CABINET
21 July 2015

Title: Barking and Dagenham Local Plan – Issues and Options

Report of the Cabinet Member for Regeneration

Open Report For Decision
Wards Affected: All Key Decision: Yes
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Accountable Divisional Director: Jeremy Grint, Divisional Director of Regeneration
Accountable Director: Chris Naylor, Chief Executive

Summary

The Council’s Local Plan was adopted in 2010. It needs reviewing to take forward the Council’s new Vision and Priorities and its ambitious growth agenda. The Local Plan sets out how the borough and its partners want the borough to look like over the next fifteen years and the polices which will deliver this change. The first stage in reviewing the Local Plan is to consult on an issues and options report. This is attached as Appendix 1. It begins by explaining how the borough has changed over the last 150 years from two Essex towns to one London Borough. It then moves on to briefly describe the borough’s vision and the potential to deliver 35,000 new homes and 10,000 new jobs by 2030 across seven growth hubs.

The consultation paper is then split into three sections

- Planning for new homes and new jobs between 2015-2030
- Ensuring growth improves quality of life
- Delivering the plan

Since this is the issues and options stage of preparing the Local Plan it doesn’t present a definitive vision for the borough in 2030 but instead sets out and tests the implications of building 35,000 new homes and delivering 10,000 new jobs by 2030. Not only in terms of land use implications but also what this means for the future of the borough in terms of:

- who are the new homes for
- where will residents work
- how to plan business growth

It then looks at how growth might be managed so that it improves quality of life and makes Barking and Dagenham an even more attractive place to live; a destination of choice. It focuses first on what infrastructure such as transport, schools and healthcare is necessary to support this level of growth. It then looks at how development can be designed so that it strengthens and celebrates the qualities that define Barking and Dagenham. It then briefly, in the light of the reducing role of the Council, touches on how the Local Plan can
empower people to do more for themselves whilst strengthening the institutions which support local communities. Following on from this it goes into some detail on the important role of the Local Plan in improving access to healthcare and allowing people to lead healthy and fulfilling lives, how to tackle climate change and plan for its effects and how to create safer and more resilient communities.

The issues and options report then concludes with a section devoted to the delivery of the Local Plan, putting the ambitious targets for new homes into context and how the necessary supporting infrastructure might be funded.

The intention is to use the issues and options report as a background document for a comprehensive engagement exercise with residents, businesses and the voluntary sector. This exercise will be designed around the Council’s website and social media whilst also reaching out to hard to reach groups.

The Local Plan issues and options consultation will coincide with the Council’s Growth Commission and feed into its work and address its conclusions. The Growth Commission is led by Mike Emmerich who was the architect of the Greater Manchester devolution deal and is tasked with answering the question, in the light of the borough’s growth potential, what kind of place should Barking and Dagenham be in the future. The Commission is due to report in March 2016.

Cabinet is also being asked to agree the timetable for the Local Plan review which is set out in the Local Development Scheme attached as Appendix 2, an updated Statement of Community Involvement attached as Appendix 3 which explains how the Council intends to consult on the Local Plan and planning applications and the Local Plan Sustainability Appraisal Scoping Report attached as Appendix 4. All these documents are statutory.

Recommendation(s)

The Cabinet is recommended to:

(i) Agree the Local Plan Issues and Options report attached as Appendix 1 for public consultation;

(ii) Agree the Local Plan Local Development Scheme attached as Appendix 2;

(iii) Agree the Local Plan Statement of Community Involvement attached as Appendix 3; and

(iv) Agree the Local Plan Sustainability Appraisal Scoping Report attached as Appendix 4.

Reason(s)

To deliver the Council’s vision and priorities.
1. **Introduction and Background**

1.1 The Local Plan sets out how the borough and its partners want the borough to look like over the next fifteen years and the polices which will deliver this change. It was adopted in 2010 and now needs reviewing to ensure it is focused on delivering the Council’s Vision and Priorities which includes an ambitious growth agenda.

1.2 The process of reviewing the Local Plan includes two statutory consultations, first on issues and options and then on a draft plan before it is submitted to the Secretary of State for an Independent Examination by the Planning Inspectorate.

