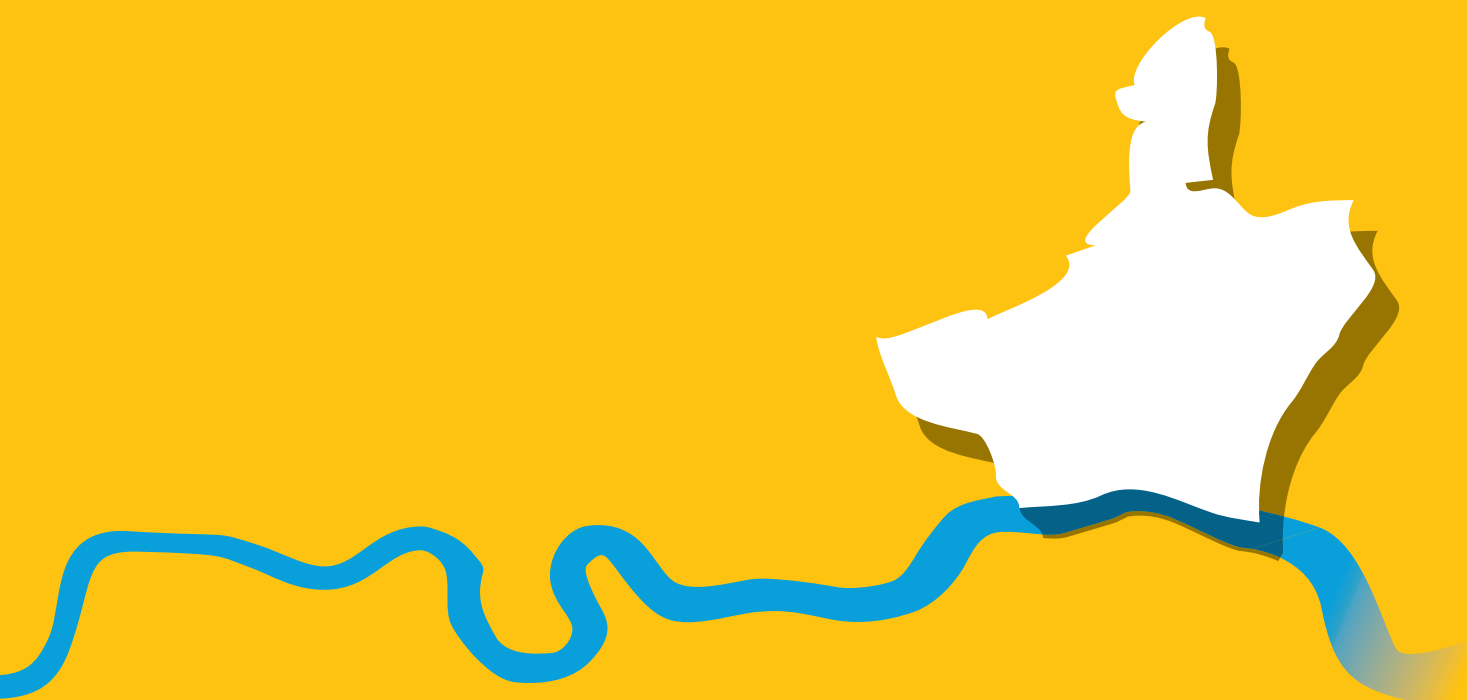


Issues and Options Report

July 2015



One borough; one community; one plan

www.lbbd.gov.uk/localplan
London's growth opportunity



Section	Contents	Page
1	What is the Local Plan?	3
2	From two Essex towns to one London borough	6
3	The Council's vision	9
4	Planning for new homes and new jobs between 2015 and 2030	11
4.1	• Demand for new housing	12
4.2	• Supply of new housing	13
4.3	• Future of industrial land in Barking and Dagenham	14
4.4	• Green Belt	25
4.5	• Delivering new jobs	27
4.6	• Who are we building new homes for and where will the people who live in them work?	28
4.7	• Creating new jobs beyond industrial areas	40
5	Ensuring growth improves quality of life	42
5.1	• Infrastructure to support growth	43
	- Transport	45
	- Schools, healthcare, leisure and recreation facilities	47
5.2	• Enhancing the places, spaces and qualities that will define Barking and Dagenham now and in the future	49
5.3	• Empowering people to do more for themselves whilst strengthening the institutions which support local communities.	53
5.4	• Improving access to healthcare and allowing people to lead healthy and fulfilling lives and to take advantage of the opportunities London has to offer.	54
5.5	• Tackling climate change and plan for its effects	56
5.6	• Safer and more resilient communities	59
6	Delivering the plan	57
	Appendix A: Glossary	61

Barking and Dagenham Local Plan Issues and Options

One Borough; One Community; One Plan

1. What is the Local Plan?

- 1.1 Barking and Dagenham is reviewing its Local Plan so that it is focused on delivering the Council's Vision 'One borough; one community; London's growth opportunity'. The Local Plan will set out what the borough will look like in 2030 and the policies which will deliver this change.
- 1.2 The Local Plan is the borough's key local planning document used to shape the borough's growth. It guides decisions such as the location and amount of development and covers issues from the amount of land allocated for housing or for industrial use to planning the borough's town centres and the preservation of local character and environment. The plan is used when decisions on planning applications are made.
- 1.3 Since the previous Local Plan was adopted in 2010, Barking and Dagenham has changed, as have the opportunities for growth. This means that we need to review the current Plan. The Council also believes that the Local Plan needs to better address the question – what is Barking and Dagenham's place in London?
- 1.4 This consultation is the first stage in reviewing the Local Plan. The Council wants your views so that we can all plan for Barking and Dagenham in a way which maximises the benefits of new development for everyone.
- 1.5 We have aimed to explain the information in this document clearly but we sometimes have to use technical wording. For this reason we have provided a glossary (**Appendix A**) at the end of this document.

Have your say

1.6 This is your chance to help the Council with the overall approach to the plan. Detailed policies still need to be drafted but before this can happen we need to be sure that we have captured and understood the main issues and options facing the borough so that the plan can address those challenges.

1.7 We are very interested to receive your comments and suggestions on the future planning of the borough.

There are a number of ways in which you can respond to these questions:

1. Using the Council's online consultation system (the Council's preferred means) at: **www.lbbd.gov.uk/localplan**

Here you can also read the Issues and Options Summary Consultation Paper and Short Survey.

2. If you do not have internet access, this report, the Summary and Consultation Paper and a short survey are available from the Town Hall, Civic Centre and borough libraries. **Please note that paper copies are for those without access to a computer.**

Responses should be sent to **localplan@lbbd.gov.uk**

If electronic submission of comments is not possible, please write to us at:

London Borough of Barking and Dagenham
Planning Policy
Local Plan Issues and Options
Town Hall
1 Town Square
Barking
IG11 7LU

Alternatively, please hand your comments to the reception at Barking Town Hall or the Civic Centre.

The deadline for all responses is 5pm on Wednesday 16 December 2015

1.8 **Responses received after this deadline can only be accepted in exceptional circumstances.** If you have any questions or experience any

difficulty submitting your representations please contact the planning policy team at **localplan@lbbd.gov.uk**

- 1.9 Please note that the Council cannot respond to individual representations or acknowledge receipt but all comments will be referenced within the consultation statement published on the Council website.

What happens next?

- 1.10 The process of reviewing the Local Plan will include two consultations the first is this one on the Issues and Options and the second will be on the Draft Plan.
- 1.11 Once the consultation on this report has finished the Council will consider all of the comments received and use them to refine the options. A summary of responses will be published in the Council's website in early 2016. Comments received cannot be treated as confidential.
- 1.12 We will then draft the Local Plan, setting out detail policies which will be subject to a further round of consultation in the summer of 2016.
- 1.13 The Local Plan will then be submitted to the Secretary of State for an Independent Examination before the Planning Inspectorate in late 2016. The Plan will then be adopted in 2017.

If you would like to read this consultation document in a different format, such as large print, please email Planning Policy at **localplan@lbbd.gov.uk**

2. From two Essex towns to one London borough

2.1 From Anglo-Saxon times until 1965, Barking and Dagenham were both part of Essex. On 1 April 1965 Barking and Dagenham merged to form the London Borough of Barking. It was renamed the London Borough of Barking and Dagenham on 1 January 1980. In 2015 the borough celebrates its 50th anniversary and the change from two Essex towns to one London borough. The change has been revolutionary. Over the last 150 years large projects have transformed the character of the borough. The borough's population has peaked and troughed in this period reflecting:

- The expansion of the railways and underground from 1854 to 1932;
- The building of the Becontree Estate from 1921 to 1934 which housed 115,652 people;
- The rapid industrialisation of the borough from the 1920s onwards and its decline which coincided with post 2nd World War "slum" clearance and the building of large predominantly flatted Council estates such as Gascoigne, Thames View, Becontree Heath and Marks Gate; and
- More recently the second wave of in-migration in the last twenty years of people from inner London and elsewhere to the borough.

Dagenham Breach 1964. Source: LBBD archive



Barking Station 1906. Source: LBBD archive



Table 1: Population of Barking and Dagenham 1911 to 2011

Year	Population	Increase/decrease
------	------------	-------------------

1911	37,759	
1931	121,410	+321%
1951	168,724	+39%
1971	160,656	-5%
1991	146,154	-9%
2011	185,900	+27%
2031	250,500	+35%

- 2.2 The borough has traditionally relied on skilled and low skilled manual jobs. Whether fishing fleets and market gardening in the 1800's, mills and chemical industries in the late 1800's and early 1900's, utility industries e.g. Barking Power Station in the 1920s or general manufacturing which peaked in the 1950s when Ford's, which opened in 1931, employed 40,000 people and May and Baker (later Sanofi) which in its heyday employed over 3000 people. Resident's quality of life and standard of living has been linked with the rise and fall of these industries, but the history of Barking and Dagenham shows that housing and jobs were not planned together.
- 2.3 The Becontree Estate built between 1924 and 1935, initially housed skilled manual workers from inner London and was planned independently from the Ford Dagenham Estate. The post war slum clearance and development of large social housing estates such as Gascoigne, Marks Gate and Thames coincided with the start of the decline in manufacturing jobs. People may have had better homes but they did not have better prospects. This became a generational problem leading to the need for more social housing and perpetuating the cycle of deprivation and increasing the role of the Council in providing a safety net. Despite the decline in manufacturing the borough continued to safeguard 20 percent of its urban area for these uses, suppressing land values and allowing low quality and low skilled businesses to prosper. Most of these businesses moved from inner London where the price of land was increasing in value. This harmed the image of the Barking and Dagenham and acted as a barrier to the delivery of adjacent regeneration opportunities.
- 2.4 Throughout this period, the role of Local Government has driven change whether Barking Urban District Council supplying electricity, sewerage, building tramways, and undertaking slum-clearance in the late 1800s and pioneering the building of Council housing in the early 1900s, the role of the London County Council in the planning and development of the Becontree Estate, the role of the London Borough of Barking in post war slum clearance and the building of new Council housing and the role of Dagenham Urban Council in building a new centre for Dagenham in 1934. This tradition continues today with the Council again pioneering the building of affordable housing, contributing to the funding of the London

Overground Extension to Barking Riverside to stimulate the building of 10,800 homes and its vision in conceiving and delivering the London Sustainable Industries Park at Dagenham Dock.

