

# **Bexley Local Plan Monitoring Report 16 2019/20**

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## Executive summary

Local planning authorities must publish information that shows progress with Local Plan preparation; report any activity relating to the duty to cooperate in relation to planning of sustainable development; and monitor the implementation of policies in the adopted Local Plan. Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out what information authority monitoring reports must contain.

This report monitors London Borough of Bexley's performance for the annual period 1 April 2019 to 31 March 2020. It therefore takes account of housing targets set out in the Intend to Publish London Plan (Dec 2019), which was the version of the London Plan in place during the reporting year. These targets have been used for the five year housing land supply assessment. Preparation of the 2019/20 local plan monitoring report and the five year housing land supply report (2021 to 2026) was carried out in March 2021. In February 2021 Government's Housing Delivery Test 2020 measurement was published and is reflected in the figures for the five year housing land supply.

To understand the effectiveness of local plan policies they must be considered across the whole of the plan period. It is essential to realise that monitoring reports only produce a snapshot in time and individual years will produce very different results. For this reason, each topic in section 4 measuring planning policy performance includes analysis over the longer term as well as for the monitoring year and both analyses should be read together.

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 Bexley local development scheme (LDS) timetable, the Council is currently at the 'ongoing evidence gathering, stakeholder engagement and plan preparation' stage of Local Plan production.

During the reporting year the Council carried out a public consultation on the *Bexley Local Plan: Preferred approaches to planning policies and land use designations* (regulation 18 stage).

## 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, using local and significant effects indicators for which data is currently available in order to assess overall outcomes in plan delivery.

Local and significant effects indicators are kept under review to ensure that they monitor the effectiveness of Local Plan policies. Table 1 provides a summary of the effectiveness of local plan policies in 2019/20.

### **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 three planning approvals in 2019/20 (out of 1,391 permissions) on Metropolitan Green Belt, where it was considered that very special circumstances applied.

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

Planning agreements were secured from eleven development proposals, generating contributions for eight different categories which included employment, transport and public realm. In addition, there were planning approvals for 6,053m<sup>2</sup> of (net) additional floor space for community facilities.

#### **Protecting and enhancing the built and natural environment**

The percentage for residential development in Bexley on previously developed (brownfield) land was 87%, 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. In addition, during the reporting year, there were no development approvals recorded on designated nature conservation areas (SINCs).

On 24 September 2017, an Article 4 Direction came into effect that removed permitted development rights in the borough to change the use of buildings, in particular residential dwellings (Use Class C3), to Houses of Multiple Occupation (HMOs) (Use Class C4). As a result of this, 17 planning applications have been submitted for this type of development during the reporting year. Eleven were approved, three were withdrawn by the applicant and three were refused, giving the Council the opportunity to adjudicate the impact of the development on local amenity and ensure that standards of accommodation of the HMOs were met through conditions included in the planning decisions.

#### **Creating a local supply of housing**

Current planning policies in the adopted Bexley Local Plan focus housing development in sustainable growth areas, 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 with housing being delivered in the Abbey Wood and South Thamesmead Housing Zone, the housing-led redevelopment of the former Bexley Council offices on Broadway, Bexleyheath, and the reclamation of the former Erith Quarry landfill site for new homes.

The London Plan 2016 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 the Intend to Publish London Plan ten year housing supply target for Bexley of 685 net additional dwellings per annum.

In the reporting year, planning permission was granted for 816 (net) new dwellings, with 192 (net) new dwellings completed. These figures can vary widely from year to year; however, since the adoption of relevant local plan policies in 2012, the annual average for new housing is 958 for approvals and 467 for completions (net figures).

Policies seek to deliver a range of housing over the plan period; however, the monitoring report only assesses a single year's output within this. The development cycle within an individual year may mean that delivery is focused on particular types of housing provision; this should however balance out over the wider plan period.

There were 73 (gross) affordable dwellings built in the reporting year. Similar to the numbers of housing approvals and completions above, figures for affordable housing can vary widely from year to year. In the main, affordable housing is delivered as a percentage of qualifying developments (schemes with 10 or more homes) and this is what

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

is measured. The percentage of affordable housing secured from qualifying residential developments (thirteen in the reporting year) granted planning permission was 51%. Since the adoption of relevant local plan policies in 2012, the cumulative provision through planning approvals of affordable housing from qualifying developments is 40%.

The Council keeps a register of those wishing to build their own homes in the borough. This register, called the Self-build and Custom Housebuilding Register, is required by Government legislation, and the requirement for local planning authorities to maintain a register came into effect on 1 April 2016. Authorities must have regard to their register when carrying out their planning, housing, land disposal and regeneration functions. During the reporting year, 30 additional people registered with the Council.

The Council is required by the National Planning Policy Framework (NPPF) to demonstrate a five year housing land supply – a forward looking document, published annually, which also informs the longer term housing trajectory included in this monitoring report. This is a transition year, in that the London Plan 2016 sets a lower housing target for Bexley than the Intend to Publish London Plan. For the five year housing land supply, the higher housing targets have been used as the five year period being assessed does not commence until 1 April 2021.

With an identified five-year housing land supply (from 1 April 2021 to 31 March 2026) providing 4,159 units the Council considers that Bexley is on course to exceed its Intend to Publish London Plan housing target of 3,425 homes over the five years supply period. The figure includes an allowance for windfall delivery from small sites in line with London Plan and government policy and guidance.

Government monitors housing delivery across the country through the standardised Housing Delivery Test which was introduced in 2018. During the preparation of this monitoring report, the Housing Delivery Test 2020 measurement was published, which assesses delivery for the three year period from 2017/18 to 2019/20. In this measurement, Bexley achieved a delivery of 81% compared to its housing requirement over the same period. As a result, the Council is required to identify a 20% uplift over the housing supply target and to prepare an Action Plan.

The supply figure represents an uplift of 21% over the housing supply target, with large sites providing 54% of the land supply and 61% of the new homes, with an average density of 97 dwellings per hectare (dph). The current supply also includes 8% of net additional dwellings coming forward through permitted development rights.

In its housing trajectory, Bexley has identified a further ten-year (2026/27 to 2035/36) managed supply of sites, including unspecified small sites, capable of delivering 6,938 net additional homes. This exceeds the projected housing supply target of 6,850 for the same time period set out in the Intend to Publish London Plan.

### Employment and the economy

In the reporting year, 3,162m<sup>2</sup> of net employment floor space was granted approval for development, with 66,483m<sup>2</sup> of net employment floor space either completed, under construction or with construction not started.

Most of this net employment development was from gains of industrial floor space (B1c, B2 and B8) on designated employment land, with 12,690m<sup>2</sup> of floor space on 2.96 hectares of industrial land identified for development from the Bexley Unitary Development Plan (Table 2, Appendix I).

Adoption of the Core Strategy set a target to achieve, by 2026, a sensitively managed transfer of 43 to 50 hectares designated employment land to other uses, subject to employment land demand. The current London Plan supports this approach. Cumulatively, a total of 22.48 hectares has changed use, with employment floor space losses 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.

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

There were no residential developments approved in the reporting year that were beyond 800 metres of a daily public transport service, in particular bus stops.

The current Local Implementation Plan (LIP3) was adopted by the Council in March 2019, receiving the Mayor of London's approval in April 2019.

**Supporting vibrant town centres**

The average vacancy rate in the strategic town centre of Bexleyheath and the four main district centres of Crayford, Erith, Sidcup and Welling (town centres that are identified in the London Plan) is at 5.7%, which remains below the national average despite the impacts of the global economic downturn.

The average combined vacancy rate across the smaller district centres and neighbourhood parades is 9.3%. The average vacancy rate in the four district centres of Belvedere, Bexley Village, Blackfen, and Northumberland Heath is 6.8%. In the borough's 50 neighbourhood centres the average vacancy rate is at 9.3%. In core shopping areas across all centres and parades, retail remains the dominant use at 68.6%, 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. The amount of municipal waste handled in the reporting year was 113,300 tonnes.

**Table 1: Summary of the effectiveness of local plan policies**

## Index of indicators and summary of performance

The following two Tables summarise the effectiveness of Local Plan policies against local and significant effects indicators, including indicators set out in relevant supplementary planning documents (SPDs).

Targets are included where they exist for the indicator, and performance figures are for the reporting year except where otherwise stated. Affordable housing is measured from qualifying developments, which is defined as 10 or more dwellings in a single development proposal.

Indicator H2, for example, contains performance figures for net additional dwellings that cover the time period from when Local Plan policies were adopted, and projected figures to the end of the Local Plan period. Net additional dwellings are both conventional and non-conventional housing (with an appropriate factor applied to the type of non-conventional dwelling). Projected figures for housing use the housing requirement set for Bexley in the Mayor's Intend to Publish London Plan.

| Indicator  | Description  | Target      | Performance |
|--|--|-------------|-------------|
| <b>Sustainable development</b>                         |  |             |             |
| LOI17  | Advertised departures from Bexley's development plan | Max 1%      | 0.58%       |
| <b>Protection of the built and natural environment</b> |  |             |             |
| LOI01  | New dwellings on previously developed land           | Min 60%     | 87%         |
| LOI02  | Securing appropriate standards for HMOs              | 100%        | 100%        |
| LOI10  | Inappropriate development on Green Belt/MOL          | Max 5%      | 0.22%       |
| LOI15  | Loss of listed/key buildings (approvals)             | Max 5%      | None        |
| LOI16  | Changes in protected nature conservation areas       | No net loss | No net loss |

| Indicator   | Description  | Target                   | Performance              |
|---|--|--------------------------|--------------------------|
| <b>Housing trajectory (including five-year housing land supply)</b> |  |                          |                          |
| H2  | Net additional dwellings   |                          |                          |
| H2a   | Since the start of the Local Plan period (completions)   | 3,457 homes              | 3,753 homes              |
| H2b   | For the reporting year (completions)   | 446 homes                | 192 homes                |
| H2c   | In future years (includes windfall allowance for small sites)  |                          |                          |
|   | managed supply (15 years from 2021/22 to 2035/36), including a 20% uplift in supply for the first five years | 10,911 homes             | 11,328 homes             |
|   | hectares (15 years from 2021/22 to 2035/36)  | Not applicable           | 150 hectares             |
|   | annualised plan target (from 1 April 2021)   | 685 homes                | not applicable           |
| H2d   | Projected net additions (15 years from 2021/22 to 2035/36)   | 10,275 homes             | 10,648 homes             |
| LOI03   | Percentage of affordable housing from approved qualifying residential developments                           | Min 35%                  | 51%                      |
| LOI04   | Number of individuals and groups on the Self-Build and Custom Housebuilding Register                         | Not applicable           | 105                      |
| <b>Employment and the economy</b>                                   |  |                          |                          |
| BD1   | Additional (net) employment floor space (pipeline)   | Not applicable           | 62,162m <sup>2</sup>     |
| LOI11   | Industrial sites developed identified in UDP Appendix I, Table 2 (cumulative over the Plan period)           | 56.71 hectares available | 39.85 hectares developed |
| LOI12   | Managed release of employment land to other uses (cumulative over the Plan period)                           | 43-50 hectares           | 22.48 hectares           |
| <b>Traffic and transportation</b>                                   |  |                          |                          |
| LOI14   | Developments exceeding parking standards   | Max 5%                   | 0%                       |
| <b>Shopping and town centres viability and vitality</b>             |  |                          |                          |
| LOI05   | Vacancy rate: strategic and major district town centres  | Max 10%                  | 5.7%                     |
| LOI09   | Vacancy rate: district and neighbourhood shopping centres  | Max 10%                  | 9.3%                     |
| LOI06   | A1 uses in core frontages  | Min 70%                  | 68.6%                    |
| LOI07   | A1 uses in core and non-core frontages   | Min 55%                  | 55%                      |
| LOI08   | 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           | 113,300 tonnes           |