1.3 This report presents a draft consultation issues and options report for approval. At this stage the Council needs to set out the main issues it will face over the next fifteen years in planning the borough and the options for addressing these so that it can engage residents, businesses, the voluntary sector and other stakeholders in agreeing the future plan for the borough. The consultation is planned for eight weeks during September and October. This exercise will be designed around the Council’s website and social media whilst also reaching out to hard to reach groups.

1.4 The Local Plan issues and options consultation will coincide with the Council’s Growth Commission and feed into its work and address its conclusions. The Growth Commission is led by Mike Emmerich who was the architect of the Greater Manchester devolution deal. The Commission is tasked with answering the question, in the light of the borough’s growth potential, what kind of place should Barking and Dagenham be in the future. How do we make growth benefit the people who live here now and in the future? The Commission will try and understand how Barking and Dagenham’s economic and social structure has evolved to become the place it is today, how it functions now, how it should function in the future and what role it should play in London, particularly east London. This involves deciding what kind of regeneration we want, how we make it happen and how we make sure growth delivers a place that enables people to live the lives they aspire to lead. This also links to Ambition 2020 as once there is a collective view on what kind of place Barking and Dagenham should be and how to achieve this, the Council can then design sustainable services around how people are likely to live their lives in future and how the borough is likely to function as a place. The Council can then be more certain about what income Growth will deliver from sources such as Community Infrastructure Levy, New Homes Bonus, business rates and Council Tax. The Growth Commission will also be instrumental in strengthening the case for devolution of funding streams such as stamp duty so that the Council has more control over its own future. The Commission is due to report in March 2016 which will enable the draft Local Plan to address its conclusions.

1.5 Over the last 150 years large projects have transformed the character of the borough. Developments such as the expansion of the railways and underground, the Becontree Estate and Dagenham Fords caused the borough’s population to increase tenfold as it was transformed from a rural area into a London suburb. Once again the borough is facing a period of transformational change. This time, coincidental with the borough’s 50th anniversary, there is the opportunity to plan this change as One London Borough and One Community.

1.6 Barking and Dagenham contains some of the most significant development opportunities within the “Greatest City on Earth” and is at the axis of the growth
areas of the Lower and Upper Lea Valley, Stratford, the Royal Docks and the City Fringe to the west and London Riverside to the east. It has the potential for 35,000 new homes and 10,000 new jobs by 2030 in mixed use developments across seven growth hubs. The Local Plan review is an opportunity to seek consensus around what sort of place the Council and its partners, residents, businesses and the voluntary sector want Barking and Dagenham to be in 2030. What is Barking and Dagenham’s place and role in London, particularly east London?

2. Proposal and Issues

2.1 The Local Plan has an impact on all the issues which are key determinants in someone’s quality of life whether the quality and availability of housing, access to jobs, health and education and skills. The links between education, health, skills, work and housing and quality of life are well versed. For example the Marmot Review demonstrates that inequalities in education outcomes affect physical and mental health as well as income, employment and quality of life. Decent housing is a basic condition to allow children to reach their full potential. Barking and Dagenham is the eight most deprived Local Authority in England and the Local Plan will need to understand how the borough’s regeneration opportunities can be planned so that they improve the quality of life of existing and new residents in the borough. The Local Plan issues and options report provided at Appendix 1, looks first at how many new homes and new jobs can be delivered by 2030, and then examines how this level of growth might be planned so that it improves quality of life.

Planning for new homes and new jobs between 2015-2030

2.2 The borough’s population is forecast to increase from 185,900 in 2011, to 250,000 by 2031 to 274,900 in 2041. Alongside Tower Hamlets it is the fastest growing borough in the country. Due to this the London Plan identifies a need for 49,000-62,000 homes each year across the capital between 2015 and 2036. The results of the Council’s own housing need study will be known in August but is likely to show a similar level of need. However the London Plan has only identified enough land to build 42,000 homes a year across London. Currently Barking and Dagenham’s housing supply target from the London Plan is 1236 new homes a year, committing to building 35,000 homes by 2030 would increase this to 2333 and make a significant contribution to meeting London wide housing need. Whilst this is a significant increase it still represents less than 5% of the total annual new housing target for London.

2.3 The issues and options reports identifies that the potential to build 35000 homes by 2030 depends on rezoning 117 hectares of industrial land for 16000 homes. In addition 13,000 homes already enjoy planning permission and there is potential for 4,000 homes in Barking Town Centre and 1500 on Beam Park. This includes the housing sites put forward by landowners and developers during the Council’s call for sites.

