 4.38 to 4.41 and Tables 16 and 17. An annual average (over the 15-year planning period to 2031/32) of 7.9 hectares of land is available through the managed supply.
- 4.33. Government guidance supporting the National Planning Policy Framework (NPPF) recommends, for the five year housing supply, an additional uplift of 5% over the housing target (H2(c)(iii)) to allow for choice in the market, or a 20% uplift where performance against the housing supply targets is poor. For London Borough of Bexley, this works out to an additional 22 units per annum (using the 5% uplift, as targets are being met).
- 4.34. The projected net additions (H2(d)) in Table 14 consider this uplift against the managed supply, bringing the total supply to 7,488 and the annual average number of additional dwellings to 499 for the 15 year period from 2017/18 to 2031/32. This is set out in the housing trajectory (Table 15 and Figure 1), which also includes completed net additional dwellings since the adoption of relevant policies in the Local Plan.
- 4.35. Figure 1 sets out how cumulative existing and proposed completions compare with cumulative targets for completions. Table 15 and Figure 1 illustrate that housing provision in Bexley has been – and is projected to continue to be – in line with the housing supply monitoring targets for Bexley set in the London Plan and adopted by the Bexley Core Strategy.
- 4.36. In the 20 year period, between 2012/13 (since adoption of relevant local plan policies) and 2031/32, Bexley has provided, or is projected to provide 9,620 net additional homes. This works out to an average of 481 units per year, which is over the combined London Plan target of 446 and the required NPPF uplift in supply, but also suggests that the London Plan housing supply monitoring target for Bexley is set at the right amount.
- 4.37. Through the NPPF 5% uplift in managed supply over Bexley’s housing delivery target, the projections in the housing trajectory make an allowance for sites that developers may choose not to bring forward for development, or planning consents that developers may decide not to implement, thus ensuring that the managed supply is robust.

	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32
H2(a) performance	Yr1	Yr2	Yr3	Rep	Cur	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
H2(b) performance	426	542	807	109																
H2(c) projections:																				
(i) managed supply					253	513	948	536	536	536	435	435	435	435	435	475	475	475	475	475
(ii) hectares				12.782	9.042	10.096	10.096	12.220	5.010	5.010										
(iii) target	335	446	446	446	446	446	446	446	446	446	446	446	446	446	446	446	446	446	446	446
NPPF uplift in supply						22	22	22	22	22										
H2(d) projections	426	542	807	109	253	491	926	514	514	435	435	435	435	435	475	475	475	475	475	475

**Table 15: Borough housing trajectory, since adoption of local plan policies**



**Figure 1: Housing trajectory - cumulative net additional dwellings (completions and projected supply) against the housing supply target**

### Five-year housing supply assessment

- 4.38. The NPPF requires each local planning authority to identify in its area a five-year supply of sites appropriate for housing development. The Council has considered sites identified within the *London Strategic Housing Land Availability Assessment and Housing Capacity Study 2013*<sup>11</sup> (SHLAA), in conjunction with those sites that have planning permission or are currently under construction. Only sites likely to have development completed within five years have been included.
- 4.39. Table 16 summarises Bexley's five-year housing assessment from 1 April 2017 to 31 March 2022. With a projected total supply of 3,047, the Council considers that Bexley is on course to meet its current London Plan target for conventional housing supply of 2,230 homes over the next five years. The full assessment is published annually<sup>12</sup>.

Source of identified sites	Net additional dwellings
(a) sites under construction	203
(b) sites with current planning permissions	1,235
(c) SHLAA sites with applications pending approval	1,609
Total five year housing supply	3,047

**Table 16: Five-year housing supply assessment**

- 4.40. At the end of September 2016, there were 1,438 net new dwellings either under construction or with planning permission, with 918 of these from seven identified SHLAA sites. Table 17 highlights these SHLAA schemes.

Development	Total units (net)	SHLAA reference	Site area (ha)
Erith Quarry	600	1304085/1304238	9.075
Bexley College	101	1304189	1.719
Former Riverside Baths, Erith	71	1304088	0.921
Ballast Wharf, West Street, Erith	54	1304215	0.360
Erith Park (Larner Road), Erith	42	1304105	3.270
74 Crayford Road, Crayford	30	1304066	0.180
Roxby House, Sidcup	20	1304161	0.115
Totals	918		15.64

**Table 17: SHLAA sites under construction or with planning permission**

- 4.41. In addition to the five-year supply of sites, the NPPF requires that a further ten-year supply of specific sites or areas for development be identified. Through the SHLAA, Bexley has an identified ten-year managed supply of sites, for the period between 1 April 2022 and 31 March 2032, capable of delivering 4,551 net additional dwellings.