Table 2: Local plan indicators for monitoring, targets, and performance

| Indicator   | Description  | Performance                                   |
|---|--|---|
| <b>Affordable housing supplementary planning document</b>                         |  |   |
| AH1   | Dwelling type and size in reporting year   | see Tables 26 and 27                          |
| AH2   | Average house price  | £336,847                                      |
| AH4   | Housing register   | 6,588 people                                  |
| AH5   | Affordable units constructed (gross), by tenure type and percentage split:                             |   |
|   | Social/affordable rented (30% from qualifying schemes)   | 17 homes (23%)                                |
|   | Shared ownership (70% from qualifying schemes)   | 56 homes (77%)                                |
| <b>Design for living residential design guide supplementary planning document</b> |  |   |
| RDG1  | Dwelling size breakdown from approvals and completions   | see Tables 28 and 29                          |
| RDG2  | Density of dwellings (100% of approvals at a minimum density of 60 dwellings per hectare)              | 82%   |
| RDG3  | Pedestrian travel distance (100% of approvals within 800m of public transport stops)                   | 100%  |
| <b>Planning obligations guidance supplementary planning document</b>              |  |   |
| PO1   | Completed obligations and agreements in reporting year   | 11 planning agreements                        |
|   | Completed obligations and agreements since adoption of SPD   | 160 agreements secured                        |
| PO2   | Number and type of obligations secured   | 12 contributions from 8 types                 |
| PO3   | Percentage of qualifying developments for which obligations were successfully secured (target is 100%) | 100%  |
| PO4   | Approvals of (net) new community facility floor space (D1/D2 uses)                                     | 6,053m <sup>2</sup> of additional floor space |

Table 3 SPD indicators for monitoring local plan policies, and performance

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## 1. Introduction

- 1.1 London Borough of Bexley is required 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; report any activity relating to the duty to cooperate in relation to planning of sustainable development; and report on how the implementation of policies in the adopted local plan are 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 or full review of the local plan.
- 1.4 In addition, the monitoring report can set out other useful information, such as highlighting contributions made by development, including section 106 planning obligations.

## The reporting time period

- 1.5 This report monitors the performance of Bexley Local Plan policies for the financial year 2019/20. Some performance is monitored from the beginning of the Plan period, or from adoption of the relevant supplementary planning document. Some performance figures are projections to the end of the Plan period. These longer time periods provide a more complete picture of the effectiveness of Local Plan policies. The relevant time periods will be noted in the text for each indicator.

## What is being monitored?

- 1.6 The report monitors plan making progress made during 2019/20 against the timetable set out in the Bexley local development scheme (LDS) that was in effect in December 2020.
- 1.7 In addition, activities carried out by the Council in respect of the duty to cooperate during the 2019/20 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.
- 1.8 And finally, 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.

## Report structure

- 1.9 The report sets out clearly the links between plan policies, objectives and indicators, and is divided into the following sections:
  - Section 2: performance in plan making against the schedule set out in the Bexley LDS
  - Section 3: performance with regard to Bexley's duty to cooperate in matters relating to planning of sustainable development
  - Section 4: performance outcomes for key planning policies covering a range of topic areas

## 2. Plan making progress

- 2.1 There have been significant changes at the national and regional planning levels in recent years. The Government's National Planning Policy Framework (NPPF) was revised in 2018 with some technical updates in 2019.
- 2.2 The revised NPPF made some significant changes including a greater emphasis on high-quality design, stronger protection for the environment and delivering more new homes. It also introduced a requirement for local planning authorities to produce, maintain and keep up to date statements of common ground to record planning for strategic cross-boundary matters.
- 2.3 The Mayor of London's consultation on a draft new London Plan ended on 2 March 2018. This was followed by an examination in public (EiP) that commenced in January 2019 and resulted in a report of recommendations issued by the Panel of Inspectors in October 2019. The Mayor has considered the Inspectors' recommendations and, on 9 December 2019, issued his Intend to Publish version of the Plan to the Secretary of State. The Secretary of State considered this version of the London Plan and responded on 13 March 2020, which included issuing directions to finalise the Plan.
- 2.4 For the 2019/20 reporting period for this local plan monitoring report, the performance of adopted planning policies is considered against targets and indicators set in the London Plan 2016 and the adopted Bexley Local Plan 2012.
- 2.5 An exception to this, however, are the housing targets and figures set out in the five-year housing supply and 15-year housing trajectory, which are indicators projecting future development from April 2021. For these projections, the housing targets are those set for Bexley in the Mayor's Intend to Publish London Plan, which is a material consideration in planning decisions given the weight afforded the stage that the Plan is at.
- 2.6 Work is progressing on a new local plan for Bexley. A public consultation on preferred approaches to planning policies and land use designations (regulation 18 stage) and an accompanying scoping report on assessing the impacts of development commenced in February 2019.
- 2.7 The local plan consultation document set out the preferred approaches for strategic and development management policies and the arrangement and designation of land use in the borough. It proposed an open, transparent and proactive approach to shaping, considering, determining and delivering development proposals in accordance with broad principles set out in the Council's Growth Strategy.
- 2.8 The role of an integrated impact assessment is to promote sustainable development by assessing the extent to which the emerging local plan will help to achieve relevant environmental, economic and social objectives. The scoping report is the first stage of this process and the consultation document invited comments on the scope and level of detail of information to be included in the main assessment.
- 2.9 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.

## Bexley local development scheme

| Local development document | Publication of preferred approaches | Publication of proposed submission document | Submission to Secretary of State | Expected adoption |
|----------------------------|-------------------------------------|---|----------------------------------|-------------------|
| Bexley Local Plan          | 15 February to 7 April 2019         | September – October 2020                    | May 2021                         | December 2021     |

Table 4: Summary of the LDS timetable (Bexley LDS October 2019, amended November 2020)

- 2.10 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.
- 2.11 This monitoring report assesses the Bexley LDS endorsed by the Council in October 2019 that was updated with an amendment to the local plan timetable in March 2020, which sets out the Council's programme of work for the production of the Local Plan up to September 2022.
- 2.12 During the 2019/20 reporting year a new LDS was published setting out the revised local plan work programme, however this was prior to the coronavirus (COVID-19) pandemic. Table 4 reflects the local plan timetable as published in the March 2020 update of the 2019 LDS.
- 2.13 In accordance with the LDS timetable, as summarised above, the Council is currently at the 'document preparation' stage of local plan production. This has involved evidence gathering, research and discussion with relevant stakeholders over the reporting year.
- 2.14 The resulting work led to the public consultation on the *Bexley Local Plan: Preferred approaches to planning policies and land use designations* (regulation 18 stage) and accompanying Integrated Impact Assessment Scoping Report referenced above. Responses to the consultation are being considered and policy approaches finalised.
- 2.15 The next stage in local plan production will be the publication of the Draft Local Plan (Regulation 19 proposed submission documents). The LDS timetable is set out in the Appendix at the end of this monitoring report.

## Bexley's local plan

- 2.16 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 Section 17(7)(a) of the Planning and Compulsory Purchase Act 2004 as development plan documents.
- 2.17 The current adopted Bexley Local Plan 2012 consists of:
- the Bexley Core Strategy
  - remaining extant policies and proposals map from the Unitary Development Plan (UDP)
- 2.18 The Council began its review of the Bexley Local Plan 2012 in early 2017 and, following on from the adoption of the Bexley Growth Strategy, took the decision to replace the component parts of the current local plan in its entirety with a new, comprehensive local plan.
- 2.19 The new Bexley Local Plan will take a strategic overview of development in the borough and set out the long-term vision for Bexley, explaining how this will be achieved. It will set out a spatial

strategy, demonstrating how Bexley's planning requirements will be met for land uses such as housing, employment and retail.

- 2.20 Alongside these strategic policies, the new Local Plan will contain policies for managing development and making decisions on development proposals. It will include a policies map of land use designations and allocate sites for residential or residential-led mixed-use development. It will provide the local criteria against which planning applications are to be assessed, in conjunction with the Mayor's London Plan as the development plan for the area.
- 2.21 Local indicators used for monitoring performance will require a comprehensive review as part of the preparation of the new Bexley Local Plan, to ensure they are effective, up-to-date and consistent with national and London planning policy targets.

## Neighbourhood planning

- 2.22 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.
- 2.23 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.
- 2.24 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.
- 2.25 Once consent of local people is secured by a referendum, an adopted neighbourhood plan forms part of Bexley's statutory development plan. It will be used in determining planning applications for the neighbourhood area, which will benefit from 25% of the revenues from the Bexley Community Infrastructure Levy arising from the development that takes place in the area.
- 2.26 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 (as amended). Section 34(4) of the Town and Country Planning (Local Planning) (England) Regulations 2012 requires that local planning authorities report on the progress of any neighbourhood development order or neighbourhood development plan in the area.
- 2.27 As of 31 March 2020, the Council has received one application for designation as a neighbourhood forum and neighbourhood area. The Council approved the application to designate the Hill View Neighbourhood Forum and Hill View Neighbourhood Area on 5 March 2015. No application for a neighbourhood development order or neighbourhood development plan has been received to date. In line with Part 61F(8)(a) of Schedule 9 of the Localism Act 2011, the designation ceased to have effect at the end of the period of five years beginning with the day on which it is made, which for the Hill View Neighbourhood Forum was during the monitoring year on 5 March 2020.

### 3. Duty to cooperate

- 3.1 The duty to cooperate is a legislative requirement of both the Planning and Compulsory Act 2004 and the Localism Act 2011. It includes activities such as the preparation of development plan documents and other local development documents.
- 3.2 The National Planning Policy Framework introduced a requirement for local planning authorities to produce, maintain and update one or more statement(s) of common ground, throughout the plan-making process. It forms part of the evidence required to demonstrate that they have complied with duty to cooperate legislation
- 3.3 Bexley has cooperated with a number of other local planning authorities including adjoining boroughs, and other bodies prescribed in planning legislation on a variety of issues throughout the reporting year. Details of this are set out in the following Table.