2.4 One fifth of the urban area of Barking and Dagenham, more than any other London Borough, is protected for industrial uses yet over the next fifteen years only 10% of jobs growth will come from these areas. Despite the number of people employed in industry falling by over two thirds since 1950 the extent of industrial land remains very similar.
2.5 If 117 hectares of land, as set out in the issues and options report, is released for housing, Barking and Dagenham will still have a larger proportion of its urban area protected for industrial uses than any other London Borough. Industrial land in Barking and Dagenham, particularly Thames Road and River Road is underused and home to low grade uses which is difficult to justify in London where land is a scarce and valuable resource and where the London Plan is unable to identify enough sites to meet identified housing need. These areas harm the image of the borough due to the poor quality environment they create. They sit uncomfortably along existing housing, harming resident’s quality of life and also frustrate the development of adjacent regeneration sites such as Barking Riverside. These areas employ relatively few people in often low skilled jobs and if replaced by housing could generate as many jobs as are lost. Many of these jobs would be in businesses and organisations supporting the increased population whether new shops in Barking Town Centre, new schools or new services.

2.6 The issues and options report suggests that the Council could then focus on generating the projected 10,000 new jobs by 2030 within the borough’s town centers’, major housing sites and remaining industrial areas including the London Sustainable Industries Park, LondonEastuk and Barking Town Centre across the six growth sectors identified in the Council’s Growth Strategy. In order for existing and new residents to access jobs locally and outside the borough it will important for them to have the necessary skills to compete for them and the Local Plan can require new developments to deliver training plans and apprenticeships as part of their schemes as well as prioritizing the recruitment of local people and the use of local business.

2.7 Committing to providing 35,000 new homes by 2030 would also strengthen the case for important new transport links including river crossings across the Rivers Thames and Roding, improved rail links to Stratford, better bus services and improvements to the A13 including tunneling between Lodge Avenue and Gale Street.

2.8 The industrial sites proposed for rezoning are the Creekmouth and Thames Road sites which adjoin the Barking Riverside development. These can deliver 6000 homes. The Ford Stamping Plant which has capacity for 2000 homes. The Chadwell Heath Industrial Estate with capacity for 3000 homes. Finally there is potential for a further 5000 homes on the Rippleside site but this is predicated on undergrounding the A13 and a new rail station at Renwick Road on the Barking Overground extension.

2.9 As part of the Local Plan review officers have reviewed the Green Belt boundary. Two sites, Barking College and Collier Row Road have been put forward for release from the Green Belt during the call for sites but officers consider they do not justify removal as they meet the purposes of including land in the Green Belt. However in the interests of creating a more robust and defendable boundary officers are suggesting the following alterations:

- Excluding the Woodlands and Central Park nursery sites so the Green Belt boundary follows the boundary of Central Park
- Excluding the playing fields of All Saints School and the allotment site to the north. Currently the Green Belt boundary goes through the middle of the playing field and does not follow an existing boundary.
• Excluding the development around Clemence Road to the south of the Leys Estate. This is a built up area and does not meet the purposes of including land in the Green Belt.
• Including the northern part of the Chadwell Heath cemetery

2.10 The issues and options report then moves on to ask who are we building new homes for and where will the new residents work?

Who are the new homes being built for and where will new residents work

2.11 The London Plan sets targets for how much new housing should be for sale, to rent, and affordable as follows:

• 48% housing for sale
• 12% institutionally owned properly managed private rented housing
• 24% shared ownership, low cost home ownership and rent to buy
• 16% subsidised rent at 50%-80% of market rents

2.12 The private rented sector locally is blighted by homes in multiple occupation and poorly managed buy to let which the Council is tackling through its licensing scheme and Article 4 Direction. Most of these homes are not purpose built as buy to let but ex Council housing stock or new homes that are rented out. It is intended that this 12% comprises institutional private rented housing in purpose built, managed apartment blocks with on site facilities such as gyms and cafes. This gives people who want to rent an alternative to living in poor quality buy to let accommodation and hopefully makes this a less attractive option. The Council can also explore ways to make sure that new homes built for sale are not bought by landlords are converted into buy-to-let properties or bought by investors who leave them empty. This is called buy-to-leave. Options include putting clauses in S106 agreements.