### Additional affordable dwellings

- 4.42. Indicator SEI AH5 measures the number of affordable homes constructed. It monitors the impact of the Affordable Housing SPD on the types of affordable housing provided in Bexley, in particular the planning policy target for affordable housing to comprise by tenure: 70% social/affordable rent and 30% shared ownership (Core Strategy policy

<sup>11</sup> <https://www.london.gov.uk/what-we-do/planning/london-plan/london-plan-technical-and-research-reports>

CS10 as well as paragraphs 3.7 and 3.8 of the SPD). Table 18 summarises performance in the reporting year and Table 19 from the start of the Local Plan period.

Policy objective	Indicator	tenure	target	performance
CS10 – Housing need	SEI AH5 – Affordable units constructed by type	social/affordable rent	70%	70%
		shared ownership	30%	30%

**Table 18: Tenure split of affordable dwellings constructed**

- 4.43. Of the affordable homes completed in the reporting year, 70% were available as social/affordable rent products and 30% were for sale as shared ownership products. This achieved percentage split is in line with the Local Plan policy target split of 70% social/affordable rent housing products and 30% intermediate housing products.
- 4.44. The average percentage split since the start of the Local Plan period equates to 56% social rented and 44% intermediate demonstrates that provision of shared ownership housing is higher than the target. This is however more in line, although still higher, than the recommended tenure split for Bexley of 65% social/affordable rent and 35% intermediate housing set out in the 2014 Southeast London Strategic Housing Market Assessment (2014 SEL SHMA).
- 4.45. The affordable housing figures set out in Table 19 are for the total number of affordable dwellings built, not taking account of demolished dwellings. In the reporting year, a significant estate regeneration project at Erith Park (Larner Road) included, in Phase 1 of the development, the demolition of 410 social rented dwellings. This project began in the 2013/14 financial year, but demolished homes are counted in annual totals when phases are completed. Phase 1 of this redevelopment was completed during the 2015/16 reporting year; with the result that the overall net additional dwellings for the year is low, at 109 (performance reported as H2(b) in Table 14 and in the housing trajectory, Table 15).

year	total affordable dwellings	social/affordable rent		shared ownership	
		number	percentage	number	percentage
2015/16	263	183	70%	80	30%
2014/15	265	109	41%	156	59%
2013/14	96	56	58%	40	42%
2012/13	30	18	60%	12	40%
<b>Total affordable with tenure split</b>	<b>654</b>	<b>366</b>	<b>56%</b>	<b>288</b>	<b>44%</b>

**Table 19: Provision of affordable dwellings by number and tenure split since adoption of local plan policies**

- 4.46. In qualifying residential developments of more than 10 homes, Bexley Core Strategy Policy CS10 requires developers to provide a minimum of 35% affordable housing. Indicator LOI 3 measures the effectiveness of this policy. Table 20 identifies performance on LOI 3 for the reporting year and Table 21 sets out performance since the adoption of local plan policies. These figures remain considerably above the London-wide provision of approved affordable housing schemes, which was 20% for 2015/16, with a three-year average provision of 24%.

Policy objective	Indicator	Target	Approvals
CS10 – Housing need	LOI 3 – Percentage of affordable housing from qualifying residential development	Minimum 35%	39%

**Table 20: Affordable housing (gross approvals) from qualifying development**

- 4.47. In the reporting year, there were seven qualifying private residential developments approved. Not all qualifying residential developments are able to provide affordable housing. One scheme provided affordable housing on-site and three provided payments in lieu of affordable housing. The remaining three could not provide any affordable housing or payments in lieu due to scheme viability.
- 4.48. Section 106 agreements are in place for qualifying schemes, and the viability of schemes reappraised at defined points in their development. However, local viability tests continue to demonstrate a difficulty in providing the minimum policy requirement of a minimum of 35% affordable housing in qualifying residential developments.