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

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

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

- Duty to cooperate meetings with the other southeast London boroughs and neighbouring Kent boroughs, addressing strategic policy areas including evidence base work in the production of local development documents
- Historic England liaison meetings, regarding the Council's Historic Environment Record (HER), archaeology and listed buildings
- TfL's CIL Collection Group meetings with other London boroughs
- The Council's Transport Users' Sub-Committee that brings together members with TfL, Southeastern, Network Rail, the police and other transport related organisations
- 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 the GLA and London boroughs

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

- Key partner of the Crossrail to Ebbsfleet (C2E) project with the GLA, TfL, Kent County Council, Dartford Borough Council, Gravesham Borough Council, Ebbsfleet Development Corporation, Thames Gateway Kent Partnership and Network Rail to develop a business case for extending Crossrail 1 (the Elizabeth line) to Ebbsfleet
- Ongoing/regular meetings with Peabody and their representatives regarding co-operative working and progressing plans for Thamesmead Housing Zone and the wider regeneration of Abbey Wood and Thamesmead

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

- Working with the GLA, TfL, Royal Borough of Greenwich and Peabody on the preparation of a Thamesmead and Abbey Wood Opportunity Area Planning Framework (OAPF)
- Cooperative working with Registered Housing Providers/developers to enable estate regeneration
- 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
- Chair of the southeast London joint waste working group, with the other southeast London boroughs and the City of London, to pool London Plan waste apportionment allocations, and to keep up-to-date a joint waste technical paper (key evidence in the preparation of local plans)

### **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 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, TfL meetings and CIL Collection Group meetings
- 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 Wider South East Officer Working Group, which meets regularly and promotes joint working between Greater London and the adjoining regions

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

- Formally responded to duty to cooperate requests regarding waste processed within the borough, from authorities across the country
- Participation at London Plan workshops and consultation responses to the Mayor's Draft Strategies provided
- Provided consultation responses to adjoining boroughs relating to planning applications and local plans

### **Contribute towards the production of statements of common ground**

- Working with other London boroughs, South East England boroughs and members of the Waste Planning Forum to produce statements of common ground covering key strategic cross-boundary matters

Table 5: Duty to cooperate activities taken by the Council



## 4. Planning policy performance

- 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. The monitoring report sets out a clear link between each of the indicators and the policies or objectives being monitored.

### Achieving sustainable development

| Policy objective                         | Indicator   | Target                                     | Performance | Summary  |
|--|---|--|-------------|--|
| CS01 – Achieving sustainable development | <b>LOI17</b> – number of advertised departures from the Development Plan approved by the local planning authority | Less than 1% of total permissions granted. | 0.58%       | Eight departures from 1,391 permissions granted. |

Table 6: Departures from the Development Plan

- 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. 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. Performance is similar to previous years since adoption of local plan policies.

| Policy objective  | Indicator   | Performance   |
|---|---|---|
| CS21 – Supporting community infrastructure and services | <b>SEI POG1</b> - Number of completed planning obligations and unilateral obligations/agreements in the reporting year and cumulatively since adoption of the Planning Obligations Guidance SPD | 11 in reporting year/ 160 since adoption of the SPD |
|   | <b>SEI POG2</b> – Number and type of planning obligations secured   | 12 contributions from 8 types (see Table 8)         |
|   | <b>SEI POG3</b> - Percentage of qualifying developments for which planning obligations were successfully secured  | 100%  |
|   | <b>SEI POG4</b> - Approvals of (net) new community facility floor space (D1 and D2 use classes)   | 6,053m <sup>2</sup> of additional floor space       |

Table 7: Completed planning agreements completed, and approved community facilities

- 4.3 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. 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. 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.
- 4.4 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. 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. Paragraphs 4.39 to 4.47 and Tables 20 to 23 provide further details of affordable housing secured from qualifying developments.



| Policy objective  | contribution type    | number secured |
|---|----------------------|----------------|
| CS10 – Housing Need   | a) Carbon offset     | 2              |
| CS13 – Access to jobs   | b) Open space        | 2              |
| CS14 – Town centre vitality and viability                       | c) Community         | 1              |
| CS15 – Achieving an integrated and sustainable transport system | d) Employment        | 1              |
| CS17 – Green Infrastructure                                     | e) Sport and leisure | 1              |
| CS21 – Supporting community infrastructure and services         | f) Transport         | 1              |
|   | g) Public realm      | 1              |
|   | h) monitoring        | 3              |

Table 8: SEI POG2 – number and type of planning obligations secured from approved development

- 4.5 In the reporting year, planning obligations were completed in respect of 11 qualifying developments (SEI POG1), excluding any deed of variations or agreements involving restrictions of land use. This is an increase on the previous reporting year. 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 planning agreements there were 12 obligations secured from eight separate categories of site-specific mitigations, services and facilities, listed in Table 8.
- 4.6 The Planning Obligations Guidance SPD, adopted in 2008, includes indicators to monitor the effectiveness of the requirements. It should be noted that the Planning Obligations Guidance SPD will be revised in due course to account for changes to Community Infrastructure Levy (CIL) Regulations. Since the advent of the Community Infrastructure Levy, the scope for planning obligations has reduced and their number will therefore decline compared to historic levels.

## Community infrastructure levy (CIL)

| CIL reporting – information specified in regulation 62(4) of the CIL Regulations 2010 |            |
|---|------------|
| (a) Total CIL receipts for the reporting year   | £2,710,167 |
| (b) Total CIL expenditure for the reporting year                                      | £2,906,564 |
| (c) Summary details of CIL expenditure during the reporting year including:           |            |
| i. Items of infrastructure to which CIL (including land payments) has been applied    |            |
| a. Thamesmead Library   | £18,674    |
| b. Cleeve Meadow School SEN Provision   | £2,013,400 |
| c. Learning and Enterprise College IT Equipment                                       | £351,775   |
| d. Flood Risk Improvements  | £17,720    |
| e. The Engine House Project   | £257,595   |
| f. Bexleyheath Town Centre Public Realm Project                                       | £53,701    |
| g. Bexleyheath Town Centre Revitalisation Phase 2 Implementation                      | £8,554     |

| CIL reporting – information specified in regulation 62(4) of the CIL Regulations 2010  |  |
|--|--|
| h. Playground Improvement Programme  | £133,311                                 |
| i. Hall Place Improvement Works  | £15,247                                  |
| j. Hall Place Buildings & Gardens  | £36,586                                  |
| ii. Amount of CIL expenditure on each item   | NIL                                      |
| iii. Amount of CIL applied to repay money borrowed, including any interest, with details of the infrastructure items which that money was used to provide (wholly or in part)              | NIL                                      |
| iv. Amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation | £168,098 (4.2% of total funds collected) |
| (d) Total amount of CIL receipts retained at the end of the reporting year   | £2,988,303                               |

Table 9: Reporting on the spending of Bexley's local community infrastructure levy

- 4.7 Regulation 34(5) of The Town and Country Planning (Local Planning) (England) Regulations 2012 requires, where a local planning authority has prepared a report pursuant to regulation 62 of the Community Infrastructure Levy Regulations 2010, the provision in this monitoring report of the information specified in regulation 62(4) of those Regulations. Further information on Bexley's CIL is available on the [Council's website](#).

## Protection of the built and natural environment

| Policy objective                   | Indicator   | Target      | Performance |
|------------------------------------|---|-------------|-------------|
| CS09 – Using resources sustainably | LOI01 – Percentage of new dwellings approved on previously developed land | 60% minimum | 87%         |

Table 10: Development on previously developed land

- 4.8 A key performance target is for a minimum of 60% of new residential development in the borough to be built on previously developed land. Table 10 sets out the performance in the reporting year. All non-residential developments completed in the reporting year was on previously developed land, and for residential developments, performance for this reporting year was 87%.
- 4.9 The percentage of approved applications for new homes on previously developed land remains consistently and significantly higher than the minimum target of 60%, demonstrating that the planning policies remain effective in directing development onto previously developed (brownfield) land.

| Policy objective                       | Indicator                                      | Target | Performance |
|--|--|--------|-------------|
| CS01 Achieving Sustainable Development | LOI02– Securing appropriate standards for HMOs | 100%   | 100%        |

Table 11: Securing appropriate standards for HMOs

- 4.10 On 24 September 2017, an Article 4 Direction came into effect that removed permitted development rights in the borough to change the use of residential dwellings (Use Class C3), to houses of multiple occupation (HMOs) (Use Class C4). Table 11 sets out the performance in the reporting year.

- 4.11 Seventeen planning applications have been submitted for this type of development. Of these, 11 were approved, three were withdrawn by the applicant, and three were refused. The Article 4 Direction has given the Council the opportunity to adjudicate the impact of the development on local amenity and ensure that appropriate standards were met through conditions included in the planning decisions.

| Policy objective  | Indicator   | Target   | Performance   |
|---|---|--|---|
| CS09 – Using resources sustainably<br>CS17 – Green Infrastructure | LOI10 – Inappropriate development in Metropolitan Green Belt or on Metropolitan Open Land | Less than 5% of relevant applications approved | 0.22% of relevant applications approved (3 approvals) |

Table 12: Development on Green Belt or Metropolitan Open Land

- 4.12 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 Metropolitan Green Belt and this, along with Metropolitan Open Land (MOL), makes up approximately 12% of the borough's land area.
- 4.13 Inappropriate development should be refused 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.
- 4.14 Inappropriate development on Green Belt land should only be approved in very special circumstances to prevent urban sprawl and protect the open character of the Green Belt. Table 12 sets out the performance in the reporting year.
- 4.15 Three applications involving inappropriate development on Green Belt or Metropolitan Open Land were approved. Two of the applications were for demolition of existing buildings and erection of residential dwellings at Parsonage Lane and Monterey Close, and one application was the erection of an outbuilding to provide ancillary business amenities at Stables Lane. All applications were permitted with conditions as it was considered that in these particular cases the very special circumstances presented by the applicant clearly outweighed the harm resulting from their inappropriateness and any other harm. In coming to these conclusions the Council was satisfied that the circumstances were sufficiently exceptional so as not to set an undesirable precedent which could be readily repeated on other sites.