2.13 Barking and Dagenham may be London’s most affordable borough but it is the 44th most expensive place to live in the UK and local incomes are less than the national average. Currently the average house price in the borough is £274,467 ten times average local incomes of £26926 a year \(^1\). In 2012, 20.2% of residents in employment earned less than £7 per hour and average local incomes are less now than they were in 2009.\(^2\) This has caused between 2001-2011 a decrease in home ownership but a doubling in the number of households renting privately. Barking and Dagenham has the fourth highest proportion in London of households living in Council or Housing Associated rented property.

2.14 The issues and options report explains that meeting the London Plan targets for affordable housing will be difficult in Barking and Dagenham where due to the economics of development there is a reliance on affordable housing grant to deliver affordable homes. For this reason it explores the impact of applying lower percentages of affordable housing, 25% (option 1) and 30% (option 2), compared to the London Plan target of 40%, to a higher overall housing supply figure, 2333 net new homes a year, against the London Plan target of 1236. It shows that applying the lower percentages of affordable housing to the higher housing supply figure delivers higher numbers of affordable homes overall and that under all three

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\(^1\) Land Registry March 2015  
\(^2\) Nomis 2014  
\(^3\) ONS 2014 average weekly earnings 2014 £517.8, 2009 £523.7
options Barking and Dagenham would still have one of the highest proportions of affordable housing in London. All three options would allow the Council to fulfil its statutory obligations in providing housing for those in priority need whilst at the same time prioritising affordable housing for working households on low to middle incomes. 4 This is consistent with the Council’s Vision and Priorities and also with the objective of enabling social responsibility and building a more resilient community which is less dependent on the Council and does more for itself.

2.15 Barking and Dagenham’s attractiveness as a place for working Londoners to move and put down roots is likely to increase as the borough enjoys excellent access to those parts of London which are experiencing significant jobs growth. This includes Central London, the Royal Docks, Canary Wharf and Stratford. The borough’s population is forecast to increase by 65,000 by 2031 but the number of jobs by only 10,000, and therefore the majority of the working aged people within this figure will work outside the borough. Barking and Dagenham as London’s most affordable borough has an important role to play in allowing people who work in London to live in London whether in market housing or affordable housing. It is essential for the local and London-wide economy that workers on low to middle incomes are able to live in the capital. This includes key workers crucial to keeping the capitals vital public service running.

2.16 Securing the right mix of housing will therefore help increase average incomes and attract households with more spending power for the benefit of local shops and services and therefore job creation. This is critical in increasing employment and therefore in raising incomes and improving people’s quality of life and standard of living.

2.17 Alongside the Local Plan review the Council is putting together a 15 year housing plan. This will map the supply of new affordable to test what is deliverable with regard to the different mechanisms for delivering affordable housing and to ensure that the right size and tenure of affordable housing is provided in the right locations. This Local Plan will look to avoid providing more capped/social rented housing in locations where there is already a concentration such as Barking Town Centre or Marks Gate to try and break the cycle of deprivation and instead focus on forms of housing such as shared ownership in these locations.

2.18 The report also explains that the Council is required to set pitch targets for gypsies and travellers and plot targets for travelling show people based on a local assessment of need, then to identify and keep updated a supply of five years worth of sites to meet local targets, and developable sites or broad locations for growth for years 6-10 and if possible 11-15 years. The Council will need to do a study to inform the Local Plan. Previously the Mayor of London estimated there was a requirement for between 9-14 pitches in the borough over ten years.

Creating new jobs beyond industrial areas

2.19 The issues and options report then examines the future of the borough’s town centres in the light of population growth and the changing nature of retailing. It takes forward the objectives of the Barking Town Centre Strategy in proposing that

4 Secton 167(2) of the Housing Act 1996
Barking Town Centre is the focus of housing delivery, east London’s Cultural Hub, a place to work, to live, to be entertained, to keep fit and to learn.

2.20 Outside Barking Town Centre it identifies the potential for intensifying development in Dagenham Heathway and linking this to a New Heart for Dagenham at Chequers Corner around a remodelled retail park and an East London Industrial Heritage museum. It considers that the Heathway can benefit from the thousands of new homes planned along the A1306 as it enjoys good bus links and is a short walk from Chequers Corner. It also identifies the potential for a district centre at Merry Fiddlers stretching north to south from ASDAs to Morrison and east to west from the Civic to the Merry Fiddlers shopping parade.