Year	approved development – qualifying schemes								
	no. of schemes	Total homes	Total affordable	Rented	Intermediate	% rented	% intermediate	% affordable	Payment in lieu
2015/16	7	534	206	137	69	67%	33%	39%	£1,658,502
2014/15	3	140	64	58	6	91%	9%	46%	£0
2013/14	7	557	304	234	70	77%	23%	55%	£0
2012/13	5	1,071	426	282	144	66%	34%	40%	£0
<b>Total</b>	<b>22</b>	<b>2,302</b>	<b>1,000</b>	<b>711</b>	<b>289</b>	<b>71%</b>	<b>29%</b>	<b>43%</b>	<b>£1,658,502</b>

Table 21: Affordable housing supply (gross) in qualifying development since adoption of local plan policies

### Monitoring the need for affordable housing

- 4.49. SEI AH2 monitors the average house price in Bexley to measure the need for affordable housing. At the end of the reporting year, the average price was £286,947. This is an increase of 12%, compared with £253,275 for the previous year. However, the borough's average house price remains amongst the lowest in London.<sup>13</sup>

Policy objective	Indicator	Performance
CS10 – Housing need	SEI AH2 – Average house prices	£286,947

Table 22: Average house price in the borough at end of reporting year

- 4.50. Figure 2 tracks average house price in Bexley from March 2007 to March 2016, illustrating that the average house price in Bexley, in common with the rest of London and most of the UK, increased in 2007/8 but declined towards the end of 2008 due to the recession.
- 4.51. House prices increased slightly in 2009, remained relatively static until mid-2013, and have been steadily increasing since. The new Crossrail line at Abbey Wood, scheduled to commence service in 2018, will halve journey times to many central London destinations, and is already attracting new businesses and investment to the local area.

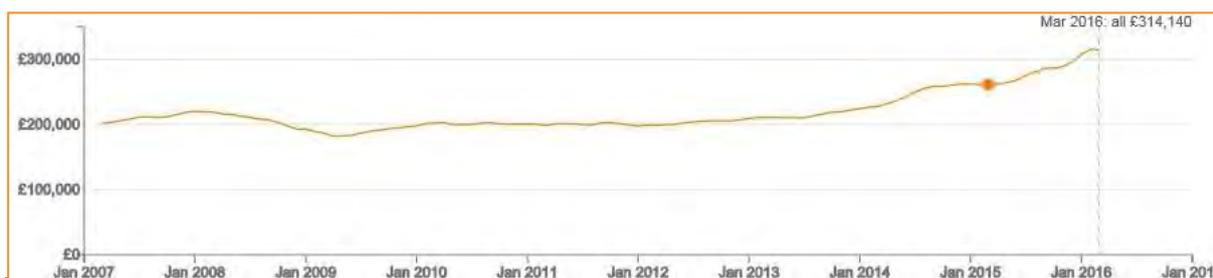


Figure 2: Average house prices in Bexley from March 2007 to March 2016

4.52. SEI AH3 monitors the ratio between the price of a house and full-time earnings in Bexley to provide an indication of local need for affordable housing. Table 23 sets out reporting year information, and Figure 3 shows the trend in the ratio of house prices to earnings since 1997, for both Bexley and the whole of outer London.

Policy objective	Indicator	Performance	
CS10 – Housing need	SEI AH3 – Ratio of house prices to earnings	lower quartile 10.42:1	median 09.83:1

Table 23: Ratio of house prices to earnings

4.53. Relatively small local changes in the supply of housing are unlikely to make a significant difference to this ratio, which is determined more by market conditions and the policy of mortgage lenders.

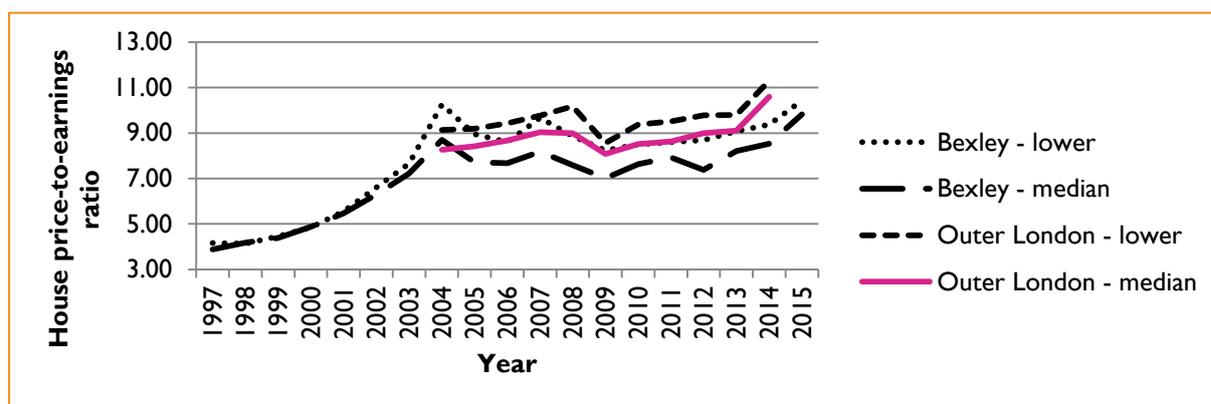


Figure 3: Ratio of house prices to earnings from 1997

4.54. The number of people on the housing register had risen steadily over time; however, the figure has risen significantly in this reporting year, from 4,612 people in 2014/15 to 5,548 people at the end of March 2016.