- 2.5 History shows that Barking and Dagenham's rapid development in the last 150 years cannot be found in a local grand vision or strategy, but in big projects which coincided and forged the borough's future such as Dagenham Fords and the Becontree Estate. These caused the population to increase ten fold as it was transformed from a rural area into a London suburb, but were not planned together. These changes were due to the area's advantageous location, good connections and availability of land in close proximity to London. The ability of existing residents, businesses and organisations to respond to this change is a feature of Barking and Dagenham's history and testament to their resilience and adaptability.
- 2.6 In 2015 Barking and Dagenham is celebrating its 50th anniversary. It has come a long way from when Dagenham was part of Romford Rural District and Barking was a provincial Essex town. It has been one borough for fifty years and is now London's Growth Opportunity. The reason for this opportunity is again the borough's advantageous location, good connections, the availability of land and the area's historic reputation for delivering and embracing change. The difference is that this time there is the opportunity to plan this change as "One London Borough and One Community" and to ensure that the different opportunities that exist are planned in a coordinated manner so their combined impact is understood and their benefits maximized for the benefit of existing and future residents.
- 2.7 This means getting the right balance between housing local people in need and enhancing Barking and Dagenham's reputation as a place where Londoners choose to live and put down their roots. This also demands an analysis of the borough's existing economy and in particular the zoning of 20 percent of the urban area for low employment and low skilled industrial uses. The Local Plan will look forward to how to increase employment in those parts of the economy which are growing and how to increase the ability of existing and future residents to access not only local new jobs but of equal importance the thousands of new jobs being created in the Royal Docks, Canary Wharf, North Greenwich, Stratford and central London. This is necessary to increase employment, to raise incomes and improve people's quality of life, raise attainment and realise aspiration for every child.^{1 2}

¹ Fair Society, Healthy Lives (ref The Marmot Review, UCL 2010) demonstrates that inequalities in educational outcomes affect physical and mental health, as well as income, employment and quality of life. To address these inequalities action is needed throughout life, investing in early years development to improve children's readiness for

3. The Council's vision

3.1 Since this is the issues and options stage of preparing the Local Plan the Council is not presenting a definitive vision for the borough in 2030 but instead we are setting out the implications of building 35,000 new homes and delivering 10,000 new jobs:

- Who are the new homes for?
- Where will residents work?
- How to plan business growth

3.2 Barking and Dagenham contains some of the most significant development opportunities within the "Greatest City on Earth".³ Its population is becoming younger, more diverse, creative and entrepreneurial. These are the demographics of growth. It enjoys excellent connections which will only improve further. These include rail and underground connections from Barking Station which provide access to the City of London in 15 minutes, future Crossrail station at Chadwell Heath providing access to Paddington in 34 minutes, links from the A12 and A13 to the wider strategic road network, intercontinental High Speed rail freight access and over 30 safeguarded wharves. It is a green borough, with more publicly accessible open space than industrial land.⁴

3.3 The Mayor's Vision 2020 document highlights the potential for growth in the Upper Lower Lea Valley, Stratford, the Royal Docks and the City Fringe to the west and London Riverside to the east.⁵ Barking and Dagenham is at the axis of these three growth areas and improving its links to them whilst being clear on what it can offer investors will be important in achieving its vision. Planned and potential improvements include the London Overground Extension to Barking Riverside, direct rail links from Barking to Stratford, better links to the Royal Docks and improvements to the Lodge Avenue and Renwick Road A13 junctions including the potential to underground the A13.

school, enabling children and young people to develop skills for life as well as achieve qualifications during their school career, and provide learning opportunities throughout life.

² The Barking and Dagenham Joint Needs Assessment 2014 found that there is a strong correlation between young people who are not in education, employment or training (NEET) and those who have poorer health outcomes. It also notes that Employment is a major factor in a person's wellbeing, and loss of employment and the financial security employment brings is associated with higher rates of mental and physical ill health.

³ Mayor of London, Vision 2020, 2013 describes London as "Greatest City on Earth"

⁴ Designated industrial land 489 hectares, publicly accessible green space 528 hectares including The Chase, Eastbrook End and Beam Valley parks.

⁵ Mayor of London, Vision 2020, 2013

3.4 Barking and Dagenham has the most untapped potential for growth in the capital, has excellent accessibility and is London's next big growth story after Docklands and Stratford. The Council is committed to growth, to playing its role in London and delivering for its community. It has ambition and aspiration to become a destination of choice, where people stay and feel welcome.

3.5 The borough has seven growth hubs with an unrivalled opportunity to deliver a wide range of new jobs and housing across the borough. They are:

- Barking Riverside – one of the largest residential developments in the UK, 10,800 homes with superb River Thames frontage.
- Beam Park/Ford Stamping Plant – a major brownfield site with great potential for housing and commercial activity with 3,200 new homes and over 1,000 new jobs.
- Barking Town Centre – 15 minutes from Central London, east London's cultural hub, a vibrant and culturally rich community, with space for creative industries, superb accessibility, and opportunity for at least 5,000 more homes.
- London Sustainable Industries Park (LSIP) – addressing the low carbon economy, the platform for Barking and Dagenham to become London's greenest borough.
- londoneastuk – working with the private sector to transform the former Sanofi site into a bio tech and media industry based economic hub that is unique in the capital.
- Chadwell Heath Industrial Area – potential for 3,000 homes benefiting from a new Crossrail Station.
- Castle Green – undergrounding the A13 and unlocking potential for 5,000 new homes around a new station on the London Overground line to Barking Riverside.

3.6 Ultimately, across the borough, there is the potential to accommodate up to 35,000 new homes and workspace for 10,000 new jobs by 2030. However, this depends on the future of the borough's large expanse of land which is protected for industrial use.

4. Planning for new homes and new jobs between 2015 and 2030

To understand how many new jobs and how many new homes could be built in Barking and Dagenham it is necessary to first forecast:

- how much demand there is for housing
- how many new homes it is possible to build to meet this demand
- which parts of the economy jobs growth will come from
- how these jobs can be accommodated

This section will highlight the potential to release up to 117.5 hectares of land to accommodate an additional 16,000 homes in mixed used developments. It will show that 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 percent of jobs growth will come from these areas. Even with the scale of release proposed, 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. This is also a consideration when 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 sit uncomfortably alongside existing housing, harming residents' 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 would generate as many jobs as are lost. Many of these jobs would be in businesses and organisations which would support the increased population, whether new shops in Barking Town Centre, new schools or services.

The Council could then focus on generating jobs in growth sectors within the borough's town centres and remaining industrial areas, including the London Sustainable Industries Park, with the objective to deliver 10,000 new jobs by 2030. 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.

4.1 Demand for new housing

4.1.1 In 2011 the population of the borough was 185,900, 2.27 percent of London's total population of 8.2 million. This was an increase in population of 20,200 or 10.9 percent between 2001 and 2011. Of this growth, 50 percent was in the Gascoigne, Longbridge, Thames and Abbey wards. The borough's population is forecast to increase to 250,500 by 2031 and 274,900 by 2041.^{6 7} Gascoigne, Thames, Abbey, Chadwell Heath and River wards are likely to experience most of this growth. The increase in population will be most pronounced in Thames Ward where 20,000 of the 35,000 new homes by 2030 could be accommodated.

⁶ ONS July 2012

⁷ GLA 2013 Round SHLAA Based Capped Population Projections (March 2014)

Table 2: Population growth by ward from 2001 to 2011 in Barking and Dagenham. Source: census 2001 and 2011

Ward	Population 2001	Population 2011	Percentage Change 2001 to 2011
Gascoigne	9471	12452	31.5
Longbridge	8954	11478	28.2
Thames	8627	10728	24.3
Abbey	10320	12786	23.9
Eastbury	10186	11624	14.1
Valence	8850	9867	11.5
Heath	9719	10786	11.0
Alibon	9359	10385	11.0
Mayesbrook	9385	10342	10.2
Village	9794	10787	10.1
Whalebone	9677	10575	9.3
Goresbrook	10410	11267	8.2
Parsloes	9104	9839	8.1
Chadwell Heath	9369	10021	7.0
River	10350	10923	5.5
Eastbrook	10175	10506	3.3
Becontree	11527	11545	0.2

4.1.2 The number of households in Barking and Dagenham is expected to increase from 70,107 (in 2011) to a projected 100,501 (in 2031). This is a 43 percent growth from 2011 to 2031 and an annual growth of over 1,519 new households each year.⁸ This figure is likely to be greater if 35,000 new homes are built by 2030.

4.1.3 The London Strategic Housing Market Assessment study estimates that the demand for new housing across the capital between 2015 and 2036 is between 49,000 and 62,000 homes a year. Barking and Dagenham's share of this is 1,641 homes a year, slightly more than the projected growth in households.⁹ The Council is currently doing its own study in partnership with Havering, Redbridge and Newham and the results of this will be known in Autumn 2015.

4.2 Supply of new housing

4.2.1 The London Plan has calculated that there is enough land across London to build 42,000 homes a year between 2015 and 2025. This is 7,000 homes less than that required to meet London's housing need.¹⁰ The Mayor of London, in his London Plan, sets a net new homes target in Barking and Dagenham of a minimum of 1,236 new homes per year. Therefore, Barking and Dagenham's contribution to London's total housing

⁸ GLA Demographics – 2013 Round Household Projections

⁹ London Strategic Housing Market Assessment, GLA, 2013

¹⁰ London Strategic Housing and Land Availability Assessment, GLA, 2013

supply is 3 percent. The starting point for this consultation is that the Local Plan must identify enough land to build 1,236 homes each year. This is a minimum we must supply. In addition to this figure the London Plan expects boroughs to increase the supply of new housing to make sure the full housing need of 49,000 homes per year is met. However, if some vacant and underused industrial land is changed to housing there is the potential to build 35,000 new homes in the Borough over the next 15 years. This is explained in more detail in the next section of this consultation. This is 42 percent greater than the need for new housing.

4.2.2 Most of the land for these new homes is located in Barking Town Centre, Barking Riverside and South Dagenham. This area is within a wider area called London Riverside which also includes the riverside areas of Havering. The London Plan thinks there is potential for 16,000 jobs and 26,500 homes in London Riverside. However, there is the potential to go further and build 28,000 new homes in the Barking and Dagenham part of London Riverside.

4.3 **Future of industrial land in Barking and Dagenham**

4.3.1 Currently, the Local Plan protects 489 hectares of land for industrial uses; 20 percent of the urban area of the borough.¹¹ Table 3 shows that currently, as a percentage of the urban area, there is more land protected for industry in Barking and Dagenham than in any other London borough. Even with the level of release proposed in this consultation in 2030 Barking and Dagenham would remain top of this list due to the level of industrial land release in Newham. Table 4 shows that there is a correlation between average house prices and the proportion of land that is protected for industrial uses. This holds true generally across London.

¹¹ Table 6.1, Barking and Dagenham Economic Development Study, NLP, 2014

Table 3: Land protected for industrial uses. Source: London Datastore and Annex 1 Mayor of London SPG for Industry and Transport

London Council	2010	Total area ha	Percentage Percentage (%) Green Space	Urban Area ha	Percentage (%) protected for industry
Barking and Dagenham	475	3611	34	2383	20.9
Newham	529	3620	24	2751	19.2
Hounslow	496	5598	40	3359	14.8
Ealing	533	5554	31	3832	13.9
Hammersmith and Fulham	172	1640	19	1328	13.0
Bexley	527	6058	32	4119	12.8
Brent	411	4323	22	3372	12.2
Sutton	334	4385	32	2982	11.2
Enfield	485	8083	46	4365	11.1
Havering	498	11235	59	4606	10.8
Tower Hamlets	175	1978	15	1681	10.4
Waltham Forest	213	3881	31	2678	8.0
Southwark	167	2886	25	2165	7.7
Greenwich	238	4733	34	3124	7.6
Haringey	167	2960	26	2190	7.6
Hillingdon	430	11570	49	5901	7.3
Merton	177	3762	35	2445	7.2
Wandsworth	179	3426	27	2501	7.1
Islington	70	1486	12	1308	5.4
Lewisham	137	3515	23	2707	5.1
Hackney	74	1905	23	1467	5.0
Kingston Upon Thames	116	3726	36	2385	4.9
Lambeth	96	2681	17	2225	4.3
Camden	61	2179	25	1634	3.7
Croydon	181	8650	37	5450	3.3
Kensington and Chelsea	28	1212	15	1030	2.7
Barnet	115	8675	41	5118	2.2
Harrow	71	5046	35	3280	2.2
Redbridge	69	5642	41	3329	2.1
Bromley	135	15013	58	6306	2.1
City of London	5	290	5	276	1.8
Richmond Upon Thames	48	5741	51	2813	1.7
Westminster	20	2149	38	1332	1.5

Table 4: House prices in neighbouring boroughs compared to industrial land extent. Source: London Datastore and Land Registry House Price Index

	Industrial land percentage (%) of urban area	Average house price March 2015
Redbridge	2	£364,625
Greenwich	8	£353,926
Bexley	13	£288,378
Havering	11	£310,235
Newham	19	£291,364
Barking and Dagenham	21	£274,467

4.3.2 There are two categories of industrial land. Strategic Industrial Land which is for large businesses serving London and beyond which need access to the strategic road network and Locally Significant Industrial Land which is for smaller, local businesses. In 2013 the total number of jobs in the borough was 55,180 and of this 16,104 people (29 percent) were employed in industrial jobs. By 2031 there will be an increase to 65,820 jobs overall with 17,110 people (26 percent) employed in industrial jobs. Therefore, of the 10,000 new jobs forecast by 2031, 1,000 are predicted to be industrial jobs. This comprises a loss of 500 manufacturing jobs and an increase of 1,500 in jobs involved in distribution and logistics.¹² On this basis, an extra 71.3 hectares of industrial land is required by 2031 to accommodate the forecast additional 1,000 new industrial jobs. Currently 119 hectares of industrial land is vacant, therefore is it possible to lose 47.7 hectares of industrial land but still provide 1,000 new industrial jobs in the borough. In 2031 there would be 489 hectares of land protected for 17,110 industrial jobs. The Local Plan will review whether there is potential for any further loss of industrial land to increase the supply of housing.