2.21 The Local Plan review is an opportunity to consider how best to ensure the right mix of uses in retail frontages. Recent changes to permitted development now allow changes of use between retail and non-retail uses without planning permission but betting shops and pay day loan uses have had their permitted development rights removed. These changes render existing Local Plan retail frontage policy redundant and therefore it is proposed that new policies should focus not on what something is but what contribution it makes to the success of the town centre.

Ensuring growth improves quality of life

2.22 The Local Plan issues and options report then looks at how growth can be planned to improve quality of life. For growth to succeed it considers it must:

- Reduce deprivation.
- Be planned carefully in a way which ensures the infrastructure to support existing and new communities and businesses is understood, planned for, financed and future proof
- Enhance the places, spaces and qualities that define Barking and Dagenham now and in the future
- Empower people to do more themselves whilst strengthening the institutions which support local communities
- Allow residents convenient access to jobs across London
- Improve access to healthcare and allow people to lead healthy and fulfilling lives
- Raise attainment and realise aspiration for every child at all stages of life
- Tackle climate change and plans for its affects
- Create safer and more resilient communities.

2.23 The issues and options report explains that the Local Plan will need to plan the requirement for new transport links, new schools, health facilities, community spaces, open spaces, play pitches, sports facilities, utilities, emergency services and broadband to meet the demands of 35,000 new homes and 10,000 new jobs. This links to the Council’s objective to support residents to take responsibility for themselves, their homes and their community and to enable people to live healthy lifestyles. Improving access to healthcare and lifelong learning allows people to lead healthy and fulfilling lives and to take advantage of the opportunities London has to offer improving life chances, and removing barriers that prevent people from reaching their full potential.
2.24 The Local Plan also needs to ensure that utility infrastructure, such as gas, electricity and water, can cope with the demands of growth. This includes ensuring new homes and businesses have access to superfast internet which will help make these locations more attractive places to live and invest, increase the productivity of businesses and enable residents to access a wider variety of services and products. Consultation on the issues and options paper will allow the Council to engage with the gas, water, electricity, sewerage and broadband providers to ensure they are geared up to serving the quantity of new homes and jobs being planned for.

2.25 The issues and options report sets out the borough’s transport priorities which are necessary to ensure new and existing homes have convenient access to the places where people want to work, shop and visit taking into account the growth in jobs in the Royal Docks, Canary Wharf, Stratford and the Lower Lea Valley. By 2030 over 65,000 residents could be commuting outside the borough for work. It then identifies the schools, health care facilities and recreation facilities needed to support the new housing sites proposed. This excludes Barking Riverside where the necessary infrastructure is captured by the existing planning permission which is being reviewed. For 25,000 new homes it identifies a need for 21 new primary schools, 7 new secondary schools, 25 GPs, 1 fire station and 245 police officers. National Government, London Buses, Transport for London, Network Rail and National Express, the NHS, Sport England, the GLA, community groups and education providers will all be consulted on the issues and options report to ensure growth is planned in a coherent and comprehensive way.

2.26 Through business rates, Community Infrastructure Levy and New Homes Bonus new development can generate funding to pay for the infrastructure. However due to the economics of development in the borough there is likely to be a gap between what infrastructure is needed and what can be afforded. This gap will reduce as the borough becomes a more attractive place to invest as developers recognise the potential that exists and values increase. The Council is also reviewing its Community Infrastructure Levy to ensure it is set at the right level and maximises receipts without threatening development viability.

2.27 The Council in partnership with the GLA, TfL and Havering are undertaking a Development Infrastructure Study. This will identify the infrastructure requirements across London Riverside, its costs and then the sources of funding to fund this. It is likely that it will identify a significant funding gap and this will add weight to the case for east London Councils to have more control over locally generated income streams such as Stamp Duty.