4.55. Probable reasons for this increase in demand for housing is rising homelessness, changes in migration, a shortage of suitable private rented accommodation, and decreasing affordability.

Policy objective	Indicator	Performance
CS10 – Housing need	SEI AH4 – Number of people on the housing register	5,548

Table 24: Number of people on the housing register

### Dwelling size – numbers of completions and approvals, by type

4.56. The *Affordable Housing SPD* and *Design for Living SPD* identify dwelling size as primary indicators of monitoring the effectiveness of the Local Plan policies in meeting identified housing need, set out in the *Southeast London Strategic Housing Market Assessment 2014* (SEL SHMA). This is relevant to both market and affordable housing. The SPDs introduced the indicators SEI AH1 and SEI RDG1, measuring gross completions and permissions respectively. Table 25 sets out the gross dwelling completions (SEI AH1) and approvals (SEI RDG1) in the reporting year.

Policy objective	Indicator	Performance
CS10 – Housing need	SEI AH1 – Dwelling size (gross completions)	548 total
	SEI RDG1 – Dwelling size (gross approvals)	958 total

Table 25: Dwelling size (gross completions and approvals in reporting year)

4.57. Table 26 measures (gross) housing approvals and completions against identified need from Tables 36 and 43 of the SEL SHMA, by type and tenure during the reporting year. The policy requirement is for a third of new homes to be for families; however the figures for both approvals and completions of residential development are significantly lower.

housing type	policy requirement/ performance	housing tenure split			
		market sale	intermediate sale	social/ affordable rent	
1 and 2 bedrooms	<b>67%</b>	<b>requirement</b>	<b>52%</b>	<b>15%</b>	<b>33%</b>
	82%	approvals	80%	8%	13%
	78%	completions	57%	18%	25%
3-4+ bedrooms	<b>33%</b>	<b>requirement</b>	<b>46%</b>	<b>20%</b>	<b>34%</b>
	18%	approvals	73%	5%	22%
	22%	completions	38%	9%	53%

**Table 26: Measuring (gross) housing approvals and completions against identified need, by type and tenure, during the reporting year**

4.58. Table 27 sets out gross figures for completions from the adoption of local plan policies, broken down by dwelling size (percentages may not add up due to rounding). The majority of new homes completed in Bexley have one or two bedrooms; with a relatively small proportion with four or more bedrooms.

Year	1 bedroom		2 bedrooms		3 bedrooms		4+ bedrooms		Total
	No.	%	No.	%	No.	%	No.	%	
<b>2015/16</b>	<b>100</b>	<b>18%</b>	<b>249</b>	<b>45%</b>	<b>149</b>	<b>27%</b>	<b>50</b>	<b>9%</b>	<b>548</b>
2014/15	224	27%	485	59%	74	9%	41	5%	824
2013/14	184	33%	219	39%	111	20%	45	8%	559
2012/13	200	45%	197	44%	37	8%	14	3%	448
<b>Totals</b>	<b>708</b>	<b>30%</b>	<b>1,150</b>	<b>48%</b>	<b>371</b>	<b>16%</b>	<b>150</b>	<b>6%</b>	<b>2,379</b>

**Table 27: Dwelling size (gross completions since adoption of local plan policies)**

4.59. As shown in Table 28, the number of approvals has increased considerably in this reporting year. However, there is an oversupply of smaller units on a borough-wide basis relative to the policy requirements. The totals from the beginning of the Plan period show that close to three quarters of the approvals (72%) are for 1 and 2 bedroom units, and this is even higher for the reporting year (82%).