4.3.3 In 1950 over 50,000 people worked at Ford's and thousands of others worked at other local industries including May and Baker, Barking Power Station, Samuel Williams and Cape Industries. By 1982 the process of deindustrialisation had begun but jobs in industry still accounted for over 50 percent of total jobs in the borough, 38,600 against a total of 75,600. However, by 2007 the proportion of industrial jobs had decreased to 34 percent and in 2013 stood at less than 30 percent at 16,104 jobs out of a total of 55,180. Despite the number of people being employed in industry having fallen by over two thirds since 1950, the extent of industrial land remains very similar. This is because manufacturing uses have given way to general industrial and distribution uses which employ less people and are in generally low skilled and low paid jobs.

4.3.4 This is illustrated by comparing Barking and Dagenham's employment densities in industrial areas with average employment densities.¹³ This reveals that using average employment densities, the total number of

¹² Barking and Dagenham Economic Development Study, NLP, 2013

¹³ HCA/Offpat Employment Densities Guide, 2010.

industrial jobs forecast in 2031 can be accommodated on 246 hectares of land, roughly half the current total of land protected for employment uses.¹⁴ Land in London is scarce. The London Plan has not found enough land to meet housing need. This suggests that there is scope not only to rezone vacant industrial land but also to make better use of underused industrial land to help meet this need. Many of these underused sites, particularly in River Road and Thames Road, are unattractive, harming the image of the borough as a place to invest, and are close sites to such as Barking Riverside where new homes are being built. The Council thinks it is worth looking in detail at these underused areas of industrial land to establish if they can be rezoned for housing or housing mixed use developments.

4.3.5 The following table shows which currently vacant and underused industrial sites could be rezoned for housing. In suggesting these sites the Council has looked at which underused sites are best suited for new housing. Following this table, a short description of each site with potential for release is provided.

4.3.6 The Council considers that overall by 2031; 117.5 hectares of industrial land could be released for housing, comprising 22.4 hectares of vacant industrial land and 95.2 hectares of underused industrial land. This would result in a total of 371 hectares of industrial land being protected in 2031 for a total of 17,110 jobs.

Table 5: Vacant and underused industrial sites with potential for release to housing

Vacant sites	Ha	Release for housing	Number of new homes
Ford Stamping Plant	17.5	Yes	2000
Barking Power Station	40	No	
Dagenham Dock	44	No	
Sanofi	8.9	No	
Rippleside	3.5	Yes	350
Kingsway Industrial Estate	3	No	
Freshwater Road	1.4	Yes	140
River Road	0.5	No	
Northgate Industrial Park	0.4	No	
Total release	119.2	22.4 hectares	2490
Underused sites	Ha	Release for housing	Number of new homes
Thames Road	20	Yes	2000
Creekmouth	20	Yes	4000
Chadwell Heath	28.6	Yes	2860
Rippleside	36.5	Yes	4650
Total release	96.5	95.2 hectares	13,510
Total	117.5 hectares and 16,000 new homes		

¹⁴ Average employment densities are 1 job per 43 sqm for general industry and between 1 job per 65 – 74 sqm for warehousing. If these employment densities are applied to the boroughs stock of industrial land then to accommodate the forecast 17,110 jobs in 2031, 246 hectares of employment land is required. In 2032, 7950 jobs B1c/B2, 9160 jobs B8. A standard plot ratio of 0.4 has been used.

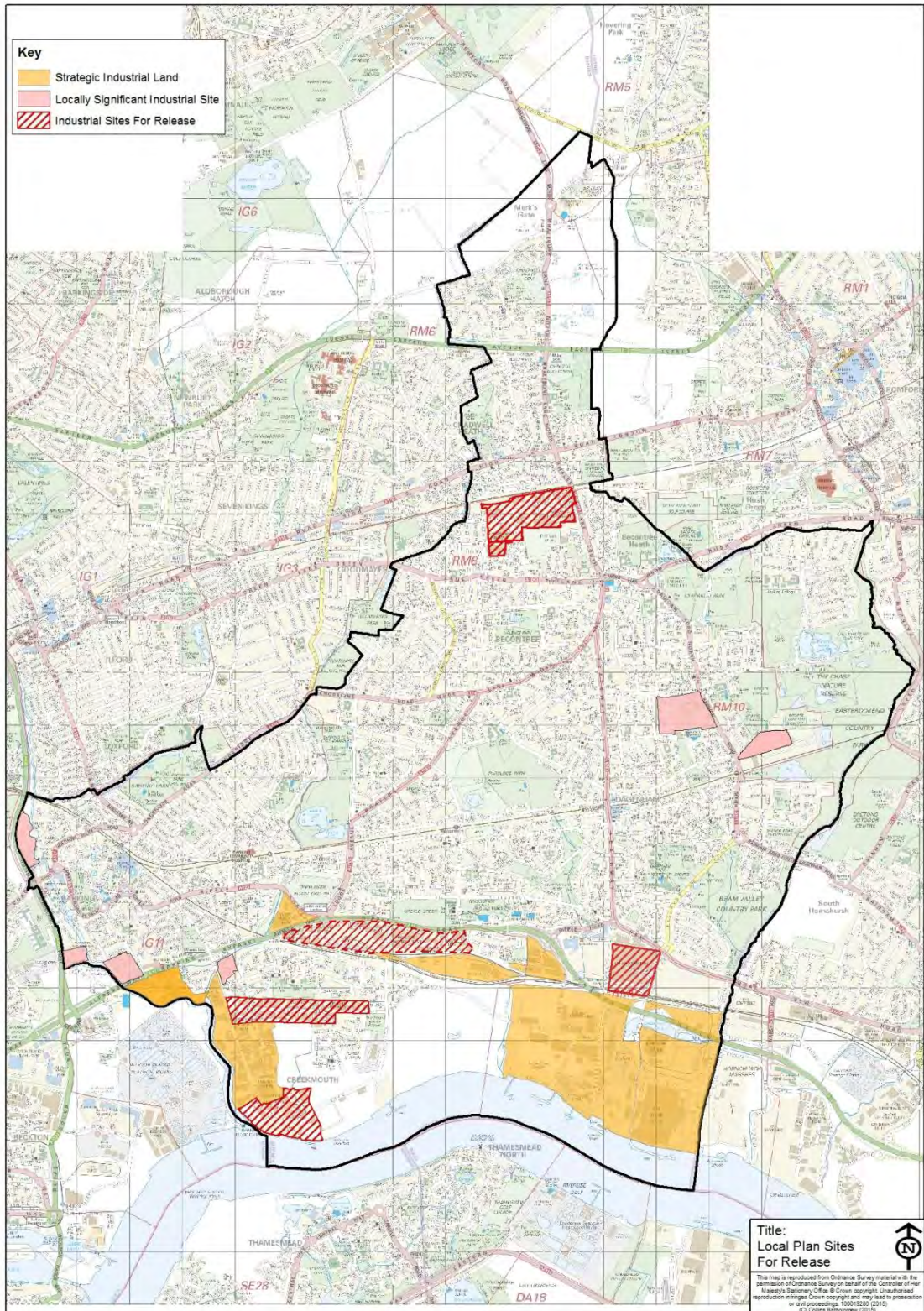
Creekmouth

- 4.3.7 Creekmouth is the area to the west of Barking Riverside and to the south of Barrier Park. It is characterised, particularly the river front area south of River Road, by low grade, sprawling, waste uses. These contribute to the poor quality environment which detracts from the high quality new housing being built in Barking Riverside. It has the potential for new homes in a mixed use development along the waterfront, to compliment Barking Riverside to the east, taking advantage of the proposed extension to the London Overground railway. Many of these homes would enjoy breathtaking views across the Thames into Central London. There is also a proposed public transport road link across the River Roding to link up with the potential Gallions Reach river crossing, the Royal Docks and Custom House Crossrail Station.

Thames Road

- 4.3.8 Thames Road is an industrial area which divides Barking Riverside from Thames View. Many premises have been converted into places of worship as they are no longer suitable for modern businesses. In addition, a primary school, Riverside School, has recently been built in the area and is being increased in size. However, it is also home to a number of important parcel delivery companies who trade successfully. The potential exists to improve the attractiveness of what is a gateway into Barking Riverside by rezoning the area for a housing-led mixed use scheme. This would greatly improve connections between communities north and south of Thames Road and help bring them together.

Plan 1: Protected industrial sites proposed for release



Chadwell Heath Industrial Area

- 4.3.9 In 2019 Crossrail services begin from Chadwell Heath Station. This is likely to make the area a more attractive place to live and boost land values. The Selinas Lane and Freshwater Road industrial areas are a short walk from the station. However, this is a successful industrial area home to important employers such as Dairy Crest, Hoo Hing, Online Roadways and Nicholls and Clarke. At the same time, these businesses generate significant lorry movements in an area which does not enjoy good access to the trunk road network. These lorries have to pass through established residential areas to access their premises.
- 4.3.10 The Council is mapping the businesses that exist in the three areas described above and will work with them to understand how new housing and other complimentary uses can be delivered in a way which compliments their future plans.

Castle Green

- 4.3.11 Transport for London are advancing plans to underground the A13 west of Lodge Avenue to just west of Gale Street. The London Overground extension also includes the potential for a new station at Thames View East. The business case for the undergrounding will demand a review of the industrial land allocation at Rippleside . The new Overground station would allow a relatively high density of housing and complimentary uses to be achieved. The focal point for the new community will be the park, Castle Green. The green open space will perform an important function, uniting the existing community on Goresbrook Road with the new homes to the south of the submerged A13. Undergrounding the A13 would remove the severance it causes and improve air quality. Thames View and Barking Riverside would be less isolated still if they were not also separated from the residential areas to the north and Castle Green by industry.

Artists impression of A13 tunnel and Castle Green development – source Mayor of London 2015



Ford Stamping Plant

- 4.3.12 Ford stopped car production on this site in 2013. It is currently vacant and is the last site zoned for industry north of the A13 in Dagenham. The sites to the east and west were rezoned for housing in 2010. Rezoning the Ford Stamping Plant site completes this and makes best use of the existing Dagenham Dock Station and the proposed Beam Park station. There is also the potential to create a new heart for Dagenham at Chequers Corner including an industrial heritage museum of east London.
- 4.3.13 If all these industrial sites were released for housing then between 2015 and 2030 there would be the potential for 35,000 new homes. This will mean 2,333 new homes per year will be built in the borough, compared to the target in the London Plan of 1,236 new homes per year.
- 4.3.14 In a Call for Sites, the Council invited landowners and developers to put forward sites by 20 March 2015 for consideration for inclusion in the Local Plan. On the following page, Table 6 lists those sites which would deliver 35,000 new homes. Those sites which already have planning permission are shaded in blue, and sites allocated for housing in the current local plan are written using red text. The remaining sites are currently zoned or allocated for other uses and would therefore require allocating for residential use in the new Local Plan to allow them to be developed for housing. All the sites put forward during the call for sites will be considered in preparing the draft Local Plan and subject to Sustainability Appraisal.