## Conservation of built heritage, biodiversity and geology

- 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 and local plan policies seek to protect and enhance these areas, which include:
- (a) 23 conservation areas
  - (b) two sites of special scientific interest (SSSI)
  - (c) eight metropolitan grade sites of importance for nature conservation (Metropolitan SINC)
  - (d) 40 borough grade sites of importance for nature conservation (Borough SINC)
  - (e) 12 local grade sites of importance for nature conservation (Local SINC)
  - (f) four local nature reserves (LNR)

| Policy objective                | Indicator   | Target   | Performance |
|---------------------------------|---|--|-------------|
| CS19 – Heritage and archaeology | LOI15 – Approvals that would result in the loss of listed buildings or landmark buildings in conservation areas | Less than 5% of appropriate decisions resulting in loss of buildings | 0%          |

Table 13: Loss of listed or landmark buildings

- 4.17 Indicator LOI15 monitors any loss of 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. Conservation area boundaries are reflected on the Local Plan Proposals Map.

| Policy objective                | Indicator  | Target                         | Performance |
|---------------------------------|--|--------------------------------|-------------|
| CS18 – Biodiversity and geology | LOI16 – Net change in area of biodiversity importance and/or protected by nature conservation designations | No net loss of designated land | No net loss |

Table 14: Changes in biodiversity habitat

- 4.18 Indicator LOI16 monitors changes to areas designated for their biodiversity importance and/or protected by nature conservation designations (see (c) through (e) in paragraph 4.17 above). During the reporting year, there was one development approval recorded on SINC. This development was for Old Farm Park, Old Farm Avenue, Sidcup. However, the existing SINC will be retained whilst further enhancements will be made to the western parcel of the site.
- 4.19 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 proposed within the development. 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. Final SINC boundaries are reflected on the Local Plan Proposals Map.
- 4.20 The 2016 SINC Report designates approximately 1,710 hectares of land within Bexley as SINC. This shows an overall increase of approximately 42 hectares of designated SINC between 2011 and 2016. All the main findings of the review are published in the SINC Report, which can be found on the Council's website.
- 4.21 More recently a partial review of SINC has been initiated as part of the preparation of the Local Plan. As part of the call for sites exercise, sites were put forward for nature conservation designation consideration. This was followed up with further opportunity to comment on these sites in the Regulation 18 Local Plan consultation document. Once any changes to SINC are approved, the 2016 SINC Report will be updated and reissued on the Council's website.

## Securing the right type and amount of new housing

- 4.22 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 adopted Bexley Local Plan, with many potential housing sites falling in and around the borough's main town centres and other well connected places, such as around railway stations.
- 4.23 There are two designated London Plan Opportunity Areas in Bexley and several planning approvals secured for a Greater London Authority 'Housing Zone' in the Abbey Wood and South Thamesmead area. The first of these developments, Southmere Village, is currently under construction.

- 4.24 In addition, the remaining undeveloped housing site allocation from the current Bexley Local Plan, Erith Quarry, is underway, after extensive site preparation of this former quarry and landfill site. Some housing has been completed in the reporting year and remaining units under construction or with planning approval are listed in the five year housing land supply.

| Reporting year | Net dwellings from approved schemes | Net dwellings from completed development |
|----------------|-------------------------------------|--|
| 2019/20        | 816                                 | 192                                      |
| 2018/19        | 1,054                               | 566                                      |
| 2017/18        | 615                                 | 277                                      |
| 2016/17        | 2408                                | 816                                      |
| 2015/16        | 689                                 | 109                                      |
| 2014/15        | 435                                 | 807                                      |
| 2013/14        | 600                                 | 542                                      |
| 2012/13        | 1,049                               | 426                                      |
| <b>Total</b>   | <b>7,666</b>                        | <b>3,735</b>                             |

Table 15: Net additional dwellings since adoption of relevant local plan policies

- 4.25 During the reporting year 192 net new conventional (C3 use class) dwellings were completed. There were no non-conventional housing completions. Since the adoption of relevant local plan policies in 2012, the annual housing supply monitoring target has been met in net completions of new dwellings, with net approvals exceeding the target (see Table 15). The annual average number of housing completions is 467 (net) new dwellings. For approvals, the annual average is 958 (net) new dwellings.

## Monitoring the delivery and supply of housing – the housing trajectory

- 4.26 Indicator H2 measures recent levels of conventional and non-conventional housing delivery since adoption of relevant local plan policies (H2(a)), delivery in the reporting year (H2(b)) and provides the summary figures from the housing trajectory (H2(c) and (d)).

| Policy objective                         | Indicator: H2 – net additional dwellings                                      | Target | Performance  |
|--|---|--------|--------------|
| CS01 – Achieving sustainable development | (a) cumulative from start of the plan period (2012/13)                        | 3,457  | 3,753        |
|  | (b) for the reporting year (2019/20):   | 446    | 192          |
|  | (c) in future years (2021/22 to 2035/36):                                     |        |              |
|  | (i) managed supply, including a 20% uplift in supply for the first five years | 10,911 | 11,328       |
|  | (ii) hectares   | N/A    | 150 hectares |
|  | (iii) annualised plan target (from 1 April 2021)                              | 685    | N/A          |
|  | (d) projected net additions (2021/22 to 2035/36)                              | 10,275 | 10,648       |

Table 16: Indicator H2 (housing trajectory summary) - net additional dwellings

|                       | 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 | 32/33 | 33/34 | 34/35 | 35/36 |
|-----------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|--------|--------|--------|--------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
|                       | Yr1   | Yr2   | Yr3   | Yr4   | Yr5   | Yr6   | Yr7   | Rep   | Cur   | 1      | 2      | 3      | 4      | 5      | 6     | 7     | 8     | 9     | 10    | 11    | 12    | 13    | 14    | 15    |
| H2(a) performance     |       |       |       |       |       |       |       |       |       |        |        |        |        |        |       |       |       |       |       |       |       |       |       |       |
| H2(b) performance     | 426   | 542   | 807   | 109   | 816   | 277   | 566   | 192   | 236   |        |        |        |        |        |       |       |       |       |       |       |       |       |       |       |
| H2(c) projections:    |       |       |       |       |       |       |       |       |       |        |        |        |        |        |       |       |       |       |       |       |       |       |       |       |
| (i) managed supply    |       |       |       |       |       |       |       |       |       | 649    | 649    | 954    | 954    | 954    | 696   | 696   | 696   | 679   | 679   | 679   | 679   | 679   | 728   | 728   |
| (ii) hectares         |       |       |       |       |       |       |       | 8,782 | 3,668 | 18,275 | 18,275 | 18,275 | 18,275 | 18,275 |       |       |       |       |       |       |       |       |       |       |
| (iii) target          | 335   | 446   | 446   | 446   | 446   | 446   | 446   | 446   | 466   | 685    | 685    | 685    | 685    | 685    | 685   | 685   | 685   | 685   | 685   | 685   | 685   | 685   | 685   | 685   |
| NPPF uplift in supply |       |       |       |       |       |       |       |       |       | 137    | 137    | 137    | 137    | 137    |       |       |       |       |       |       |       |       |       |       |
| H2(d) projections     | 426   | 542   | 807   | 109   | 816   | 277   | 566   | 192   | 236   | 512    | 512    | 817    | 817    | 817    | 696   | 696   | 696   | 679   | 679   | 679   | 679   | 728   | 728   | 728   |

Table 17: Housing trajectory (Indicator H2)

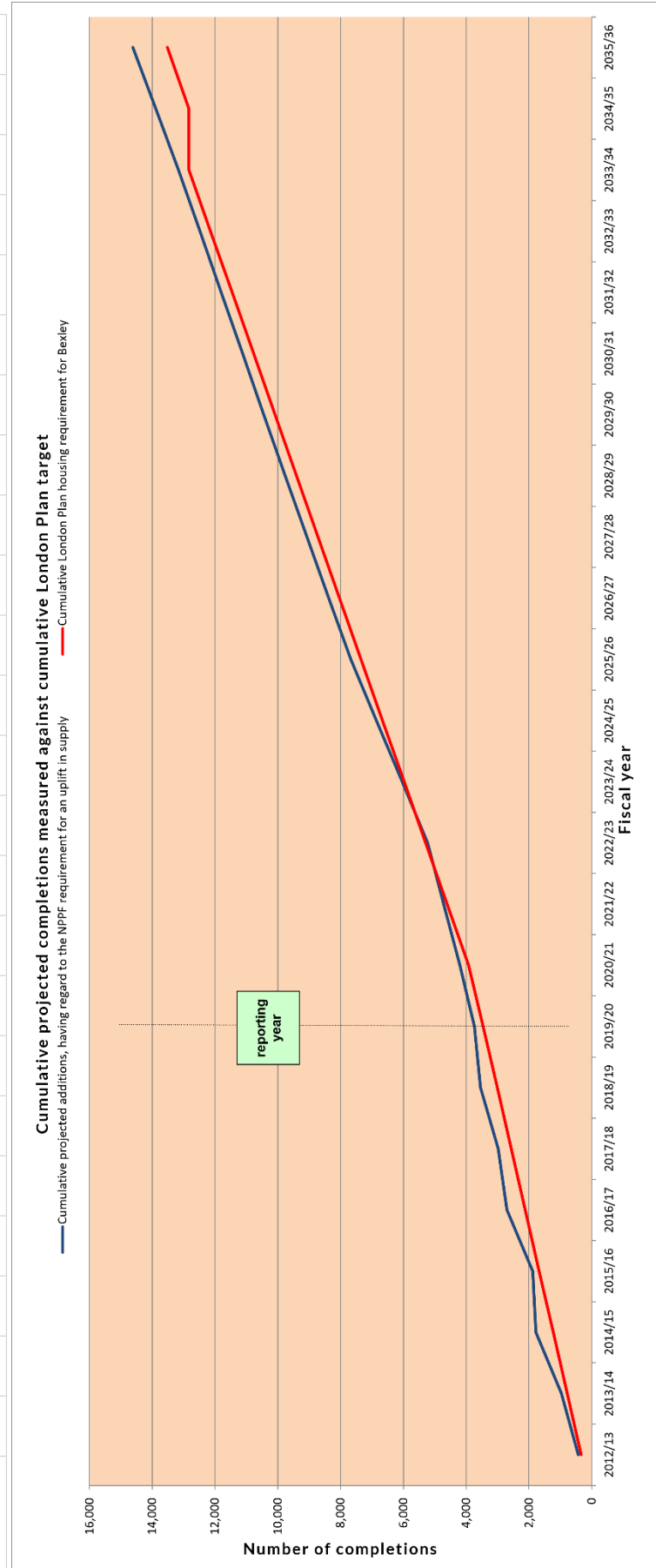


Figure 1: Cumulative projected completions measured against the housing target

- 4.27 Bexley's current Local Plan seeks to meet the current London Plan housing target set for the borough. Looking forward however, the Intend to Publish London Plan sets a 10 year housing target for Bexley of 6,850 new units. It is this new housing target that has been used to calculate Bexley's five year housing land supply, as the supply is a forward looking projection. For the 2019/20 monitoring year, the five-year housing land supply is from 1 April 2021 to 31 March 2026.
- 4.28 The summary information for monitoring indicator H2 set out in Table 16 is further detailed in Table 17. Sub-indicator H2(c) projects future levels of housing supply (both conventional and non-conventional). The projected managed supply (H2(c)(i)) is capable of delivering a total of 11,328 units over the 15 year period from 2021/2022 to 2035/36, which is an average of 755 units a year. This is higher than the annualised plan target of 685 (H2(c)(iii)).
- 4.29 Monitoring indicator H2(c)ii identifies the amount of land in hectares for the managed supply. This figure of 150 hectares has been calculated from the sites in the five year housing land supply and from potential development sites for the remaining 10 years. An estimate of the land needed to deliver the small sites, which makes up a portion of Bexley's housing target, has been included.
- 4.30 Monitoring indicator H2(d) sets out the projected net additional housing, having regard to previous performance. This projection considers the managed supply (including any uplift) against the housing target over the 15 year supply period from 2021/22 to 2035/36. The net additions are projected to be 10,648 new homes. For the first 10 years of the Plan period, the projected supply figure is 6,392 which suggests that the 10-year housing target of 6,850 for Bexley, set out in the Mayor's Intend to Publish London Plan is achievable.
- 4.31 Figure 1 illustrates the housing trajectory. The graph compares the cumulative existing completions and projected completions against the cumulative housing targets from the beginning of the Plan period. This figure illustrates that housing provision in Bexley has been – and is projected to continue to be – in line with the housing targets for Bexley set in the Intend to Publish London Plan.