Year	1 bedroom		2 bedrooms		3 bedrooms		4+ bedrooms		Total
	No.	%	No.	%	No.	%	No.	%	
<b>2015/16</b>	<b>329</b>	<b>34%</b>	<b>462</b>	<b>48%</b>	<b>140</b>	<b>15%</b>	<b>26</b>	<b>3%</b>	<b>958</b>
2014/15	191	41%	162	34%	51	11%	66	14%	470
2013/14	194	26%	378	50%	138	18%	49	6%	759
2012/13	219	15%	730	49%	342	23%	200	13%	1,499
<b>Totals</b>	<b>933</b>	<b>25%</b>	<b>1,732</b>	<b>47%</b>	<b>671</b>	<b>18%</b>	<b>341</b>	<b>9%</b>	<b>3,686</b>

**Table 28: Dwelling size (gross approvals since adoption of local plan policies)**

## Housing density

4.60. Development Plan policies require that development proposals optimise the use of sites, and Tables 29 and 30 demonstrate that the Council continues to respond to the need for higher density developments, reflecting the London Plan density matrix (London Plan Table 3.2). In the reporting year, this was 92% of all approvals, with the average density from all approvals being 95 dwellings per hectare. Since the adoption of Local plan policies, 78% of all residential development approvals are at 60dph or above.

Policy objective	Indicator	target	Performance
<b>CS10 – Housing need</b> <b>CS15 – Achieving an integrated and sustainable transport system</b>	SEI RDG2 Density of dwellings (approvals)	100% of housing approvals for new build at least 60 dwellings per hectare (dph)	92% of approvals at a density of at least 60 dwellings per hectare

**Table 29: Density of dwellings (gross housing approvals)**

Year	Less than 35 dph		35 – 59 dph		60+ dph		Total	Average annual density
	No. of units	% of total	No. of units	% of total	No. of units	% of total		
<b>15/16</b>	<b>38</b>	<b>4%</b>	<b>41</b>	<b>4%</b>	<b>879</b>	<b>92%</b>	<b>958</b>	<b>95dph</b>
14/15	50	11%	133	28%	287	61%	470	57dph
13/14	77	10%	52	7%	630	83%	759	98dph
12/13	35	2%	397	26%	1,067	71%	1,499	64dph
<b>Totals</b>	<b>200</b>	<b>5%</b>	<b>623</b>	<b>17%</b>	<b>2,863</b>	<b>78%</b>	<b>3,686</b>	

**Table 30: Dwellings per hectare (dph) – gross approvals since adoption of local plan policies**

## Employment and the economy

4.61. Bexley's employment structure reflects more closely that of the national economy than of Greater London, with higher shares of manufacturing, construction and retail, and lower shares of finance and business services employment. Approximately 60% of Bexley's working residents commute out of the borough to access employment. Unemployment rates in Bexley are slightly lower than the London average and equal to England figures as a whole<sup>14</sup>.

4.62. Indicator BD1 (Table 31) measures the net amount of employment floor space approved, completed and in the pipeline (not started or under construction) in the reporting year.

Policy objective	Indicator BD1	Performance
<b>CS12 – Bexley's future economic contribution</b>	Employment uses – net approvals in reporting year (Table 32)	<b>5,371m<sup>2</sup></b>
	Employment uses – net completions in reporting year (Table 32)	<b>-8,905</b>
<b>CS13 – Access to jobs</b>	Net employment floor space pipeline in reporting year (Table 33)	<b>29,936m<sup>2</sup></b>

**Table 31: Supply of employment floor space (net) in the reporting year**

<sup>14</sup> ONS Census data QS601EW (2011). Economically active 'unemployed' as percentage of total economically active persons.

<http://www.neighbourhood.statistics.gov.uk/dissemination/LeadTableView.do?a=7&b=6275019&c=Bexley&d=13&e=61&g=6319542&i=1001x1003x1032x1004&m=0&r=1&s=1410342488667&enc=1&dsFamilyId=2521>

4.63. For completed sites in the reporting year, there was a loss of B1 and B8 employment floor space to other uses, particularly from office to residential. Developments granted planning permission show a modest net gain for B2 and B8 uses, and a net loss for office space (B1). The net pipeline figure (Table 33), for approved developments that are either not started or are under construction, is 29,936m<sup>2</sup> for the reporting year. The largest employment use in the pipeline is B2 (general industrial).