Table 6: List of potential sites to deliver 35,000 homes by 2030

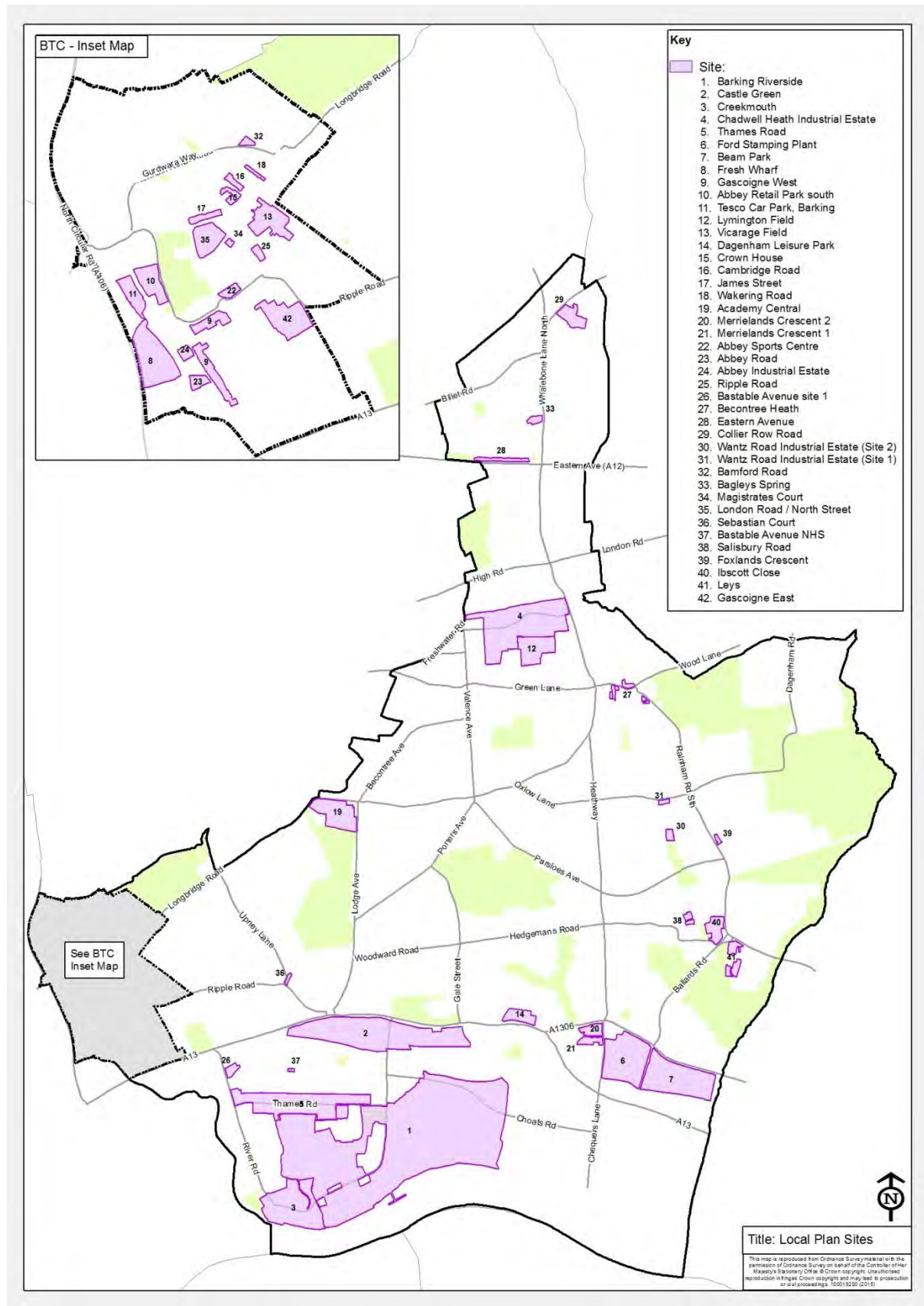
Site	capacity	Site	capacity
Barking Riverside	10,100	Abbey Sports Centre	147
Castle Green	5,000	Abbey Road	144
Creekmouth	4,000	Abbey Industrial	125
Chadwell Heath	3,000	Ripple Road	100
Thames Road	2,000	Lyons Business Park	100
Ford Stamping Plant	2,000	Becontree Heath	99
Beam Park	1,200	Eastern Avenue	97
Freshwharf	911	Collier Row Road	88
Gascoigne West	550	Wantz Road 2	75
Abbey Retail Park	504	Wantz Road 1	60
Tesco Car Park	400	Bamford Road	50
Office conversions	400	Bagley Spring	48
Lymington	359	Magistrates court	37
Vicarage Field	300	London Road North Street	36
Dagenham Leisure Park	300	Sebastian Court	35
Crown House	270	Bastable Avenue NHS	30
Cambridge Road	250	Salisbury Avenue	26
James Street	220	Foxlands Crescent	26
Wakering Road	220	Ibscott	-52
Academy Central	200	Leys	-57
Merrielands Crescent 2	150	Gascoigne East	-152 ¹⁵
Merrielands Crescent 1	149	Windfall ¹⁶	1,455
		Total	35,000

4.3.15 Up to 5,000 of the homes listed in Table 6 are in Barking Town Centre. To accelerate delivery of these homes the GLA has designated Barking Town Centre as a Housing Zone and awarded £42.3m of funding to assist this. The Council is committed to deliver 1,000 new homes by 2018 and over 4,000 within a 10 year period from this area.

¹⁵ These are estate renewal schemes which replace existing homes which fail to meet decent home standard with high quality modern and efficient homes. Overall 1943 new homes will be built in these three schemes and will transform housing conditions on these estates.

¹⁶ 97 homes a year over 15 years

Plan 2: Potential sites to deliver 35,000 homes by 2030



4.4 Green Belt

4.4.1 In response to the Call for Sites the Council received a number of sites from landowners and developers requesting their removal from the Green Belt. The Council has undertaken a Green Belt review to determine whether, in line with national planning guidance, that the boundary is defensible and that the land meets the purpose of inclusion in the Green Belt. These purposes are:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

4.4.2 Government guidance is clear that boundaries should only be altered in exceptional circumstances.

The sites put forward to the Council are as follows:

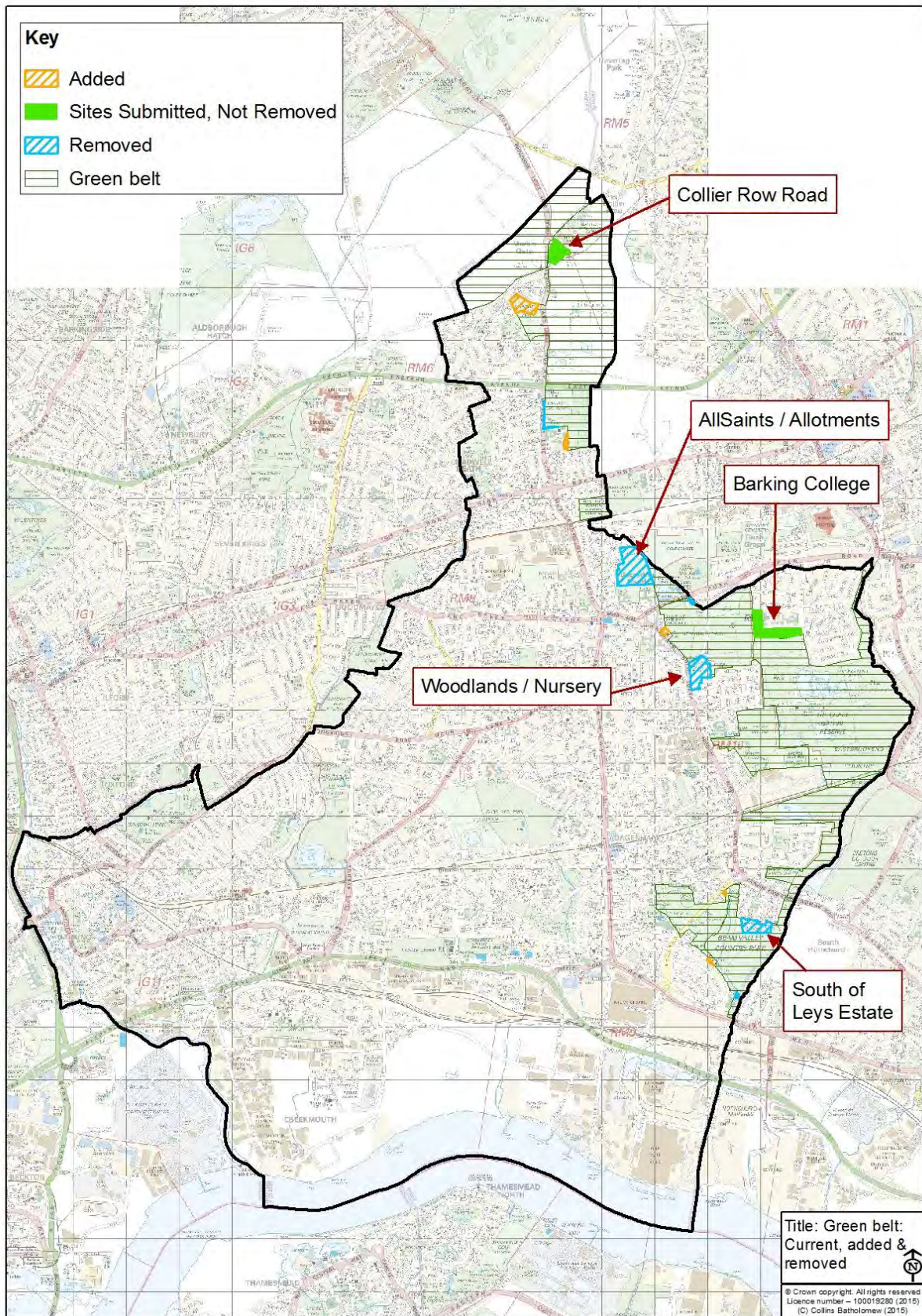
- Land at Collier Row Road
- Land at Barking and Dagenham College

4.4.3 The Council has assessed these sites and considers that neither should be removed from the Green Belt as they meet the purposes of including land in the Green Belt.

4.4.4 The Council has also reviewed the boundary to make sure it is defensible and as a result is proposing a number of minor alterations including:

- 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

Plan 3: Proposed changes to Green Belt boundary



4.5 Delivering new jobs

4.5.1 If 117.5 hectares of industrial land is rezoned for housing, a strategy is needed to ensure that the best use is made of the remaining 371 hectares of industrial land to maximize job growth and ensure that the forecast 1000 new industrial jobs are delivered by 2031. The remaining 9,000 new jobs would be delivered outside the designated industrial areas and many will be provided within the major new housing sites by creating space for commercial and community uses as an integral part of these developments

4.5.2 The Council considers that Barking and Dagenham has strength and potential for growth across six economic sectors:

- Green technology - recognising the potential for green energy and the opportunities at London Sustainable Industries Park
- Bio tech - based on the superb laboratory facilities at londoneastuk
- Health and social care opportunities, including the development of Care City
- Creative industries - centred on the Ice House Quarter and Broadway Theatre in Barking and potential film studios at londoneastuk
- Logistics and other London serving industries harnessing the borough's excellent accessibility
- Advanced manufacturing - building on the borough's manufacturing heritage

4.5.3 In order for local people to access these jobs it will essential that they have the right skills to compete for them. The Local Plan can have an important role in this regard by requiring new developments to deliver training plans and apprenticeships as part of their schemes as well as prioritising the recruitment of local people and the use of local businesses.

4.5.4 Currently the Local Plan provides little guidance on preferred uses within the borough's industrial areas other than it prefers environmental industries in Dagenham Dock and that it does not allow warehousing over 1,000 sqm to be located north of the A13. The Local Plan provides an opportunity to set out a detailed strategy for each of the borough's industrial areas focused on these economic sectors. These could follow the successful examples of the London Sustainable Industries Park and londoneastuk sites. The result would be uplift in the quality of the borough's remaining industrial areas, an increase in employment densities, the replacement of underused industrial areas with high quality new homes and shops and services which will create as many jobs as they replace, and generally a more attractive place to invest. GLA research has found that for every 100 new homes built 23 jobs are generated. The Council is proposing that the Local Plan rezones 117.7 hectares of industrial land which proportionately using existing employment densities is equivalent to 3,876 industrial jobs. Of the 35,000 homes, 16,000 are proposed on underused or vacant employment sites,

which would generate 3,680 new jobs. On this basis there would be a net loss in these areas of 196 jobs by 2030.