### **The Council's five year housing land supply assessment**

- 4.32 Paragraph 74 of the National Planning Policy Framework (NPPF) states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement. The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the Plan period) of
- 5% to ensure choice and competition in the market for land, or
  - 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.
- 4.33 In 2018 Government introduced an annual Housing Delivery Test that assesses the performance of local planning authorities in delivering housing against their annual housing target over a three year period. The first assessment (the 2018 measurement) was published by MHCLG in February 2019. The 2019 measurement was published in February 2020. Bexley was measured at 130%, meaning that the housing delivery target for the three years from 2016 to 2019 has been exceeded.
- 4.34 The 2020 measurement was published in February 2021 during the preparation of the 2019/20 local plan monitoring report. Bexley was measured at 81%, meaning that the 20% buffer set out in paragraph 74 of the NPPF would need to be applied to the supply of sites that provide the minimum of five years' worth of housing against the borough's London Plan housing target. Therefore, the



London Plan five-year target of 3,425 dwellings needs a buffer of 685 additional capacity. This has been added to the housing trajectory (see Tables 16 and 17).

- 4.35 In setting its five year supply, the Council has considered sites identified within the London Strategic Housing Land Availability Assessment and Housing Capacity Study 2017 (SHLAA 2017), 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. Large-scale development schemes are phased where necessary, based on information provided by developers, to ensure the number of dwellings counted within the five year supply can be realistically delivered within this time period.

| Source of identified sites  | Net additional dwellings |
|---|--------------------------|
| sites under construction  | 1,680                    |
| sites with current planning permission (including some outline approvals) | 1,564                    |
| London plan annual small sites windfall allowance (x 3 years)             | 915                      |
| <b>Total five year housing supply</b>                                     | <b>4,159</b>             |

Table 18: Five-year housing supply assessment (2021 to 2026) summary

- 4.36 Table 18 summarises Bexley's five-year housing land supply assessment from 1 April 2021 to 31 March 2026. With a projected total land supply providing for 4,159 net new dwellings, the Council considers that Bexley is on course to meet its proposed new London Plan housing target of 3,425 homes. The supply includes the NPPF buffer of 20% surplus capacity for the five year supply. The [full assessment is published on the Council's website](#) within the Authority Monitoring Report section.

| Development                                    | Net units    | SHLAA Ref.            | Borough reference                | Area (ha)     |
|--|--------------|-----------------------|----------------------------------|---------------|
| Southmere Village, Abbey Wood                  | 533          | 17040320              | 16/01251/FULM                    | 2.780         |
| Former Bexley Civic Offices, Bexleyheath       | 518          | 17040027              | 17/02745/FULM                    | 1.740         |
| Former Erith Quarry                            | 390          | 17040325/<br>17040177 | 14/02155/OUTM;<br>OUTM01; OUTM26 | 7.690         |
| Binsey Walk, Thamesmead                        | 259          | 17040326              | 16/01287/OUTM                    | 1.755         |
| Former Linpac site, Slade Green                | 219          | 17040183              | 15/00370/OUTM                    | 3.346         |
| Co-op Food, 124 Station Road, Sidcup           | 59           | 17040093              | 18/01214/FULM                    | 0.280         |
| Ballast Wharf, West Street, Erith              | 54           | 17040308              | 08/11096/FULM                    | 0.229         |
| Land at West Street and St Francis Road, Erith | 42           | 17040148              | 18/01437/FULM                    | 0.255         |
| 35 – 37 Lesney Park Road                       | 25           | 17040016              | 19/02274/FULM                    | 0.560         |
| <b>Totals</b>                                  | <b>2,099</b> |                       |                                  | <b>18.635</b> |

Table 19: SHLAA sites pipeline development from the five year housing supply report (2021 to 2026)

- 4.37 At the end of September 2020, there were 2,099 net new dwellings either under construction or with planning permission from nine identified SHLAA sites. Table 19 highlights these SHLAA schemes.



- 4.38 In addition to the five-year supply of specific, deliverable sites (with an appropriate buffer), the NPPF requires that a further ten-year supply of specific sites or areas for development be identified. Sites identified in Bexley through the SHLAA 2017 study, which includes an allowance for small sites, provides a land supply capable of delivering 6,938 net additional dwellings for the 10 year supply period between 2026/27 to 2035/36. This supply is identified in Table 17 and illustrated in Figure 1.

## Additional affordable dwellings

### Completed development

- 4.39 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% affordable and social rent and 30% intermediate housing products, including shared ownership and London Living Rent.
- 4.40 In 2014 a sub-regional Strategic Housing Market Assessment ([SEL SMHA 2014](#)) for southeast London provided an updated housing tenure split for Bexley of 66% social/affordable rent and 34% intermediate housing.

| Policy objective    | Indicator                                      | tenure                 | target | performance |
|---------------------|--|------------------------|--------|-------------|
| CS10 – Housing need | SEI AH5 – Affordable units constructed by type | social/affordable rent | 66%    | 23%         |
|                     |  | intermediate housing   | 34%    | 77%         |

Table 20: Measuring housing need by tenure split against affordable dwellings constructed

- 4.41 Table 20 summarises performance of affordable housing delivered from developments completed in the reporting year. The figures indicate that, of the 73 affordable dwellings completed, delivery of intermediate housing products has been oversupplied by 127% whilst only 35% of social and affordable rent products have been supplied, when compared to the tenure split set out in the SEL SHMA 2014. It should however be noted that the delivery in the reporting year is from a single development within a regeneration area where there was a need to rebalance the tenure split towards intermediate housing in the interests of promoting renewal and creating mixed and balanced communities.

| Reporting year | total affordable dwellings | social/affordable rent | intermediate housing | % social/affordable rent | % intermediate housing |
|----------------|----------------------------|------------------------|----------------------|--------------------------|------------------------|
| 2019/20        | 73                         | 17                     | 56                   | 23%                      | 77%                    |
| 2018/19        | 290                        | 182                    | 108                  | 63%                      | 37%                    |
| 2017/18        | 0                          | 0                      | 0                    | 0%                       | 0%                     |
| 2016/17        | 180                        | 105                    | 75                   | 58%                      | 42%                    |
| 2015/16        | 263                        | 183                    | 80                   | 70%                      | 30%                    |
| 2014/15        | 265                        | 109                    | 156                  | 41%                      | 59%                    |
| 2013/14        | 96                         | 56                     | 40                   | 58%                      | 42%                    |
| 2012/13        | 30                         | 18                     | 12                   | 60%                      | 40%                    |
| Totals         | 1,197                      | 670                    | 527                  | 56%                      | 44%                    |

Table 21: Affordable dwellings completed (gross) by number and tenure split

- 4.42 The figures set out in Table 21 are for the total number of new affordable dwellings built since the beginning of the Plan period broken down by year. The percentage split of the affordable housing tenures over the eight year period is 56% affordable and social rent and 44% intermediate housing.

### Approved development

| Policy objective    | Indicator  | Target      | Approvals |
|---------------------|--|-------------|-----------|
| CS10 – Housing need | LOI03 – Percentage of affordable housing from qualifying residential development | Minimum 35% | 51%       |

Table 22: Affordable housing secured from approved qualifying development

- 4.43 In qualifying residential developments of more than 10 (net) new homes, the policy requirement is for developers to provide a minimum of 35% affordable housing. Indicator LOI03 measures the effectiveness of this policy. Table 22 identifies performance for the reporting year.
- 4.44 In the reporting year, there were thirteen qualifying private residential developments approved. Not all qualifying residential developments were able to provide affordable housing. Seven schemes provided affordable housing on-site, three schemes provided payments in lieu, two were subject to S106 agreements and one scheme was for live/work units on the upper floors.

| Reporting year | no. of schemes | no. of dwellings | no. of affordable dwellings | percentage of affordable | percentage of social/affordable rent tenure | percentage of intermediate housing | Payment in lieu   |
|----------------|----------------|------------------|-----------------------------|--------------------------|---|------------------------------------|-------------------|
| 2019/20        | 13             | 741              | 376                         | 51%                      | 51%   | 49%                                | £775,000          |
| 2018/19        | 5              | 799              | 189                         | 24%                      | 66%   | 34%                                | £0                |
| 2017/18        | 6              | 270              | 54                          | 20%                      | 70%   | 30%                                | £75,000           |
| 2016/17        | 10             | 1,903            | 789                         | 41%                      | 59%   | 41%                                | £0                |
| 2015/16        | 7              | 534              | 222                         | 42%                      | 62%   | 38%                                | £1,658,502        |
| 2014/15        | 3              | 140              | 64                          | 46%                      | 91%   | 9%                                 | £0                |
| 2013/14        | 7              | 557              | 304                         | 55%                      | 77%   | 23%                                | £0                |
| 2012/13        | 5              | 1,071            | 426                         | 40%                      | 66%   | 34%                                | £0                |
| <b>Totals</b>  | <b>56</b>      | <b>6,015</b>     | <b>2,424</b>                | <b>40%</b>               | <b>63%</b>                                  | <b>37%</b>                         | <b>£2,508,502</b> |

Table 23: Affordable housing secured from approved qualifying development

- 4.45 Table 23 identifies performance on LOI03 since the adoption of local plan policies (percentages taken from gross figures). Since the beginning of the Plan period the percentage of affordable housing secured from approved qualifying schemes, at 40%, remains above the policy threshold of 35%.
- 4.46 In addition, the affordable housing tenure split of 63% social rent to 37% intermediate is quite close to Bexley's identified need in the SEL SHMA 2014, demonstrating that development schemes that have secured planning approval are seeking to achieve the tenure split set out in the SEL SHMA 2014.
- 4.47 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 policy requirement of a minimum of 35% affordable housing in qualifying residential developments.