2.28 There is a challenge for the Local Plan to ensure that growth makes a positive contribution to the borough and strengthens the borough’s character and makes it an even more attractive place to live and visit. In this respect Barking and Dagenham is not dissimilar to the rest of London in that it comprises a number of different areas each with their own character, diversity and meaning. The issues and options report defines the ten different character areas which make up the borough. It suggests that by understanding the characters of these areas the Local Plan can provide more detailed guidance on what density and size of development is acceptable in each thereby ensuring it is sympathetic to the surrounding area and makes a positive contribution to it.
2.29 For the very biggest sites such as Chadwell Heath, Creekmouth, Thames Road, Beam Park and Rippleside the Local Plan could set out development principles drawing on best practice from home and abroad. These sites can be designed to incorporate a mix of uses at ground floor level to accommodate commercial and community space arranged around high quality open spaces. Not only space for the shops and services to support new housing but also affordable space for small and medium sized businesses. This enables people to shop, learn, access their health services, cultural activities, work and spend their leisure time locally in walkable neighbourhoods designed to meet the needs of the community at all stages whilst also being well connected to the rest of the borough. This concept is called Lifetime Neighbourhoods.

2.30 For smaller infill sites it recognises that areas like the Leftley Estate, Dagenham East and the Becontree Estate each have their own distinct character and have come under a lot of pressure for new development especially on side plots or properties with large gardens. The issues and options paper proposes that back and side garden developments are ruled out in the interests of maintaining the integrity of the borough’s existing housing estates, reducing car parking pressures and focusing growth on brownfield sites. For the Becontree Estate in particular it proposes design guidance for householders and landlords to encourage them when doing renovations, alterations and extensions to be sympathetic to the original character of their property.

2.31 The Local Plan has an important role in empowering people to do more for themselves whilst strengthening the institutions which support local communities. Just as it is necessary to understand the characters of the different places which comprise the borough to make sure new development enhances this so it is necessary to understand how people use the borough and in particular which are the institutions which underpin the social fabric of the borough. This could be faith groups, community groups, sports clubs, social clubs and so on. The Local Plan provides an opportunity to ensure that the demands arising from new development are understood and can be properly planned so that the space for these groups can be provided within new centres or hubs, or if necessary funding directed to existing centres where more capacity is needed.

2.32 The Local Plan can enable people to live healthier lifestyles and ensure that new and existing residents have convenient access to the healthcare facilities they rely on. Taking forward the recommendations of the Council’s Health and Wellbeing Strategy and building on the evidence in the Joint Strategic Needs Assessment the issues and options report sets out a number of ways the Local Plan can enable people to live healthier lifestyles. This includes ensuring that new development has convenient and safe access to a range of open spaces offering formal and informal recreation opportunities including children’s playspace. This includes the borough’s network of parks and open spaces. The borough has more publicly access green space than it does industrial land. However many of these spaces require investment to meet the needs of the borough’s growing population which is becoming more diverse, younger but also with increasing numbers of older people. Open spaces have an important role to play not only in enabling people to live healthier lifestyles but also in managing and adapting to climate change and also air pollution.

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6 The percentage of the population of the borough utilising outdoor space for exercise/health reasons was 7.8% in 2013/14 and 11.3% in 2012/13. This compares with the London average of 11.8% in 2013/14 and 10.5 in 2012/13.
2.33 The Local Plan has a vital role in mitigating the impacts of climate change and adapting to its effects. This is not just an environmental issue the measures to tackle and adapt to climate change can also benefit the local economy and residents quality of life. The Mayor of London seeks to achieve an overall reduction in London’s carbon dioxide emissions of 60% below 1990 levels by 2025. The issues and options report sets out a number of measures the Local Plan could include to tackle climate change adapt to its effects. This includes taking forward the proposals in the Barking and Dagenham Energy Services Company.

2.34 The Local Plan has an important role in creating safer and more resilient communities. The Barking and Dagenham Community Safety Strategy 2014-2017 aims to prevent and reduce crime and anti-social behaviour. The crime rate has fallen between 2003/4 and 2013/14 from 133.2 crimes per thousand to 82.6 crimes per thousand. The design of development, in line with the principles of Lifetime Neighbourhoods, can help encourage people to interact and look after one another through the location of public buildings and the design of public spaces. Safer environments can be created by ensuring roads, footpaths and other public spaces enjoy natural surveillance with activity maximised at the ground floor of new buildings with dead space and blank frontages minimised.

Other statutory Local Plan documents

2.35 As part of the Local Plan review the Council has prepared a Local Development Scheme (LDS) which sets out the timetable for the Local Plan review. This is attached as Appendix 2. This is a statutory document. Currently the Local Plan is a portfolio of different documents including the Core Strategy, Borough Wide Development Policies, Site Specific Allocations, Barking Town Centre Area Action Plan and a number of Supplementary Planning Documents. It is proposed to incorporate all these in one Local Plan document as recommended by National Planning Policy Guidance.