London Sustainable Industries Park

4.5.5 The Council promotes the London Sustainable Industries Park as a centre for low carbon businesses. There is potential for the London Sustainable Industries Park to be a location for a circular economy hub. A circular economy is an industrial system where waste is largely designed out of products, which are made to be disassembled and reused, with the aim being to produce products whose components can be swiftly returned to use with the minimum of effort and energy. The London Infrastructure Plan thinks that this sector has the potential to employ thousands of Londoners, involved in reuse, disassembly and remanufacture.¹⁷

londoneastuk

4.5.6 londoneastuk is the new name for the Sanofi site. It has a range of facilities and accommodation with the capability to meet requirements from a wide range of industry sectors including:

- Health/medical
- Scientific R&D
- Forensic
- IT
- Medical devices
- Test laboratories
- Sterile or scientific manufacturing and distribution
- Film industry

4.6 Who are we building new homes for and where will the people who live in them work?

4.6.1 So far the consultation paper has assessed the potential for new jobs and houses in the borough taking into account housing need and forecast jobs growth and comparing this to how much vacant land is available and how well existing industrial sites are used. This consultation paper has explained that the borough must at least provide 1,236 new homes a year but that it has the potential to deliver 2,333 new homes a year. The next part of this consultation paper will ask who the Local Plan is building new homes for and where the people who live in them will work. This means getting the right balance between meeting local housing need, creating a more resilient and sustainable community, and enhancing the borough's reputation as a place where Londoners choose to live and put down roots.

¹⁷ Enabling infrastructure: Green Infrastructure: Green Energy, Water and Waste Infrastructure to 2050

London Plan housing proportions

4.6.2 The London Plan and the Mayor of London's Housing Strategy set out the proportion of new housing which should be for sale, affordable and private rent across London. These are as follows:

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

Housing for sale and rent

4.6.3 The London Plan expects 48 percent of all new homes to be for general sale and 12 percent private rent to meet the growing demand for this type of housing.

4.6.4 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. The 12 percent comprises institutional private rented housing which is 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 to be 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 a legal document called a Section 106 agreement.

Supply of affordable housing

4.6.5 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 £26,926 a year.^{18 19} In 2012, 20.2 percent of residents in employment earned less than £7 per hour and average local incomes are less now than they were in 2009.²⁰ Between 2001 and 2011, this caused 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 Association rented property.

¹⁸ Land Registry March 2015

¹⁹ Nomis 2014

²⁰ ONS 2014 average weekly earnings 2014 £517.8, 2009 £523.7

- 4.6.6 Housing need is also rising. The Council's own data shows that the likely shortfall of affordable homes per year is 1,333. The Council's housing waiting list has 15,000 households on it. These are households in need either due to homelessness, living in overcrowded or unsuitable homes or due to affordability. A small proportion of people are in priority need but what they have in common is that they cannot afford to buy or rent in the open market. There is a need for the Local Plan to understand in more detail the income levels of those households. This will then inform the affordable housing tenures that are planned for in the Local Plan. Welfare reform and estate renewal, which is reducing the proportion of Council housing in more central London boroughs, may be pushing poorer families out to more affordable boroughs in and beyond London.
- 4.6.7 The London Plan sets a target of 17,000 additional affordable homes a year across London compared to the need for 25,600 affordable homes a year. This is 40 percent of all new homes. The London Plan sets a target of 24 percent of affordable housing for shared ownership, sub-market rent and low cost homes for sale, and 16 percent for subsidised rents varying from between 50 percent to 80 percent of market rents. The London Plan prioritises affordable family provision but ultimately this will be guided by the results of the Council's Strategic Housing Market Assessment. However, whichever way this is looked at, there are potentially significant implications for Council services at a time of severe cutbacks in expenditure.
- 4.6.8 Subsidised rent is intended to meet the needs of a range of households including people moving to smaller homes, households affected by estate regeneration and those in need of long-term support and low income working households who would otherwise face higher rents in the private rented sector and could therefore also be more reliant on housing benefit to meet their housing costs.
- 4.6.9 Since the majority of supply of new homes between 2015 and 2030 will be from a small number of very large brownfield sites which will be costly to develop, it will be difficult to achieve 40 percent of new homes as affordable. Setting a 40 percent affordable housing target may make the Local Plan unviable and therefore contrary to the National Planning Policy Framework. Therefore, this consultation proposes two local alternatives to the London Plan proportions which would be applied to an annual housing supply target of 2,333 net new homes a year.

Option 1 sets a 25 percent affordable housing target and option 2 a 30 percent target.

Option 2 has a significantly higher proportion of institutional private rent reflecting the trend for people favouring this type of accommodation.

	London Plan Option	LBBD option 1	LBBD option 2
Market	48%	60%	45%
Private rent	12%	15%	25%
Affordable	40%	25%	30%

4.6.10 Tables 7 and 8 show the difference between meeting the London Plan housing supply target and London Plan proportions against building a higher number of new homes each year but applying the two local options shown above. Table 7 shows the annual impact, whilst Table 8 shows the impact on the overall housing stock.

4.6.11 This assumes that no homes for sale will be bought as buy-to-let. So there may be a decrease in the figures shown for market housing and an increase in private rent. In Table 7 the social rented figure for 2,031 includes loss of Council housing through right to buy at a rate of 250 homes a year and these have been redistributed equally between market and private rent. In summary, applying a 25 percent or 30 percent affordable housing target to 2,333 new homes a year results in more affordable housing being built than if the London Plan targets for new housing supply and affordable housing are met. Option 2 results in a loss of 655 social rent homes by 2031, the least of the three options. The proportions given in Option 2 could be adjusted slightly so that there is no loss of social rented homes taking into account those lost through right to buy.

4.6.12 Table 9 shows the proportion of Council and Housing Association rented homes in 2014. It shows that Barking and Dagenham has the fourth highest proportion in London. Even with the lower percentages of affordable housing under options 1 and 2 the Borough's housing stock would still have one of the highest levels of affordable housing in London in 2030.

4.6.13 However, this takes no account of the "Vacant Building Credit". This is where a development involves the demolition or reuse of existing vacant floorspace - this can be deducted from the overall amount of new residential floorspace when calculating affordable housing provision. This is set out in the Government's National Planning Policy Guidance (NPPG). This is an important issue for the Local Plan since once sites with planning permission are taken into account the vast majority of new supply is on sites where there

are existing buildings. That said the NPPG clarifies that the credit does not apply to buildings that have been abandoned or buildings that have become vacant solely for the purpose of development. The NPPG allows Councils to include a policy in their Local Plan on how the credit will be applied locally.

Table 7: London Plan targets for market, private rent and affordable homes

London Plan housing supply target 1236 and London Plan proportions		Local Plan max target 2333 and lower LBBB target for affordable housing option 1		Local Plan max target 2333 and lower LBBB target for affordable housing option 2	
Market (48%)	593	Market (60%)	1400	Market (45%)	1050
Private rent (12%)	148	Private rent (15%)	350	Private rent (25%)	583
Affordable (40%)	494	Affordable (25%)	583	Affordable (30%)	700
<i>Shared ownership, sub-market rent and low cost homes for sale (16%)</i>	198	<i>Shared ownership, sub-market rent and low cost homes for sale (10%)</i>	233	<i>Shared ownership, sub-market rent and low cost homes for sale (12%)</i>	280
<i>Subsidised rents (24%)²¹</i>	296	<i>Subsidised rents (15%)²²</i>	350	<i>Subsidised rents (18%)²³</i>	420
The London Housing Strategy aims to provide half of subsidised rents at social rent levels. However 250 social rented homes are lost through right to buy each year. The difference between supply and loss is shown below for the London Plan proportions and the two LBBB options.					
<i>Social rent (12%)²⁴</i>	148	<i>Social rent (8%)²⁵</i>	187	<i>Social rent (9%)²⁶</i>	210
<i>Net social rent taking into account loss of 250 homes a year through right to buy</i>	-102	<i>Net social rent taking into account loss of 250 homes a year through right to buy</i>	-63	<i>Net social rent taking into account loss of 250 homes a year through right to buy</i>	-40

²¹ Page 9, Housing Strategy, GLA, 2014

²² Page 9, Housing Strategy, GLA, 2014

²³ Page 9, Housing Strategy, GLA, 2014

²⁴ Page 9, Housing Strategy, GLA, 2014

²⁵ Page 9, Housing Strategy, GLA, 2014

²⁶ Page 9, Housing Strategy, GLA, 2014

Table 8: London Plan targets and LBBD options for market, private rent and affordable homes

	2001	2011	2031			2031			2031		
			LP target	LP %	No	LBBD target Option 1	LBBD %	No	LBBD target Option 2	LBBD%	No
Total households	67273	69681	1236	88540		2333	105000		2333	105000	
Market	55%	46%	48%	48%	42827	60%	52%	54928	45%	48%	50158
Private rent	6%	18%	12%	19%	16641	15%	19%	19667	25%	22%	23381
Affordable	38%	35%	40%	32%	28054	25%	28%	29388	30%	30%	31459
Social rented	34%	28%	12%	20%	17321	8%	19%	18560	9%	18%	19127
Social rented households (Council)	23166	19782	19950		-2629			-1222			-655

Table 9: Percentage of homes rented from local authority or housing association 2014, source Annual Population Survey 2014

Ranking	London Council	Percentage (%)
1	Hackney	45.4
2	Tower Hamlets	41.6
3	Southwark	37.2
4	Barking and Dagenham	35.9
5	Islington	35.3
6	Camden	34.4
7	Greenwich	34.2
8	Haringey	33.4
	Inner London	32.1
9	Newham	31.4
10	Lambeth	29.8
11	Kensington and Chelsea	29.1
12	Lewisham	28.1
13	Westminster	27.8
14	Hammersmith and Fulham	25.9
	Outer London	23.1
15	Waltham Forest	19.9
16	Wandsworth	19.3
17	Hounslow	19.2
	UK	17.9
18	Enfield	17.2
19	Havering	17.2
20	Brent	16.7
21	Croydon	16.7
22	Hillingdon	16.6
23	Merton	16.2
24	Bexley	15.2
25	Ealing	14.3
26	Bromley	13.2
27	Sutton	11.6
28	Redbridge	11.3
29	Kingston Upon Thames	10.7
30	Barnet	11.1
31	Harrow	8.9
32	Richmond Upon Thames	8.7
33	City of London	0

4.6.14 The London Plan expects boroughs to seek the maximum amount of affordable housing on individual private residential schemes. Currently, due to the economics of development in Barking and Dagenham and the fact that affordable housing grant cannot be used to support homes provided via S106, it is difficult to achieve significant amounts of affordable housing from this source. Consequently, to even achieve a 25 percent or 30 percent target in the future the Council will continue to play an important role in delivering affordable homes through the schemes it is involved with as landowner and/or developer.

**The affordability of affordable housing
Shared ownership, sub-market rent and low cost homes for sale**

4.6.15 The London Plan makes clear that shared ownership, sub-market rent and low cost homes for sale are for people on incomes of between £18,000 and £85,000. However, it also states that annual housing costs including mortgage payments rent and service charges should be no greater than 40 percent of net household income. This is important since average household incomes in Barking and Dagenham are at the lower end of this range. In recognition of this, the London Plan does allow boroughs to set eligibility criteria, covering issues such as residency, place and work criteria and lower income thresholds for housing, below these levels through planning conditions or agreements. However, these should apply for no more than three months from the point of initial marketing and they should be offered without further restrictions to those who meet the London-wide eligibility criteria as set out in the London Housing Strategy. This is because the London Plan views London as one housing market.

Subsidised rents

4.6.16 With regard to subsidised rents, national and regional planning policy is clear that the Council cannot control rent levels through planning. However, the London Housing Strategy (2014) aims to deliver, on average, subsidised rents which are 65 percent of market rents across the Affordable Housing Programme.