Development phase		Floor space (m <sup>2</sup> ) by employment use class type						Sub-total by development phase
		B1 office				B2 industrial	B8 warehouse	
		B1a	B1b	B1c	B1 not allocated			
Permissions granted	gross	1,256	0	3,231	108	19,147	13,222	36,964m <sup>2</sup>
	net	-8,168	0	3,175	108	7,648	2,608	5,371m <sup>2</sup>
Completed development	gross	180	0	0	0	0	0	180m <sup>2</sup>
	net	-5,831	0	-188	0	0	-2,886	-8,905m <sup>2</sup>

Table 32: Approvals and completions of employment floor space in the reporting year

Development phase		Floor space (m <sup>2</sup> ) by employment use class type						Sub-total by development phase
		B1 office				B2 industrial	B8 warehouse	
		B1a	B1b	B1c	B1 not allocated			
Not Started		-8,808	-161	10,066	108	6,613	1,146	8,964m <sup>2</sup>
Under Construction		-15,107	0	3,163	-130	29,595	3,451	20,972m <sup>2</sup>
Sub-total by use class		-23,915	-161	13,229	-22	36,208	4,597	29,936m <sup>2</sup>

Table 33: Employment floor space pipeline (net) in the reporting year

4.64. Table 34 sets out permissions and completions of floor space by employment use class type since the adoption of Local Plan policies in 2012. This illustrates well how the distribution of employment uses is changing, and also the rate of delivery of the surplus of approved development in the pipeline (shown in Table 35)

4.65. The figures demonstrate fewer planning permissions for offices whilst the amount of B2 and B8 use floor space has increased; however, completed development shows a loss of both offices and industrial uses, with more warehouses being built.

Development phase and year		Floor space (m <sup>2</sup> ) by employment use class type						Sub-total by year
		B1 office				B2 industrial	B8 warehouse	
		B1a	B1b	B1c	B1 not allocated			
Permissions granted	2015/16	-8,168	0	3,175	108	7,648	2,608	5,371m <sup>2</sup>
	2014/15	-14,668	0	-341	0	26,748	2,845	14,584m <sup>2</sup>
	2013/14	-10,605	-161	-712	-262	2,195	-2,509	-12,054m <sup>2</sup>
	2012/13	-20,619	-53	-488	0	0	281	-20,879m <sup>2</sup>
Sub-total by use class		-54,060	-214	1,634	-154	36,591	13,839	-2,364m <sup>2</sup>

Development phase and year		Floor space (m <sup>2</sup> ) by employment use class type						Sub-total by year
		B1 office				B2 industrial	B8 warehouse	
		B1a	B1b	B1c	B1 not allocated			
Completed development	2015/16	-5,831	0	-188	0	0	-2,886	-8,905m <sup>2</sup>
	2014/15	-12,360	0	-164	0	-18,054	1,254	-29,324m <sup>2</sup>
	2013/14	1,168	0	-616	0	-36,901	36,549	200m <sup>2</sup>
	2012/13	-2,227	0	-1,859	0	356	398	-3,332m <sup>2</sup>
<b>Sub-total by use class</b>		<b>-18,800</b>	<b>0</b>	<b>-2,827</b>	<b>0</b>	<b>-54,599</b>	<b>35,315</b>	<b>-41,361m<sup>2</sup></b>

**Table 34: Supply of employment floor space (net) since adoption of Local Plan policies**

4.66. Table 35 sets out annual pipeline development. It should be noted that these figures are a snapshot in time each year; in addition, this does not include significant losses in previous years when schemes are completed, as illustrated by the figures. Pipeline figures are not cumulative year on year.

Development phase	Net additional employment floor space (m <sup>2</sup> ) by year			
	2012/13	2013/14	2014/15	2015/16
Not Started	71,391	35,353	31,185	8,964
Under Construction	-12,209	-35,201	-21,744	20,972
<b>Total (m<sup>2</sup>):</b>	<b>59,182m<sup>2</sup></b>	<b>152m<sup>2</sup></b>	<b>9,441m<sup>2</sup></b>	<b>29,936m<sup>2</sup></b>

**Table 35: Annual employment floor space development pipeline (net) since adoption of Local Plan policies**

4.67. Appendix I (Business land provision) of the UDP includes *Table 2: Business land available on large sites at 30.9.2002*, identifying 25.51 hectares of previously developed designated employment land, and 31.20 hectares of land not previously in business use (predominately greenfield sites designated as employment land).

4.68. LOI 11 (Table 36) measures progress against the target of developing all these sites by the end of the UDP period (2016). Whilst some of this available land has been developed for industrial use, some has also been developed for non-business uses, such as residential and retail, but also for sui-generis uses considered appropriate in industrial areas, such as a waste incinerator.

4.69. Performance against this indicator is dependent on developers bringing sites forward, and during the reporting year, one 2.8 hectare site from this list was brought forward with an approved development proposal for 9,691m<sup>2</sup> of industrial floor space.