## Monitoring the need for affordable housing

| Policy objective    | Indicator                      | Performance |
|---------------------|--------------------------------|-------------|
| CS10 – Housing need | SEI AH2 – Average house prices | £339,110    |

Table 24: Average house price in the borough at end of the reporting year

- 4.48 SEI AH2 monitors the average house price in Bexley. At the end of the reporting year, the average price was £339,110. This is an increase of 1%, compared with £336,680 for the previous year. Data from the Land Registry identifies the borough's average house price as remaining amongst the lowest in London.
- 4.49 Nonetheless, the new Crossrail line at Abbey Wood, scheduled to commence service in 2021, will halve journey times to many central London destinations, and is already attracting new businesses and investment to the local area.

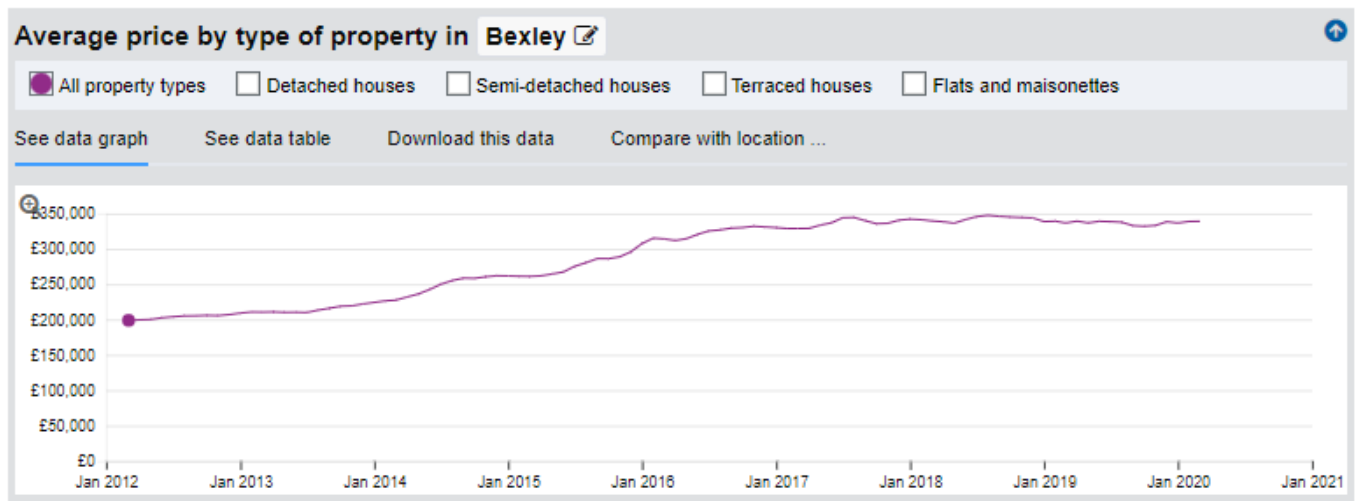


Figure 2: Average house prices in Bexley from February 2012 to March 2020 (source: Land Registry)

- 4.50 Figure 2 charts the average house price in Bexley over the eight years from the beginning of the Plan period in 2012 to March 2020. House prices remained relatively static in the low £200,000 range until mid-2013, when there was steady growth for around four years, with average prices rising to just under £340,000, where they have levelled off and remain.

| Policy objective    | Indicator  | Performance |
|---------------------|--|-------------|
| CS10 – Housing need | SEI AH4 – Number of people on the housing register | 6,588       |

Table 25: Number of people on the housing register in the reporting year

- 4.51 The number of people on the housing register in this reporting year has decreased from 6,646 people in 2018/19 to 6,588 people at the end of March 2020.

## Dwelling size – completed and approved development

- 4.52 The Affordable Housing and Design for Living [supplementary planning documents](#) (SPDs) produced by the Council identify dwelling size as primary indicators of monitoring the effectiveness of the local plan policies in meeting identified housing need.
- 4.53 The SPDs introduced the indicators SEI AH1 and SEI RDG1, which measures completed developments and approved developments respectively against the size and types (tenure) of new homes needed in the borough. Figures for these measurements are gross, not net, in order to be able to count the size of each dwelling and attribute it to a specific tenure.
- 4.54 The [SEL SHMA 2014](#) has identified that all housing delivered over the Plan period should be divided into 67% of 1 and 2 bed dwellings and 33% of 3 and 4 bed dwellings, to meet identified need. This is measured for both market and affordable housing.

| Policy objective    | Indicator   | total number of dwellings (gross) | 1 and 2 bedrooms | 3 and 4+ bedrooms |
|---------------------|---|-----------------------------------|------------------|-------------------|
| CS10 – Housing need | SEI AH1 – Dwelling size (completions)                     | 226                               | 78%              | 22%               |
|                     | SEI RDG1 – Dwelling size (approvals)                      | 1,136                             | 86%              | 14%               |
|                     | SEL SHMA 2014 – dwellings size split over the Plan period | N/A                               | 67%              | 33%               |

Table 26: Dwelling size – gross approvals and completions in the reporting year

- 4.55 Table 26 sets out the gross dwelling completions (SEI AH1) and approvals (SEI RDG1) in the reporting year and provides these as percentages of 1 and 2 bed dwellings and 3 and 4+ dwellings. During the reporting year, completed and approved developments are delivering a higher number of smaller units than the requirement over the whole of the Plan period.

| Indicator                             | market | intermediate | affordable rent |
|---------------------------------------|--------|--------------|-----------------|
| <b>1 and 2 bedroom dwellings</b>      |        |              |                 |
| SEI AH1 – Dwelling size (completions) | 66%    | 29%          | 6%              |
| SEI RDG1 – Dwelling size (approvals)  | 74%    | 10%          | 16%             |
| SEL SHMA 2014 (dwelling size targets) | 52%    | 15%          | 33%             |
| <b>3 and 4+ bedroom dwellings</b>     |        |              |                 |
| SEI AH1 – Dwelling size (completions) | 76%    | 10%          | 14%             |
| SEI RDG1 – Dwelling size (approvals)  | 69%    | 7%           | 23%             |
| SEL SHMA 2014 (dwelling size targets) | 46%    | 20%          | 34%             |

Table 27: Measuring performance in the reporting year against the dwelling size targets

- 4.56 Table 27 measures the percentage of new dwellings that have been approved and completed during the reporting against the identified need for specific sizes of dwellings within the different housing tenures over the Plan period. Read across the rows of Table 27 to see the breakdown between tenure, and down the columns for each housing type to see how the borough has performed against the housing size recommendations in the SEL SHMA 2014.

| Reporting year | number of 1 beds | percent of 1 beds | number of 2 beds | percent of 2 beds | number of 3 beds | percent of 3 beds | number of 4+ beds | percent of 4+ beds | Total        |
|----------------|------------------|-------------------|------------------|-------------------|------------------|-------------------|-------------------|--------------------|--------------|
| 2019/20        | 89               | 39%               | 88               | 39%               | 21               | 9%                | 28                | 12%                | 226          |
| 2018/19        | 217              | 29%               | 378              | 51%               | 138              | 19%               | 12                | 2%                 | 745          |
| 2017/18        | 109              | 36%               | 108              | 36%               | 42               | 14%               | 45                | 15%                | 304          |
| 2016/17        | 159              | 19%               | 355              | 42%               | 151              | 18%               | 176               | 21%                | 841          |
| 2015/16        | 100              | 18%               | 249              | 45%               | 149              | 27%               | 50                | 9%                 | 548          |
| 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>1,282</b>     | <b>29%</b>        | <b>2,079</b>     | <b>46%</b>        | <b>723</b>       | <b>16%</b>        | <b>411</b>        | <b>9%</b>          | <b>4,495</b> |

Table 28: Housing built (gross figures) over the Plan period broken down by dwelling size

4.57 Table 28 sets out the types of housing, broken down by dwelling size, built since the adoption of local plan policies (percentages in the Table may not add up due to rounding). Over this eight year period, 75% of homes built in the borough are 1 or 2 bedroom dwellings, with 25% larger homes (3 or more bedroom dwellings). The housing requirement split is for 66% smaller and 33% larger homes.

| Reporting year | number of 1 beds | percent of 1 beds | number of 2 beds | percent of 2 beds | number of 3 beds | percent of 3 beds | number of 4+ beds | percent of 4+ beds | Total        |
|----------------|------------------|-------------------|------------------|-------------------|------------------|-------------------|-------------------|--------------------|--------------|
| 2019/20        | 421              | 37%               | 561              | 49%               | 109              | 10%               | 45                | 4%                 | 1,136        |
| 2018/19        | 417              | 38%               | 454              | 41%               | 181              | 16%               | 51                | 5%                 | 1,103        |
| 2017/18        | 272              | 40%               | 269              | 40%               | 125              | 18%               | 13                | 2%                 | 679          |
| 2016/17        | 903              | 34%               | 984              | 37%               | 648              | 24%               | 151               | 6%                 | 2,686        |
| 2015/16        | 329              | 34%               | 462              | 48%               | 140              | 15%               | 26                | 3%                 | 958          |
| 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>2,946</b>     | <b>32%</b>        | <b>4,000</b>     | <b>43%</b>        | <b>1,734</b>     | <b>19%</b>        | <b>601</b>        | <b>6%</b>          | <b>9,290</b> |

Table 29: Approved housing (gross figures) over the Plan period broken down by dwelling size

4.58 Table 29 sets out planning approvals for housing broken down by dwelling size since the adoption of local plan policies (note: percentages in the Table may not add up due to rounding). Over this eight year period, approvals for 1 or 2 bedroom dwellings make up 75%, with 25% for dwellings of 3 or more bedrooms. The housing requirement split is for 66% smaller and 33% larger homes.

## Self-build and custom housebuilding

| Policy objective     | Indicator   | target         | Performance |
|----------------------|---|----------------|-------------|
| CS 10 – Housing Need | LIO3 - Number of individuals and groups on the Self-Build and Custom Housebuilding Register | Not applicable | 105         |

Table 30: Total number of registrations on the Self-Build and Custom Housebuilding Register

4.59 The Council keeps a register of those wishing to build their own homes in the borough. This register, called the Self-build and Custom Housebuilding Register, is required by Government legislation, and the requirement for local planning authorities to maintain a register came into effect on 1 April 2016. During the reporting year, 30 additional people registered with the Council.