4.6.17 Through the developments the Council is a partner in, such as Estate Renewal Schemes and Special Purpose Vehicles, the Council can control affordability and tenancy qualifications. For example, there are 477 homes at Thames View East and William Street Quarter. Of these, 20 percent are let at 50 percent of the local market rent (the Council's current rents are about 45 percent of a market rent), just over 6 percent at 65 percent of the local market rent and just under 74 percent are let at 80 percent of a local market rent. All

of these would be considered to fall within the Government's definition of a subsidised rent. Assured shorthold tenants of the 65 percent and 80 percent rented homes are required to be in employment and have sufficient income so that the rent will take up no more than 35 percent of their net joint household income.

Tenancies are prioritised as follows:

- Employed tenants of the Council and tenants of housing associations living in the borough
- Employed Housing waiting list applicants living in the borough
- Employed residents of the borough
- People in employment in the borough but who are not currently resident
- People in employment from outside the borough

These criteria may change slightly to allow greater flexibility across these groups.

4.6.18 The Council has less control over schemes delivered by housing associations. That said, there is evidence that housing associations are moving away from social rents in preference to linking future tenancies to average incomes. Of the homes provided by housing associations, 5 percent to 10 percent must be let on a pan London basis and 10 percent of nominations would be retained by the housing association. This replaces the current sub-nominations system.

Summary

4.6.19 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 this consultation has explored the impact of applying lower percentages of affordable housing, 25 percent (Option 1) and 30 percent (Option 2), compared to the London Plan target of 40 percent, to a higher overall housing supply figure of 2,333 net new homes a year, against the London Plan target of 1,236. It has been shown that applying the lower percentages of affordable housing to the higher housing supply figure delivers higher numbers of affordable homes overall. It has also shown that under all three affordable housing options, Barking and Dagenham will 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.²⁷ This is consistent with

²⁷ Section 167(2) of the Housing Act 1996

the objective of enabling social responsibility and building a more resilient community which is less dependent on the Council and does more for itself.

4.6.20 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, 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 to be able to live in the capital. This includes providing homes for key workers crucial in keeping the capitals vital public services running.

4.6.21 Securing the right mix of housing will help to 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.

4.6.22 Alongside the Local Plan review, the Council is putting together a 15 year Housing Implementation Strategy. This will map the supply of new affordable homes using the London Plan proportions 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. Barking and Dagenham has the fourth highest concentration of Council housing in London. As such, the location of new social rented housing will need to be carefully planned. The 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 help achieve mixed and balanced communities rather than reinforcing existing concentrations and associated deprivation. It will instead focus on other forms of housing such as shared ownership in these locations. At the same time, homes need to be provided in locations with good access to public transport to jobs inside and outside the borough. The Local Plan could also look at the potential for securing affordable housing off-site by, for example, seeking developer contributions towards purchase of existing homes in need of repair and empty properties, especially in those areas where they act as a blight to neighbourhoods and individual streets.

Size of new homes

4.6.23 As well as ensuring that new homes achieve the right balance between meeting local housing need and the needs of working Londoners the Local Plan also needs to ensure that the right sizes of homes are built.

4.6.24 From 2001 to 2011 the borough's population increased by 22,000. Only half of this population increase was due to new housing. The other half was from existing households increasing in size. From 2001 to 2011 the average household size in the borough increased from 2.42 to 2.65, still significantly smaller than Newham (3.01) where most people are moving to the borough from. However, GLA data forecasts that average household sizes are due to decrease to 2.53 persons per household by 2030.²⁸ This is due to a large increase in the number of single person and lone parent households and a more modest increase in households with two or more children. Therefore demand in the future will be greatest for 1 and 2 bed homes and to a lesser extent larger properties. The Council will be clearer what the right proportions are when the results of its own Strategic Housing Market Assessment (SHMA) are known.

Housing for older people

4.6.25 Whilst the borough's population is forecast to become younger on average, there will still be increasing numbers of older people who require housing. Most older Londoners are likely to prefer to remain in their own homes and therefore requiring all new homes to be built to Lifetime Home Standards and 10 percent to Wheelchair Standards will be important in enabling this.²⁹ There will also be an increasing need for specialist housing and the annual targets set out in the London Plan are provided below. In total, across 15 years, 1,050 new specialist houses for older people are required in the borough.

Table 10: Indicative targets for specialist older housing in Barking and Dagenham

	Private sale	Shared ownership etc	Subsidised rent	Total
Barking and Dagenham	50	15	5	70

²⁸ 2013 round household projections, GLA, 2013

²⁹ The Lifetime Homes Standard is a series of sixteen design criteria intended to make homes more easily adaptable for lifetime use at minimal cost. The concept was developed by the Joseph Rowntree Foundation.

Gypsies and travellers

4.6.26 National guidance requires the Council to set pitch targets for gypsies and travellers and plot targets for travelling show people based on a local assessment of need. The Council must then 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 to 10 and if possible 11 to 15 years. The Council intends to do a separate study on this issue to inform the Local Plan. Previously the Mayor of London estimated there was a requirement for between 9 to 14 pitches in the borough over ten years.

4.7 Creating new jobs beyond industrial areas

4.7.1 Despite comprising over 20 percent of the urban area of Barking and Dagenham, only 10 percent of future job growth will be from within the borough's industrial areas.

4.7.2 A significant proportion of job growth will be from new and expanding small and medium sized businesses located in the borough town centre's, major new housing sites, retail parades or providing services within the community. The borough has seen good growth in the number of businesses locally with a 23 percent growth from 2009 to 2013. In 2013, there were 5,055 active businesses within the borough. Sectors where jobs are forecast to increase are health and social care, education, leisure, creative industries, transport and professional services. These are all jobs in areas which would be expected to grow as the borough's and East London's population increases. These jobs are also considered to be complimentary to residential settings.

4.7.3 The four examples below demonstrate that the future of town centres is not only for more shops but as centres for culture, leisure, entertainment, learning and also providing space for small businesses:

- The Care City proposal on the former Abbey Leisure Centre site will be a centre of best practice in health and social care.
- On Abbey Road the Ice House Quarter development has proven to be highly popular. Adjacent to The Malthouse and The Granary, two listed buildings have been converted to provide workspace for the creative industry along with residential accommodation and office space. Barking Theatre has entered into a partnership with the Barbican Centre and Guildhall School of Music & Drama to develop and extend its role with these world class institutions. Together these form the heart of London's first Artist Enterprise Zone.
- The Barking Business Centre on Cambridge Road which provides affordable space for small businesses and on-site support.

- Barking and Dagenham Technical Skills Academy is located in the heart of Barking Town Centre and offers a range of work ready courses for 16 to 18 year olds.
- 4.7.4 This requires the Council to consider the future role of the borough's town centres. The Barking Town Centre Strategy (2014) focuses on housing delivery, making Barking East London's cultural hub, a place to work and also to improve transport infrastructure and the quality of new places and buildings. New housing will help to increase visitors to the town centre, attract better shops and help reduce the number of local people shopping elsewhere.
- 4.7.5 Due to the borough's increasing population, there will be a need to plan for more space dedicated to shopping. The Council's Economic Development Study (2014) forecasts that, by 2032, 11,723 sqm of retail floorspace will be required mainly in Barking Town Centre and to a lesser extent Dagenham. This is based on the significant amount of money residents spend outside the borough on shopping in competing centres such as Gallions Reach, Romford, Westfield Stratford, Ilford and Lakeside. If the quality of shops is improved locally more people may shop locally.
- 4.7.6 Dagenham Heathway is a vibrant District Centre but the mall and the shops to the north of the station are dated and in need of redevelopment. The Local Plan is an opportunity to assess development opportunities in Dagenham Heathway to make better use of the land within and around it and make it a centre fit for the 21st century.
- 4.7.7 The Council considers that the existing retail park at Merriellands Crescent could be revamped so it provides a more pedestrian friendly environment and other uses added to the mix to create a new Town Centre. The redevelopment of the Ford Stamping Plant provides the opportunity to create a museum for East London within this centre.
- 4.7.8 Dagenham Heathway station is a ten minute walk from Chequers Corner, the same distance as the Cultural Industries Quarter on Abbey Road is from Barking Station. It also benefits from a bus every 4 minutes along this route. Therefore the relationship between the new centre at Chequers Corner and a revitalised Dagenham Heathway will need to be carefully planned so they complement and reinforce each other so the Heathway benefits from the thousands of new homes planned at the Ford Stamping Plant and Beam Park.
- 4.7.9 Outside Barking Town Centre and Dagenham Heathway there are the borough's two other main centres of Chadwell Heath and Green Street. There is limited potential for new development around these centres. The Council considers the focus in these locations should be on ensuring that the centres continue to provide the shops, services and community facilities for their local communities' day to day needs.
- 4.7.10 Due to the new Becontree Leisure Centre, the expansion of the Robert Clack and All Saints schools, the new ASDA and the proposed expansion of the

Morrisons supermarket on Wood Lane, the area around the Merry Fiddlers junction is becoming a centre in its own right. Due to this, the Council has made improvements to the junction to make it easier to cross and also undertaken environmental improvements in front of the shops on Whalebone Lane. The Council is also making plans to redevelop the area to the east of Althorne Way. The Council therefore considers that this area should become a new District Centre incorporating these facilities.

4.7.11 Outside these centres there are 30 neighbourhood parades. These play a vital role in the provision of day to day needs and with the growth of internet retailing are increasingly important for top-up shopping. They also provide affordable space for small businesses in the growth sectors mentioned previously.

4.7.12 Across the borough's town, district and neighbourhood parades, the Local Plan will need to consider how best to control what uses can go in shop units. This has become a significant issue due to concerns over the clustering of betting offices and pay day loans shops across the borough. In response to this, the Government has recently made changes which mean that betting offices and pay day loan shops now require planning permission. However, it has also introduced more flexibility to allow shops to change to uses such as estate agents without planning permission and under certain circumstances shops to change to cafes and restaurants, schools and even new homes without planning permission. This means the Council's current policies, which aim to restrict the amount of non-retail uses, have no power and need to be updated with something which reflects the changing nature of town centres as not just centres of retail but centres of culture, entertainment, learning and business. Therefore, the Council considers that the Local Plan's town centre policies should focus not simply on what something is but on what contribution it makes to the success of the town centre.

5 Ensuring growth improves quality of life

So far this consultation paper has focused on the opportunities for growth within the borough and how to balance the need to meet local and London housing need with the need for job creation. However, for growth to succeed the Council considers it must:

- Reduce deprivation. Barking and Dagenham is ranked as the eighth most deprived Local Authority in England, with areas within the wards of Gascoigne, Heath, Chadwell Heath, Thames and Abbey being within the 10 percent most deprived Lower Super Output Areas (LSOA) in England. Over half (52.5 percent) of the population of Barking and Dagenham, live in the 20 percent most deprived areas in England. Around one-third (16,245, 33.9 percent) of children in Barking and Dagenham are living in poverty, that is in households with low income and means tested benefits.^{30 31}

³⁰ Index of Multiple Deprivation (2010)

- 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 proofed.
- 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 the life.
- Tackle climate change and plan for its effects.
- Create safer and more resilient communities.

5.1 Infrastructure to support growth

5.1.1 35,000 new homes and 10,000 new jobs cannot be achieved without significant investment in infrastructure. For new communities to flourish and businesses to prosper it is essential that the Council and its partners understand what new infrastructure is necessary to support this level of growth.

5.1.2 The Local Plan will need to plan the requirement for new transport links, schools, health facilities, community spaces, open spaces, play pitches, sports facilities, utilities and broadband to meet the demands of the proposed growth. 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

5.1.3 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.³² Consultation on the issues and

³¹ Public Health England (PHE) 2014 Health Profiles

³² During the lifetime of the plan the use of interconnected smart devices in homes, services and businesses will increase. These will generate data which can be used by the Council and other service providers to better manage and plan the demands on infrastructure across the borough. New development presents an opportunity to encourage developments to incorporate this technology in new homes and businesses so that they are future proof and able to take advantage of the benefits of the internet of things.