Policy objective	Indicator	Target	Performance
<b>CS12 – Bexley's future economic contribution</b> <b>CS13 – Access to jobs</b>	LOI 11 – area of land allocated for industrial use taken up for development	All sites identified in UDP Appendix I to be taken up by 2016	28.96 hectares developed since adoption of UDP

**Table 36: Allocated employment land taken up for industrial uses**

4.70. The adoption of the Core Strategy, and the London Plan 2011 indicated that there is scope for the release of up to 50 hectares of designated employment land for other uses across the borough over the Plan period (to 2026). Once this land has been reallocated through the new Local Plan, then this indicator will be reviewed and updated.

## Traffic and transportation

- 4.71. Compared to other London boroughs, Bexley's travel and public transport links are limited. Only 40% of the population lives within 800 metres of a railway station. No part of the borough is connected to the London Underground or Overground, the Docklands Light Railway or any tram/transit systems, which results in a greater reliance on private vehicles for travel.
- 4.72. The Council has prepared a Local Implementation Plan (LIP) with a three-year delivery programme for transport infrastructure and other projects within the framework of the Mayor of London's Transport Strategy and in support of its goals. The current LIP covers the period 2014/15 – 2016/17. This plan is also intended to better enable transport to be integrated with wider economic, social and environmental objectives at a local level.

## Achieving public transport orientated development (TOD)

Policy objective	Indicator	Performance
CS16 – Reducing the need to travel and the impact of travel	SEI RDG3 – percentage of approved dwellings within 800m of public transport	100%

**Table 37: New dwellings approved within 800m of public transport**

- 4.73. All residential developments approved in the reporting year were within 800 metres of a daily public transport service, although this is mainly from bus services.
- 4.74. As set out in the Bexley Core Strategy, future development is expected to come forward in and around the borough's main town centres, which have reasonable public transport links, and in London Plan opportunity areas, which have the potential for greater integration provided there is significant investment in public transport infrastructure.

Policy objective	Indicator	Target	Performance
UDP policy T17 and London Plan table 6.2 (parking standards)	LOI 14 – number of development schemes (commercial and major residential) approved exceeding maximum parking standards	Fewer than 5% of schemes approved	0%

**Table 38: Schemes approved that exceed maximum parking standards**

- 4.75. There were no instances during the reporting year where maximum parking standards were exceeded in respect of approved commercial developments and housing schemes yielding 10 or more extra homes. This target has been met since the adoption of local plan policies.

## Shopping and town centres

- 4.76. Bexley is committed to promoting the viability and vitality of each town centre in the borough to ensure adequate local service provision and safe and pleasant public spaces for people to enjoy. The Council continues to work with businesses and other stakeholders on a number of schemes to improve the trading environment.
- 4.77. Bexley has one strategic town centre (Bexleyheath) and four major district centres (Crayford, Erith, Sidcup and Welling). In addition to this, across the borough there is a range of smaller district and neighbourhood centres. These centres all face challenges such as the growth of internet shopping.

Policy objective	Indicator	Target	Performance
CS01 – Achieving sustainable development CS02-07 – Geographic region policies CS14 – Town centre vitality and viability	LOI 8 – Major retail approvals fulfilling the sequential ‘town centre first’ approach	100% in or edge of centre	100%

Table 39: New retail (A1) floor space

- 4.78. Indicator LOI 8 measures the percentage of major retail applications in the reporting year for both in town centre and out of town centre locations. This enables the Council to monitor its policy objective of ensuring all retail development takes place in or adjacent to our town centres.
- 4.79. Major applications are included where net additional floor space is gained in retail uses (A1-A5 Use Classes<sup>15</sup>). In the reporting year, there was one major application where net additional floor space was gained in retail uses. This redevelopment scheme was inside of Welling town centre; providing a net retail floor space increase of 531m<sup>2</sup> (combined total from all of the ‘A’ use class) as part of a larger mixed-use development.
- 4.80. Table 40 sets out performance in the reporting year across all centres, and Table 41 gives the detailed vacancy rates across the strategic and major district town centres, and the separate district and neighbourhood centre rates, since adoption of local plan policies.
- 4.81. In the reporting year, the combined vacancy in strategic and major district centres, at 9%, met the local indicator target of a shop premises vacancy rate not exceeding 10%. In addition, in the reporting year, the combined vacancy in district centres and neighbourhood centres, at 9.2%, met the local indicator target of a maximum 10% shop vacancy rate.