## Housing density

| Policy objective   | Indicator                                    | target  | Performance   |
|--|--|---|---|
| CS10 – Housing need<br>CS15 – Achieving an integrated and sustainable transport system | SEI RDG2<br>Density of dwellings (approvals) | 100% of housing approvals for new build at least 60 dwellings per hectare ( 60 dph) | 82% of approvals at a density of at least 60 dwellings per hectare (60 dph) |

Table 31: Density of approved housing (gross figures) in the reporting year

4.60 Development Plan policies require that development proposals optimise the use of sites, and Tables 31 and 32 demonstrate that the Council continues to respond to the need for higher density developments, reflecting the London Plan density matrix (Table 3.2 from the London Plan 2016).

| Reporting year | No. of units less than 35 dph | % of total units less than 35 dph | No. of units between 35 – 59 dph | % of total units between 35 – 59 dph | No. of units at 60 dph or more | % of total units at 60 dph or more | Total        | Average annual density |
|----------------|-------------------------------|-----------------------------------|----------------------------------|--------------------------------------|--------------------------------|------------------------------------|--------------|------------------------|
| 2019/20        | 37                            | 3%                                | 162                              | 14%                                  | 937                            | 82%                                | 1136         | 91dph                  |
| 2018/19        | 25                            | 2%                                | 62                               | 6%                                   | 1,016                          | 92%                                | 1,103        | 114dph                 |
| 2017/18        | 23                            | 3%                                | 144                              | 21%                                  | 512                            | 75%                                | 679          | 76dph                  |
| 2016/17        | 49                            | 2%                                | 544                              | 20%                                  | 2,093                          | 78%                                | 2,686        | 112dph                 |
| 2015/16        | 38                            | 4%                                | 41                               | 4%                                   | 879                            | 92%                                | 958          | 95dph                  |
| 2014/15        | 50                            | 11%                               | 133                              | 28%                                  | 287                            | 61%                                | 470          | 57dph                  |
| 2013/14        | ca                            | 10%                               | 52                               | 7%                                   | 630                            | 83%                                | 759          | 98dph                  |
| 2012/13        | 35                            | 2%                                | 397                              | 26%                                  | 1,067                          | 71%                                | 1,499        | 64dph                  |
| <b>Totals</b>  | <b>334</b>                    | <b>4%</b>                         | <b>1,535</b>                     | <b>17%</b>                           | <b>7,421</b>                   | <b>80%</b>                         | <b>9,290</b> |                        |

Table 32: Density of approved housing (gross figures) – dwellings per hectare (dph)

4.61 In the reporting year, this was 82% of all approvals, with the average density from all approvals being 91 dwellings per hectare. Since the adoption of Local plan policies, 80% of all residential development approvals are at 60dph or above.

## Employment and the economy

4.62 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.

### Monitoring the supply of employment floor space in the reporting year

| Policy objective                              | Indicator BD1  | Performance          |
|---|--|----------------------|
| CS12 – Bexley's future economic contributions | Employment uses – net approvals in reporting year (Table 34)   | 3,162m <sup>2</sup>  |
|   | Employment uses – net completions in reporting year (Table 34) | 4,321m <sup>2</sup>  |
| CS13 – Access to jobs                         | Employment floor space pipeline in reporting year (Table 35)   | 62,162m <sup>2</sup> |

Table 33: Supply of employment floor space (net)

4.63 Indicator BD1 measures the net amount of employment floor space completed and, in the pipeline (approved, not started or under construction), during the reporting year. This is summarised in Table 33, with details provided in Tables 34 and 35.

| Development phase     |       | B1a    | B1b | B1c   | B1 not allocated | B2 industrial | B8 warehouse | Development phase total |
|-----------------------|-------|--------|-----|-------|------------------|---------------|--------------|-------------------------|
| Permissions granted   | gross | 14     | 0   | 4,657 | 1,693            | 7,073         | 4,657        | 18,094m <sup>2</sup>    |
|                       | net   | -6,588 | 0   | 4,224 | -3,266           | 5,058         | 3,734        | 3,162m <sup>2</sup>     |
| Completed development | gross | 1,265  | 0   | 0     | 0                | 154           | 4,090        | 5,509m <sup>2</sup>     |
|                       | net   | 125    | 0   | 0     | 0                | 106           | 4,090        | 4,321m <sup>2</sup>     |

Table 34: Indicator BD1 – Supply of employment floor space (m<sup>2</sup>) by use class (reporting year)

4.64 For completed sites in the reporting year, there was a gain of B1 uses at the Lakeside Complex in Thamesmead, whilst four other office blocks changed to residential development through permitted development rights. In terms of completions, there was a net gain of B2 and a larger net gain of B8 employment floor space.

4.65 Developments granted planning permission show a net loss of 5,630m<sup>2</sup> B1 floor space, 90% of this loss through permitted development rights (office to residential), and a net gain for B2 and B8 uses.

| Development phase | B1a                  | B1b              | B1c                  | B1 not allocated     | B2 industrial     | B8 warehouse         | Development phase total |
|-------------------|----------------------|------------------|----------------------|----------------------|-------------------|----------------------|-------------------------|
| Not Started       | -4,898               | 67               | 22,258               | -3,902               | 455               | 45,825               | 59,805m <sup>2</sup>    |
| Started           | -2,149               | 0                | 2,953                | -145                 | -205              | 1,903                | 2,357m <sup>2</sup>     |
| Use class totals  | -7,047m <sup>2</sup> | 67m <sup>2</sup> | 25,211m <sup>2</sup> | -4,047m <sup>2</sup> | 250m <sup>2</sup> | 47,728m <sup>2</sup> | 62,162m <sup>2</sup>    |

Table 35: Indicator BD1 – Employment floor space (m<sup>2</sup>) pipeline (net) by use class (reporting year)

4.66 The net pipeline figure, for approved developments that are either not started or are under construction, is 62,162m<sup>2</sup> for the reporting year. Overall, the pipeline development indicates a good supply of light industry and warehouse uses in the borough, a smaller gain for heavy industry, and a loss of office space.

## Monitoring the supply of employment floor space from the start of the Plan period

4.67 Indicator BD1 also measures the net amount of employment floor space completed and, in the pipeline (approved, not started or under construction) from the beginning of the Plan period.

| Development type (use class) | B1a                         | B1b                     | B1c                        | B1 unallocated             | B2 industrial              | B8 warehouse               | Total floor space (m <sup>2</sup> ) |
|------------------------------|-----------------------------|-------------------------|----------------------------|----------------------------|----------------------------|----------------------------|-------------------------------------|
| 2019/20                      | -6,588                      | 0                       | 4,224                      | -3,266                     | 5,058                      | 3,734                      | 3,162m <sup>2</sup>                 |
| 2018/19                      | 1,949                       | 0                       | 18,436                     | -855                       | 4,705                      | 14,387                     | 38,622m <sup>2</sup>                |
| 2017/18                      | -5,262                      | 67                      | 5,347                      | -21                        | 3,848                      | 626                        | 4,605m <sup>2</sup>                 |
| 2016/17                      | -27                         | 351                     | 6,594                      | 2,539                      | 5,552                      | 34,394                     | 49,403m <sup>2</sup>                |
| 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>               |
| <b>Use class totals</b>      | <b>-63,988m<sup>2</sup></b> | <b>204m<sup>2</sup></b> | <b>36,235m<sup>2</sup></b> | <b>-1,757m<sup>2</sup></b> | <b>55,754m<sup>2</sup></b> | <b>56,366m<sup>2</sup></b> | <b>82,814m<sup>2</sup></b>          |

Table 36: Supply of employment floor space, by use class and type – yearly approvals

4.68 Table 36 sets out permissions of floor space by employment use class type since the adoption of relevant local plan policies. This illustrates how the distribution of employment uses is changing. The figures demonstrate fewer planning permissions for offices whilst the amount of B1c, B2 and B8 use floor space has increased.

| Development type (use class) | B1a                         | B1b                      | B1c                       | B1 unallocated          | B2 industrial              | B8 warehouse               | Total floor space (m <sup>2</sup> ) |
|------------------------------|-----------------------------|--------------------------|---------------------------|-------------------------|----------------------------|----------------------------|-------------------------------------|
| 2019/20                      | 125                         | 0                        | 0                         | 0                       | 106                        | 4,090                      | 4,321 m <sup>2</sup>                |
| 2018/19                      | -1,266                      | -161                     | 10,225                    | -51                     | 12,549                     | 9,043                      | 30,339m <sup>2</sup>                |
| 2017/18                      | -7,951                      | -53                      | -68                       | 906                     | 7,568                      | -6,635                     | -6,233m <sup>2</sup>                |
| 2016/17                      | -8,186                      | 0                        | 438                       | 0                       | 26,819                     | 281                        | 19,352m <sup>2</sup>                |
| 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>Use class totals</b>      | <b>-36,528m<sup>2</sup></b> | <b>-214m<sup>2</sup></b> | <b>7,768m<sup>2</sup></b> | <b>855m<sup>2</sup></b> | <b>-7,557m<sup>2</sup></b> | <b>42,094m<sup>2</sup></b> | <b>6,418m<sup>2</sup></b>           |

Table 37: Supply of employment floor space, by use class and type – yearly completions

4.69 Table 37 sets out completed floor space by employment use class type since the adoption of relevant local plan policies. Completed development shows a loss of office space and heavy industrial uses, with a gain in light industry (B1c) and more warehouses being built.



| Development phase             | 2012/13                    | 2013/14                 | 2014/15                   | 2015/16                    | 2016/17                    | 2017/18                    | 2018/19                    | 2019/20                    |
|-------------------------------|----------------------------|-------------------------|---------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| Not Started                   | 71,391                     | 35,353                  | 31,185                    | 8,964                      | 41,738                     | -11,231                    | 60,205                     | 59,805                     |
| Started                       | -12,209                    | -35,201                 | -21,744                   | 20,972                     | -2,036                     | 68,033                     | 6,046                      | 2,357                      |
| <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> | <b>39,702m<sup>2</sup></b> | <b>56,802m<sup>2</sup></b> | <b>66,251m<sup>2</sup></b> | <b>62,162m<sup>2</sup></b> |

Table 38: Net additional employment floor space (m<sup>2</sup>) by year (pipeline)

- 4.70 Table 38 sets out annual pipeline development. Pipeline figures are not cumulative year on year; they are a snapshot in time each year, and do not include completed schemes that may have a loss of employment floor space. Nonetheless, since 2015/16 the supply in the pipeline remains at a healthy rate year on year, although the last two years show a large amount of the supply as not started.