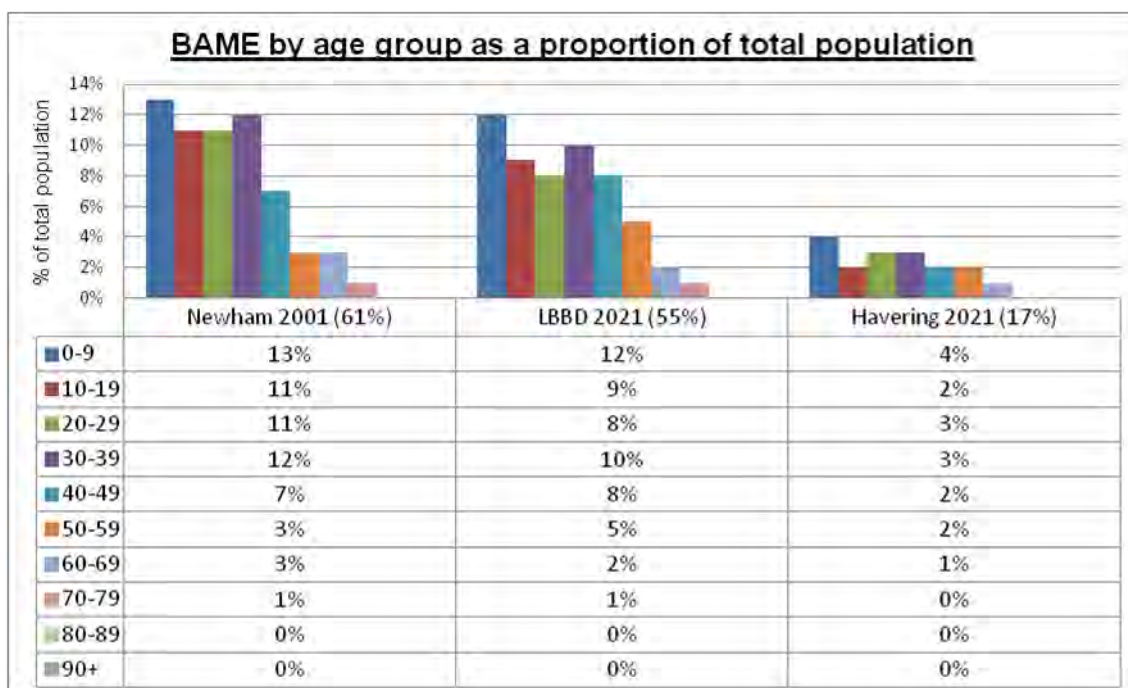
options paper will allow the Council to engage with the gas, water, electricity, sewerage and broadband providers to ensure they are geared up to serving the quantity of new homes and jobs being planned for.

5.1.4 It is important that the right infrastructure is provided to meet the needs of a population that is forecast to become younger and more diverse but with increasing numbers of older people.

5.1.5 Between 2001 and 2011 the 0 to 15 years age group increased by 25.9 percent. The 5 to 9 age group is projected to increase by 32.7 percent by 2031 from 2011. The 10 to 14 age group is projected to increase by 43.6 percent by 2031 from 2011.³³ Due to this Barking and Dagenham is only one of two locations in the country where the median age is set to fall when comparing 1997 to 2037.³⁴

5.1.6 The table below shows that by 2021 the diversity of Barking and Dagenham's population will be similar to that of an inner London borough rather than an outer London borough. By 2021 55 percent of the borough's population is forecast to be from a Black, Asian or an other minority ethnic background. This is similar to the diversity Newham displays today.

Table 11



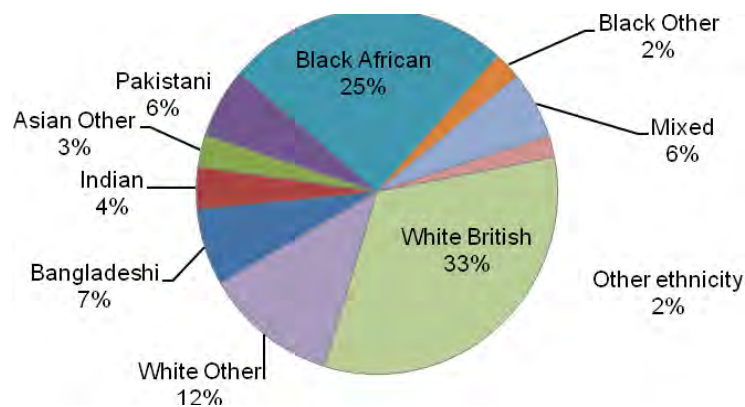
GLA ethnic group projections 2012 round, Trend-based - final

³³ GLA 2013 Trend based Population Projections

³⁴ ONS 2014

5.1.7 The school census (Spring, 2014) reported that 33 percent of pupils in local schools are White and 25 percent are Black African. 67 percent of pupils were classified as BME, including white other, compared with 45 percent in 2007.

Table 12: Percentage of children on school roll by ethnic group - 2014 Spring School Census



Transport

5.1.8 The most significant infrastructure costs are new transport links. These are necessary to ensure new homes have convenient access to the places where people want to work, shop and visit. In 2001, just over 41,400 residents worked outside the borough, in 2011 this increased to 52,474 with the majority of residents working in the City of London (15 percent) followed by Havering (14 percent), Newham (13 percent) and Redbridge (10 percent).³⁵ This is likely to increase further since the population is forecast to increase by 60,000 by 2031 compared to a growth in jobs of 10,000. Tens of thousands of new jobs are planned in the Royal Docks, Canary Wharf, Stratford and the Lower Lea Valley and therefore to ensure the borough's residents can access these it is important that the borough is well connected to these locations.

³⁵ Annual Population Survey 2001 and 2011 and NOMIS 2014

The Council's top transport priorities are:

Priority	Benefit
<ul style="list-style-type: none"> Undergrounding of A13 between Lodge Avenue and Gale Street with interim improvements to Renwick Road junction capacity to deal with traffic from Barking Riverside. 	Delivers 5000 new homes Improves air quality Removes monumental barrier between communities north and south of A13. Improves access to Barking Riverside and industrial areas.
<ul style="list-style-type: none"> Barking to Stratford direct rail link with ultimately an eastern spur of Crossrail 2. 	Connects Barking to Stratford and Kings Cross/St Pancras and High Speed 1 and 2 services Relieves congestion on C2C services into Fenchurch Street.
<ul style="list-style-type: none"> New C2C stop at Dagenham East underground station. 	Provides fast and convenient rail access from the londoneastuk site into central London.
<ul style="list-style-type: none"> London Overground extension to Barking Riverside and Abbey Wood Crossrail Station and continued safeguarding of the DLR extension to Dagenham Dock. 	Links 10,800 new homes at Barking Riverside with Barking Town Centre and onward rail connections therefore connecting new communities to growth areas.
<ul style="list-style-type: none"> Barking Station Improvements. 	Provides step free access to all platforms and increased gateline capacity to cope with increase in number of passengers
<ul style="list-style-type: none"> New road river crossing from South Hornchurch to Belvedere followed by Gallions Reach to Woolwich. 	Opens up markets south of the river to businesses north of the river. Relieves pressure on Dartford and Blackwall crossings. Makes the borough a more attractive place to invest and live.
<ul style="list-style-type: none"> Barking Riverside to Gallions Reach river crossing. 	Provides convenient access to Royal Docks from Barking Riverside and Creekmouth.
<ul style="list-style-type: none"> Improved bus/tram links to Barking Town Centre, Royal Docks, Barking Riverside, South Dagenham, Chadwell Heath and Romford including Queens hospital. 	Connects new and existing communities to areas of jobs growth and stations which provide access to growth areas outside the borough

5.1.9 These are the large transport projects necessary to deliver growth. However, the Local Plan will need to ensure that the borough's road and public transport infrastructure is invested in to keep pace with the planned growth.

5.1.10 As part of this, the Council is currently reviewing the road network to ensure the right balance is achieved between providing sufficient capacity to meet the needs of growth whilst creating an environment which makes walking and

cycling more attractive and public transport more convenient and reliable. In particular there is a need to review the function of those roads which are used by a significant amount of through traffic to get from the A13 up to the A12 and beyond. This includes Lodge Avenue, Rainham Road and Whalebone Lane. These roads carry a lot of commercial traffic which blights the communities either side and creates a barrier for people to cross who want to walk or cycle. The Local Plan presents the opportunity to put the needs of local people before people driving through the borough to other destinations.

5.1.11 The Local Plan will also need to make sure, in partnership with Transport for London, that bus capacity is increased to meet the demands of the increasing population. This is crucial to prevent a rise in car ownership and the associated impacts on congestion and air quality.

5.1.12 The Local Plan will also look at future of the borough's many safeguarded wharves and rail freight terminals in the light of the potential release of industrial land.

Schools, healthcare, leisure and recreation facilities

5.1.13 On the largest housing sites schools, healthcare, leisure and recreation will need to be planned as an integral part of the development. Barking Riverside is a good example of this, where the planning permission sets out the requirements for schools, health care and sports facilities. The same approach will be taken on Beam Park and the Ford Stamping Plant which are also in single ownership. However, the Creekmouth, Chadwell Heath and Thames Road sites are in multiple ownership and here an overall masterplan will be necessary to ensure that individual applications provide the necessary facilities. On smaller sites the Local Plan will identify whether nearby facilities need to be improved.

5.1.14 Provided below is an indication of the infrastructure requirements for the largest housing sites without planning permission.

Table 13: Infrastructure requirements for major housing sites without planning permission

	New homes	Hectares	Schools		GPs ³⁶	Play space ³⁷	Outdoor space ³⁸
			Primary 3FE	Secondary			
Barking Town Centre	5000		4 ³⁹	1x10 Form of entry (FE) ⁴⁰	4 GPs	0.18 ha	NA
Castle Green	5000	40	4	1x12FE	5 GPs	0.23 ha	12 ha
Creekmouth	4000	20	3	1x10FE	4 GPs	0.18 ha	9.6 ha
Chadwell Heath	3000	30	3	1x7FE	3 GPs	0.14 ha	7.2 ha
Thames Road	2000	20	2	1x5FE	2 GPs	0.09ha	4.8 ha
Ford Stamping Plant and Beam Park	3000	37.5	3	1x7FE	3 GPs	0.14 ha	7.2 ha
Other sites	4000		3	1x10FE	4 GPs	0.18 ha	9.6 ha
	25000		22	7	25	1.14	49.4 ha
Borough-wide requirement for 35,000 homes							
Total acute healthcare ⁴¹		136 beds					
Total intermediate healthcare		16 beds					
Mental healthcare		6 beds					
Sports centre including 500 sqm swimming pool ⁴²		1	Excludes 1 sports centre with swimming pool to be provided at Barking Riverside				
multi-use games areas		5	Excludes Barking Riverside provision				
tennis courts		5	Excludes Barking Riverside provision				
Police officers		249 ⁴³					
Fire stations		1 (3 appliances)					

³⁶ Healthy Urban Development Unit 2014

³⁷ GLA Supplementary Planning Guidance: Shaping Neighbourhoods Play and Informal Recreation, 2012, minimum of 10 sq m of dedicated playspace per child

³⁸ Standard 1.6 per 1000 people, Fields in Trust guidance. 35,000 homes x 2.5 = 87500. 87.5 x 1.6 = 140. Barking Riverside = 80 hectares. 60 hectares for 25000 homes = 2.4 hectares/1000 homes.

³⁹ Includes 2 x 3FE schools approved in Gascoigne Estate

⁴⁰ Includes 1 x 12FE secondary school approved in Gascoigne Estate

⁴¹ Healthy Urban Development Unit 2014

⁴² Sport England's Facilities Planning Model

⁴³ 1 officer/pcso per 351 persons – to maintain borough average. Source <http://policeauthority.org/metropolitan/statistics/police-numbers/index.html>

- 5.1.15 The Council will need to work with the relevant agencies in the planning of new infrastructure including National Government, London Buses, Transport for London (TfL), Network Rail and National Express, the NHS, Sport England, the GLA, community groups and education providers. The Local Plan is an opportunity to involve these agencies in the future planning of the borough to ensure growth is planned in a coherent and comprehensive way.
- 5.1.16 To assist in this process, the Council, in partnership with the GLA, TfL and Havering, are doing something called a Development Infrastructure Study. This will identify the infrastructure requirements across London Riverside, its costs and the sources of funding to fund this. It is likely that it will identify a significant funding gap, adding weight to the case for East London Councils to have more control over locally generated income streams such as Stamp Duty.