Policy objective	Indicator	Target	Performance
CS14 – Town centre vitality and viability	LOI 5 – Vacancy rate of shop premises in strategic and major district shopping centres	Maximum 10%	9%
	LOI 9 - Vacancy rate of shop premises in district centres and neighbourhood parades	Maximum 10%	9.2%

Table 40: Shop vacancy rates

Type	Strategic	Major District				District	Neighbourhood
	Bexleyheath	Crayford	Erith	Sidcup	Welling		
2015/16	14.3%	12.1%	12.2%	6.0%	4.2%	5.1%	11.1%
2014/15	15%	14.9%	14.8%	6.5%	7%	4.7%	10.5%
2013/14	7%	12%	13%	6%	8%	3%	10%
2012/13	6.9%	5.2%	12.2%	9.2%	7%	3%	8.8%

Table 41: Shopping centre vacancy percentage rates since adoption of local plan policies

<sup>15</sup> Use Classes <http://www.planningportal.gov.uk/permission/commonprojects/changeofuse>

## Minerals and waste

- 4.82. Bexley's residents continue to achieve one of the highest levels of recycling in the country and the highest in London<sup>16</sup>. During the reporting year, just under half of Bexley's household waste was recycled or composted. London Borough of Bexley remains London's top performing borough for waste recycling and composting.
- 4.83. Bexley has an important role to play in dealing with London's waste and has enough operational waste facilities to meet the London Plan waste capacity allocation for the borough. The Council works with the other southeast London boroughs and the City of London to make the most efficient use of any surplus capacity.
- 4.84. There were no new waste management facilities created in the reporting year, resulting in no new capacity for waste management within the borough, as reflected in the performance of indicator W1 in Table 42.

Policy objective	Indicator	Performance <sup>17</sup>
CS20 – Sustainable waste management	W1 – Capacity of new waste management facilities by waste planning authority (tonnes/m <sup>3</sup> /litres)	No new capacity
	W2 – Amount of municipal waste arising and managed (by type), by waste planning authority (tonnes)	121,299 tonnes

**Table 42: Capacity of new waste facilities and amount of waste arising and managed**

- 4.85. Indicator W2 identifies 121,299 tonnes of municipal waste managed within the borough during the reporting year. Table 43 gives the breakdown of how this waste was processed during the year, with less than 1% ending up in landfill.

Type of waste process	Landfill	Incineration (energy from waste)	Recycled/composted	Other	Total
Amount (tonnes)	151	64,249	56,814	85	121,299
Percent	0.12%	52.97%	46.84%	0.07%	100%

**Table 43: Municipal waste managed, by type and amount**

- 4.86. Table 44 shows the total amount of waste dealt with in the reporting year has increased slightly on the previous monitoring years since adoption of local plan policies. Nonetheless, Bexley has a good record in reducing waste and increasing recycling. This trend is likely to continue as new waste collection arrangements, introduced in 2008, have resulted in a significant reduction in waste collected with close to 50% of municipal waste now being recycled or composted.

Municipal waste arisings (tonnes)	
2015/16	121,299 tonnes
2014/15	119,747 tonnes
2013/14	118,950 tonnes
2012/13	117,259 tonnes

**Table 44: Municipal waste arisings since adoption of local plan policies**

<sup>16</sup> <https://data.london.gov.uk/dataset/household-waste-recycling-rates-borough> (last accessed November 2016)

<sup>17</sup> LBB Waste and Recycling Service

## Aggregates

4.87. No primary land-won aggregates were locally exploited during the reporting year. This is indicative of the low level of natural resources that are accessible and viable within Bexley. There are eight secondary and recycled aggregate sites located within the borough; however, data in relation to the production of secondary/recycled aggregates in Bexley is not currently available.

Policy objective	Indicator	Performance
Saved UDP mineral policies	M1 – Production of primary land-won aggregates (tonnes)	Zero
	M2 – Production of secondary/recycled aggregates (tonnes)	No data

**Table 45: Production of aggregates**

## Appendix 1 – Local development scheme timetable

<b>Document production timetable for the Bexley Local Plan</b>	
Evidence gathering, preparation and informal consultation	2015 – April 2018
Local Plan initial consultation	February 2017
<b>Consultation with community, delivery bodies and stakeholders on the preferred approach</b>	<b>October – November 2017</b>
Publication of and representations on the proposed submission document	May – June 2018
Consultation analysis and preparation of submission document	July – November 2018
<b>Submission</b>	<b>December 2018</b>
Document examination stage	December 2018 – July 2019
Pre-examination meeting	February 2019
<b>Examination in public</b>	<b>April 2019</b>
Receipt of Inspector's report	July 2019
Adoption preparation	August – October 2019
<b>Adoption</b>	<b>November 2019</b>

**Table 46: Revised LDS timetable for local plan preparation**