2.36 The proposed timetable for the Local Plan review is as follows:

- Issues and options consultation – September and October 2015
- Draft Local Plan to Cabinet and Assembly – June/July 2016
- Draft Local Plan consultation – August to September 2016
- Submit Local Plan to Secretary of State – November 2016
- Examination – January 2017
- Adoption assembly – May 2017

2.37 The Council has also updated its Local Plan Statement of Community Involvement (SCI). This is also a statutory document and sets out the Council’s commitment to involving the local community in preparing the Local Plan and also in consulting on planning applications. This is attached as Appendix 3.

2.38 It is a statutory duty for the Council to undertake a Sustainability Appraisal (SA) of the Local Plan incorporating the requirements of Strategic Environmental Assessment. At this stage this requires the Council to consult on and agree a Sustainability Scoping Report. This establishes the baseline social, environmental and economic information for the borough and key sustainability issues from which a Sustainability Framework has been developed which will be used to assess Local
Plan alternatives against. The Council has consulted on a draft Sustainability Scoping Report and the final version is attached as Appendix 4. A Sustainability Report will then be published for consultation alongside the consultation on the draft Local Plan. The Sustainability Appraisal plays an important part in demonstrating that the Local Plan reflects sustainability objectives and has considered reasonable alternatives.

2.39 The Council is in the process of review its Community Infrastructure Levy (CIL). This was introduced on 3 April 2015 and is a standard charge on new development in the borough which creates new floorspace. It was based on financial modelling one in 2012 and since then development viability has improved and therefore it is necessary to redo the modelling to establish if the charges are at the right level of whether they should be increased.

3. Options Appraisal

3.1 The Local Plan will set out how the borough and its partners want the borough to look like over the next fifteen years and the policies to deliver this change. It was adopted in 2010 and the review is necessary to ensure it is focused on delivering the Council’s Vision and Priorities which include an ambitious growth agenda. National Planning Policy Guidance advises that Local Plans should be reviewed every five years.

3.2 The issues and options stage of preparing the Local Plan allows the Council to consult on the main issues it will face in planning the borough over the next 15 years and the options available to address these. Alternatively the Council could chose not to review its Local Plan however this would make it harder to deliver the Council’s agreed vision and priorities. Change will happen with or without the Local Plan; this is evident in population projections for the borough. Reviewing the Local Plan will allow the Council to plan this change so that the benefits of growth are maximised for the borough’s residents old and new.

4. Consultation

4.1 Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 requires the Council to consult residents and specific and general consultation bodies in preparing the Local Plan. The planned consultation on the issues and options report is intended to fulfil this requirement. Cabinet is asked to agree the issues and options report attached as appendix 1 for consultation. After this consultation the Council needs to address the feedback received and consult on a draft Local Plan as required by regulation 19. The Council must also consult the Strategic Environmental Assessment consultation bodies on the information and level of detail to include in the sustainability appraisal report.
5. Financial Implications

Implications completed by: Carl Tomlinson, Finance Group Manager

5.1 The cost of preparing the Local Plan and consultation will be met from within the existing Regeneration budget. The proposals set out in the Issues and Options report are consistent with the Council’s Vision and Priorities.

5.2 The Local plan encompasses a large number of Borough wide proposals that will affect housing, local businesses and stakeholders, infrastructure, public realm, environmental issues and local services such as schools, leisure facilities and public health provision.

5.3 The production and finalising of the Local Plan does not commit the Authority to any of the individual developments and schemes mentioned. Some of the projects in the plan have already been reported to Cabinet and future proposals will also need to be the subject of individual reports where the business cases and full financial implications will need to be separately assessed to ensure their viability.

5.4 In general, there will be significant financial benefits to the Authority if the proposed Local Plan is successfully implemented. These include increases in Council Tax as a result of the rise in the number of housing units and increases in the level of NNDR as a result of expanding the business potential of the Authority. The likely increase in population will, however, place considerable additional demands on local services unless members of the community are empowered to do more for themselves.