## Monitoring the development of designated employment land over the Plan period

- 4.71 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).

| Policy objective  | Indicator  | Target  | Performance              |
|---|--|---|--------------------------|
| CS12 – Bexley’s future economic contribution<br>CS13 – Access to jobs | LOI11 – area of land allocated for industrial use taken up for development | All sites identified in UDP Appendix I to be taken up by 2016 | 39.85 hectares developed |

Table 39: Allocated employment land taken up for industrial uses

- 4.72 LOI11 (Table 39) 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.
- 4.73 Performance against this indicator is dependent on developers bringing sites forward, and during the reporting year, 2.96 hectares of industrial land from this list was brought forward with approved development proposals for 12,690m<sup>2</sup> of industrial floor space.

| Policy objective                             | Indicator  | Target  | Performance    |
|--|--|---|----------------|
| CS12 – Bexley’s future economic contribution | LOI12 – managed release of employment land to other uses | 43 to 50 hectares of employment land released by 2026 | 20.45 hectares |

Table 40: Allocated employment land released to other uses

- 4.74 The Bexley Core Strategy and the London Plan identifies the managed release of up to 50 hectares of designated employment land across the borough over the Plan period. This land will be formally designated for its new use on the policies map as part of the new local plan, which is currently in production. The performance against this target (expressed as a range) is cumulative since the beginning of the Plan period and the amount of land released for other uses (primarily residential) is currently at 41% of the high end of the target of 50 hectares, and 48% of the lower end of the target.

## Traffic and transportation

- 4.75 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. This results in a greater reliance on private vehicles for travel.
- 4.76 The Greater London Authority (GLA) Act 1999 requires each London borough to prepare a Local Implementation Plan (LIP) containing its proposals for the implementation of the Mayor of London's Transport Strategy (MTS) published in March 2018, covering the period from 2019 to 2041.
- 4.77 The current LIP (LIP3) was adopted by the Council in March 2019, receiving the Mayor of London's approval in April 2019. Whilst the LIP3 covers the same period as the MTS it also takes account of the transport elements of the draft new London Plan and other relevant Mayoral and local policies.
- 4.78 The LIP3 document sets out the Council's long term goals and transport objectives, including targets and outcomes, and delivery proposals for Bexley as well as a three-year programme of investment starting in 2019/20. A more detailed delivery plan is included for the financial year 2019/20.

## Achieving public transport oriented development (TOD)

- 4.79 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   | 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 41: New dwellings approved within 800m of public transport in the reporting year

- 4.80 There were no residential developments approved that were beyond 800 metres of a daily public transport service in the reporting year.

| Policy objective   | Indicator   | Target                            | Performance |
|--|---|-----------------------------------|-------------|
| UDP policy T17 and London Plan Table 6.2 (parking standards) | LOI14 – number of development schemes (commercial and major residential) approved exceeding maximum parking standards | Fewer than 5% of schemes approved | 0%          |

Table 42: Schemes approved that exceed maximum parking standards in the reporting year

- 4.81 There were no applications approved 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.

## Shopping and town centres

- 4.82 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. 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<br>CS02 to CS07 – Geographic region policies<br>CS14 – Town centre vitality and viability | LOI08 – Major retail approvals fulfilling the sequential ‘town centre first’ approach | 100% in or edge of centre | 100%        |

**Table 43: New retail (A1) floor space approvals in the reporting year**

4.83 Indicator LOI08 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. Major applications are included where net additional floor space is gained in retail uses (Use Class A1 – A5). In the reporting year, there were no major applications where net additional floor space was gained in retail uses.

| Policy objective                          | Indicator  | Target      | Performance |
|---|--|-------------|-------------|
| CS14 – Town centre vitality and viability | LOI05 – Vacancy rate of shops in strategic and major district shopping centres | Maximum 10% | 5.7%        |
|   | LOI09 – Vacancy rate of shops in district centres and neighbourhood parades    | Maximum 10% | 9.3%        |

**Table 44: Shop vacancy rates in the reporting year**

4.84 Tables 44 and 45 set out the performance of indicators LOI05 and LOI09, which monitor the percentage of vacant shops across town centres, both for the reporting year and since the beginning of the Plan period. The target is for vacancy rates not to exceed 10% overall across all town centres.

4.85 In the reporting year, the combined vacancy in strategic and major district centres, at 5.7%, met the local indicator target of a shop premises vacancy rate not exceeding 10%. In addition, the combined vacancy in district centres and neighbourhood centres, at 9.3%, met the local indicator target of a maximum 10% shop vacancy rate.

| Year    | Bexleyheath strategic centre | Crayford major district centre | Erith major district centre | Sidcup major district centre | Welling major district centre | District centres | Neighbourhood centres |
|---------|------------------------------|--------------------------------|-----------------------------|------------------------------|-------------------------------|------------------|-----------------------|
| 2019/20 | 5.5%                         | 8.2%                           | 2.6%                        | 5.5%                         | 6.0%                          | 6.8%             | 9.3%                  |
| 2018/19 | 10.6%                        | 6.9%                           | 3.6%                        | 7.9%                         | 4.8%                          | 6.1%             | 9.3%                  |
| 2017/18 | 11.0%                        | 8.3%                           | 7.0%                        | 7.5%                         | 5.7%                          | 5.0%             | 9.3%                  |
| 2016/17 | 11.3%                        | 7.6%                           | 7.0%                        | 5.2%                         | 3.4%                          | 5.0%             | 9.3%                  |
| 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 45: Town centre annual vacancy rates from the start of the Plan period**

- 4.86 Table 45 provides annual vacancy rates across the strategic and each of the major district town centres, and combined vacancy rates for the district centres and for the neighbourhood centres since the beginning of the Plan period.

## Waste and minerals

- 4.87 Bexley's residents continue to achieve one of the highest levels of recycling in the country and the highest in London. During the reporting year, 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.
- 4.88 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 pool its London Plan waste capacity apportionment requirements to make the most efficient use of any surplus capacity.

| Policy objective                    | Indicator  | Performance     |
|-------------------------------------|--|-----------------|
| 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)           | 113,300 tonnes  |

Table 46: Capacity of new waste facilities – amount of waste arising and managed in the reporting year

- 4.89 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 46.

| Type of waste process | Landfill | Incineration (energy from waste) | Recycled/ composted | Other | Total   |
|-----------------------|----------|----------------------------------|---------------------|-------|---------|
| Amount (tonnes)       | 168      | 54,678                           | 58,454              | 0     | 113,300 |
| Percent               | 0.1%     | 48.3%                            | 51.6%               | 0%    | 100%    |

Table 47: Municipal waste managed, by type and amount in the reporting year

- 4.90 Indicator W2 identifies 113,300 tonnes of municipal waste managed within the borough during the reporting year. Table 47 gives the breakdown of how this waste was processed during the year, with less than 1% ending up in landfill.

| Indicator W2            | 2012/13 | 2013/14 | 2014/15 | 2015/16 | 2016/17 | 2017/18 | 2018/19 | 2019/20 |
|-------------------------|---------|---------|---------|---------|---------|---------|---------|---------|
| Amount of waste managed | 117,259 | 118,950 | 119,747 | 121,299 | 121,304 | 120,869 | 120,247 | 113,300 |

Table 48: Municipal waste arisings (figures in tonnes) since adoption of relevant local plan policies

- 4.91 Bexley's total amount of managed municipal waste peaked between 2015 and 2017 and has been decreasing since then, most significantly in the reporting year, as illustrated in Table 48. 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 50% of municipal waste now being recycled or composted.

## Aggregates

- 4.92 Bexley is a member of the London Aggregates Working Party (LAWP), which monitors the supply and demand for aggregates, rocks or building material to be used in construction. The borough is a mineral planning authority. All mineral planning authorities are required to produce an Annual Local Aggregate Assessment (paragraph 145 of the National Planning Policy Planning Framework). In a bid to promote joint working with the 35 mineral planning authorities in London the Mayor produces a London-wide assessment, the most recent being the [London Local Aggregate Assessment 2018](#).
- 4.93 The National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) provide the policy framework for aggregates supply and the role of AWP. The London Plan sets out aggregates policy for London. The LAWP met twice during 2019. It agreed the 2018 Annual Report and considered policy and planning practice matters affecting aggregates supply.

| 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 49: Production of aggregates in the reporting year

- 4.94 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 two aggregates wharves and seven 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. The [LAWP Annual Report 2019](#) provides aggregates monitoring information for London.

## Appendix 1 – Local development scheme timetable

The 2019 LDS was in place during the reporting year, with an amendment to the timetable in March 2020. However, two further updates to the 2019 LDS occurred prior to finalising the 2019/20 local plan monitoring report. The first was in June 2020, with the document reviewed and updated in response to Government's planning guidance for the coronavirus (COVID-19) pandemic, and again in February 2021 with amendments to the local plan timetable. This timetable is shown in Table 50 below. Quarters are for calendar years, not financial years (e.g. Quarter 4 is October to December).

### Bexley Local Plan

**Role and subject:** A single development plan document that contains: strategic policies to guide the growth and development of the borough over the plan period and beyond; development management policies that are used on a day-to-day basis to determine general planning applications; and spatial/site specific policies. The policies are represented spatially on a borough-wide policies map.

**Geographic coverage:** The entirety of London Borough of Bexley's administrative area.

**Status:** Development plan document.

**Chain of conformity:** Consistent with the National Planning Policy Framework and in general conformity with The London Plan.

| Key milestone  | Description   | Timetable                  |
|--|---|----------------------------|
| Regulation 18 – Public participation in the preparation of the Local Plan  | Consultation on the preferred approaches to strategic and development management policies and site assessments.   | 15 February – 7 April 2019 |
| Integrated impact assessment (IIA) scoping report  | Consultation on the scoping report – identifies the scope and level of detail of information to be included in the IIA report.  | 15 February – 7 April 2019 |
| Regulation 19 – Publication of the proposed submission version Local Plan  | Opportunity for persons to comment on the soundness of the Draft Local Plan.  | Quarter 2, 2021            |
| Regulation 22 – Submission of the Draft Local Plan, consultation statement and representations to the Secretary of State | Submission of the publication version of the plan along with comments received at publication stage and any supporting documents – the decision to submit to the Secretary of State, and for Cabinet to be given delegated authority to adopt at a Public Cabinet meeting, is taken at a meeting of the Full Council. | Quarter 4, 2021            |
| Regulation 24 – Independent examination into the soundness of the Local Plan by a Planning Inspector                     | Anyone who has made representations seeking to change a published local plan will, if they request, be given the opportunity of attending the hearing.  | Quarter 1, 2022            |
| Regulation 26 – Adoption of the Local Plan following receipt of Inspector's report                                       | Decision to adopt will be taken at a Public Cabinet. Anyone aggrieved by this decision has the right to make an application to the High Court within six weeks of the date of adoption as per Section 113 of the Planning and Compulsory Purchase Act 2004 (as amended).  | Quarter 3, 2022            |

Table 50: Timetable and stages for the preparation of the new Bexley local plan