5.5 There will also be income in respect of New Homes Bonuses (if the current arrangements continue), Community Infrastructure Levies and Section 106 agreements. However, at this early stage in the process and with insufficient details available on the individual proposals it is not possible to accurately assess the actual amounts of income that will be forthcoming.

6. Legal Implications

Implications completed by: Paul Feild, Senior Corporate Governance Solicitor

6.1 Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 requires the Council to consult residents and specific and general consultation bodies in preparing the Local Plan. This is the purpose of this report. It must take into account any representations received in preparing the Local Plan. Cabinet is asked to agree the issues and options report attached as appendix 1 for consultation.

6.2 The Council under section 19(5) of the Planning and Compulsory Purchase Act 2004 must undertake a Sustainability Appraisal of the Local Plan incorporating Strategic Environmental Assessment as required by European Directive 2001/42/EC

6.3 Section 18 of the Planning and Compulsory Purchase Act 2004 requires local planning authorities to produce a Statement of Community Involvement, which
should explain how they will engage local communities and other interested parties in producing their Local Plan and determining planning applications.

6.4 A Local Development Scheme is required under Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011). This must specify (among other matters) the documents which, when prepared, will comprise the Local Plan for the area.

7. Other Implications

7.1 Risk Management – The National Planning Policy Framework (NPPF) makes clear that the Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound i.e.

- Positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- Consistent with national policy – the plan should enable the delivery of sustainable development

It is intended to undertaken comprehensive consultation on the issues and options report including with the Duty to Cooperate bodes. A soundness checklist will be completed following the issues and options consultation to ensure all the legal and procedural requirements have been satisfied and that the soundness tests have been met. The issues and options report has been prepared to satisfy Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The LDS, SCI and Sustainability Appraisal Scoping Report are also statutory documents.

7.2 Corporate Policy and Customer Impact – The Local Plan sets out how the borough and its partners want the borough to look like over the next fifteen years and the polices which will deliver this change. It was adopted in 2010 and the review is necessary to address and test the Council’s Vision and Priorities which include an ambitious growth agenda. It also addresses the relevant parts of the Joint Strategic Needs Assessment, Health and Wellbeing Strategy, Housing Strategy, Barking and Dagenham Community Safety Strategy, Children’s and Young People’s Plan, Growth Strategy and Barking Town Centre Strategy. The Local Plan issues and options consultation will coincide with the Council’s Growth Commission and feed into its work and address its conclusions.

In line with the Council’s Statement of Community Involvement the consultation on Local Plan issues and options will include engaging organisations representing the various equality groups.
Officers have identified the current and forecast population profile of the borough in terms of people, households, age groups and ethnicity in preparing the baseline for the Sustainability Appraisal Scoping Report and this has also been addressed in the issues and options report.

7.3 **Safeguarding Children** – The issues and options report addresses the issue of how growth can be planned so it improves quality of life. Raising attainment and improving life chances is important to this. Therefore the report covers how new development can be designed to enable people including children to live healthy lifestyles and therefore reduce obesity levels in the borough, it identifies the importance of making sure school leavers have the skills to compete for jobs within and outside the borough and the means to reach these, and it recognises the importance of planning new schools as an integral part of the master planning of the proposed major new housing sites.

7.4 **Health Issues** – Taking forward the recommendations of the Council’s Health and Wellbeing Strategy and building on the evidence in the Joint Strategic Needs Assessment the issues and options report sets out a number of ways the Local Plan can enable people to live healthier lifestyles. It also, using data from the Healthy Urban Development Unit model, identifies the necessary healthcare facilities to support growth.

7.5 **Crime and Disorder Issues** – Section 17 of the Crime and Disorder Act 1998 places a responsibility on local authorities to consider the crime and disorder implications of any proposals. The issues and options report recognises that the design of development can prevent and reduce crime and the fear of crime. It also identifies how many new police officers are need to support the increased population in 2030.

7.6 **Property / Asset Issues** – All development proposals will need to be in line with the Local Plan and therefore it will have an impact on the future use of the Council’s Property and Assets where the need for planning permission is involved.

**Background Papers Used in the Preparation of the Report:** None

**List of appendices:**

- **Appendix 1**: One Borough, One Plan, draft Issues and Options Report.
- **Appendix 2**: Local Plan Local Development Scheme
- **Appendix 3**: Local Plan Statement of Community Involvement
- **Appendix 4**: Local Plan Sustainability Appraisal Scoping Report