5.2 Enhancing the places, spaces and qualities that define Barking and Dagenham now and in the future

- 5.2.1 The level of growth possible in Barking and Dagenham brings many opportunities but it also brings threats. This consultation has highlighted that growth and infrastructure needs to be planned together so new and existing residents can benefit from the investment in new facilities and transport.
- 5.2.2 Currently there are 71,000 thousand households in the borough. If 35,000 homes are built by 2030 then the number of households will have grown by 50 percent. To put that into perspective that is more households than there are currently in either Redbridge, Havering or Newham. There is a challenge for the Local Plan to ensure that this scale of development makes a positive contribution to the borough and strengthens the Barking and Dagenham's character, making it an even more attractive place to live and visit. To do this the Local Plan needs to understand the character of the different places that make up the borough so that this can inform the design of new development and ensure the existing features and qualities that people treasure and use as their reference points are protected and enhanced. This will provide reassurance to existing residents and allow new residents to identify with and take pride in their surroundings.
- 5.2.3 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. New development is an opportunity to celebrate and strengthen these. The Local Plan could set out guidance for the design of the major housing sites at Chadwell Heath, Creekmouth, Thames Road, Beam Park, Ford Stamping Plant and Castle Green drawing on best practice from home and abroad. This includes developments such as:

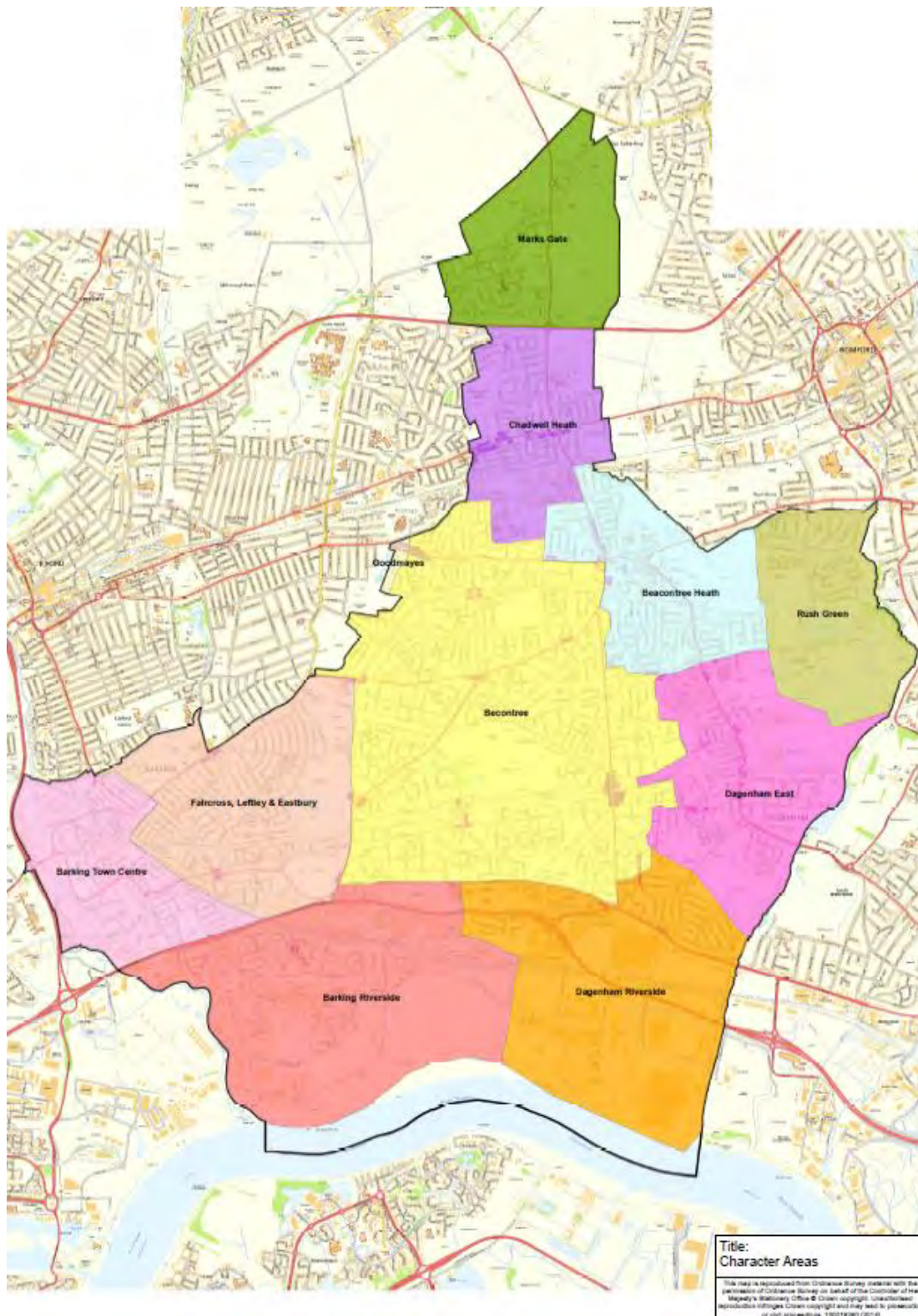
- The Model Sustainable District, Vauban, Freiburg in Germany
<http://www.vauban.de/en/topics/history>
- The inner city development at Hafen-City in Hamburg
<http://www.hafencity.com/en/home.html>
- The sustainable urban extension, Hammarby in Sweden
<http://www.futurecommunities.net/case-studies/hammarby-sjostad-stockholm-sweden-1995-2015>
- The green district of Orestad, Copenhagen in Denmark
<http://www.orestad.dk/english.aspx>

5.2.4 The borough's major new housing 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 could this be 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 of life whilst also being well connected to the rest of the borough. This concept is called Lifetime Neighbourhoods.

5.2.5 We would appreciate your feedback on what you think the different places are in Barking and Dagenham. To help with this we've attempted to define what we think are the eleven places that make up the borough.

- Becontree
- Becontree Heath
- Barking Riverside/Thames View
- Barking Town Centre
- Chadwell Heath
- Dagenham East
- Dagenham Riverside
- Faircross, Leftley and Eastbury
- Goodmayes
- Marks Gate
- Rush Green

Plan 4: Suggested Barking and Dagenham character areas



- 5.2.6 Defining the eleven character places allows the Local Plan to make sure that new development enhances their quality. For example, 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. 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. This will ensure that development is sympathetic to the surrounding area and makes a positive contribution to it.
- 5.2.7 Whilst Barking Riverside, Barking Town Centre, Dagenham Riverside and Chadwell Heath will experience the most growth, due to the opportunities in these locations all parts of the borough will experience a degree of change. One new house, if designed insensitively, can have as much impact on someone's amenity than a complete new housing estate. The Council receives many applications for new homes on side plots across the borough and is careful to ensure it only approves those that do not cause harm in terms of design, car parking and residential amenity. However, the Council is able to outlaw back garden developments in the interests of maintaining the integrity of the borough's existing housing estates, reducing car parking pressures and focusing growth on brownfield sites.
- 5.2.8 Barking and Dagenham has a rich local history from the Bronze Age Dagenham Idol, the Barking Abbey and Eastbury and Valence Manor Houses and more recently the borough's industrial heritage.
- 5.2.9 However, the borough has relatively few protected assets. It has 45 listed buildings, 123 locally listed buildings, one schedule ancient monument and four conservation areas. The borough's heritage will play an important role in providing the context for new development and providing new residents with an understanding of where the borough has come from and is going to, thereby helping instil civic pride.
- 5.2.10 This extends beyond the borough's protected assets. For example, the Becontree Estate is not a conservation area nor are any of the homes listed. At the same time, it is of huge historic importance as the largest public housing scheme of its time in the world.
- 5.2.11 The physical form of the Becontree Estate was strongly influenced by the Tudor Walters Committee Report on improving housing standards published in 1918; low density suburban estates, winding lanes, trees and gardens, with a standard of twelve houses per acre. The Becontree Estate was the largest municipal housing estate in the world. The patterns of circles, crescents and banjos were meant to create interest and variety in what was a predominantly flat landscape.

5.2.12 Increased car ownership has impacted on the Becontree's environment and detracted from the character and integrity of the area. Trees, hedges, fences and garden walls have been lost on some of the main streets and the condition of the properties varies. However, there are areas where the original features of the estate remain intact and these evidence that the estate has potential if planned sensitively to be as important in the 21st century to the future of the borough as it was in the 20th century. There is an opportunity in the new Local Plan to define the features and qualities which give the Becontree Estate its character and make sure new development protects and enhance these. There is the potential to provide 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.

Valance Circus 1945



5.3 Empowering people to do more for themselves whilst strengthening the institutions which support local communities

5.3.1 The Council's vision and priorities make clear that the Council, its partners and the community will support residents to take responsibility for themselves, their homes and their community. This is to achieve the objective of social responsibility but also to give people the empowerment to make improvements to their local area. This is necessary because with reduced Government funding the Council will have to work differently with its partners

and the community. This means, that wherever possible, ensuring there are support mechanisms to enable residents to live more independently, whilst still offering a safety net of support for the most vulnerable.

5.3.2 This means building resilience in local communities by supporting active citizens, local assets and neighbourhood networks, enabling and empowering local communities to develop, manage and sustain local community hubs.

5.3.3 The Local Plan has an important role to play in this respect. 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, schools 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.

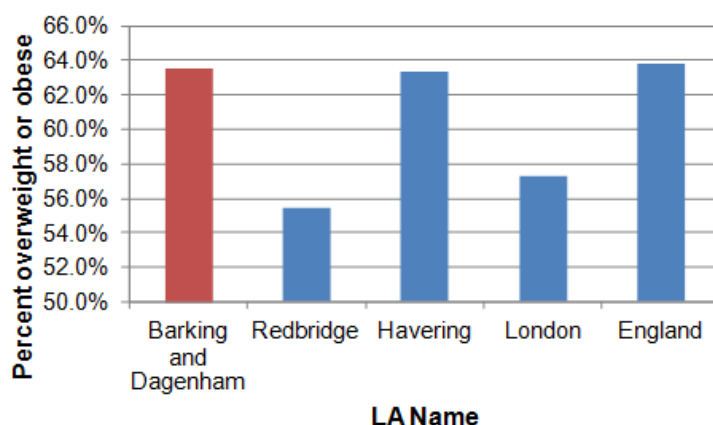
5.4 **Improving access to healthcare and allowing people to lead healthy and fulfilling lives**

5.4.1 Social responsibility extends to health. The Council's Health and Well Being Strategy 2012 – 2015 aims to achieve three outcomes using the evidence from the Council's Joint Strategic Needs Assessment:

- To increase the life expectancy of people living in Barking and Dagenham.
- To close the gap between the life expectancy in Barking and Dagenham with the London average.
- To improve health and social care outcomes through integrated services.

5.4.2 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. Obesity is a major contributor to poor health. In the borough, 63.4percent of adults are classified as overweight or obese which, although similar to the national average, is significantly higher than the London average.

Table 11: Prevalence of overweight and obese adults in Barking and Dagenham and neighbouring boroughs, 2012



Source: National Obesity Observatory

5.4.3 In 2012 /13 Barking and Dagenham had the fifth highest proportion of overweight and obese children in Reception class (25.9 percent) and the fourth highest proportion in Year 6 classes in Primary School (40.1 percent) in England. There is variation across the borough but every ward is above the national average in both Reception and Year 6.⁴⁴

5.4.4 Diet and lack of exercise are contributory factors to obesity. The percentage of adults achieving at least 150 minutes of physical exercise a week has remained the same for both the 2013 and 2014 profiles at 48.9 percent, which is significantly worse than the England average of 56 percent.

5.4.5 The Local Plan can enable people to live healthier lifestyles in a number of ways including:

- Providing spacious new housing with good access to jobs.
- Ensuring that developers commit to local skills and training plans to maximise the number of local people employed in new local jobs.
- Designing new development to make cycling and walking safer and more convenient and a genuine alternative to the car.
- Designing new development so that stairs are accessible and convenient.
- Ensuring people have access to fresh fruit and vegetables including allotments and space for food growing within new development and controlling the location of hot food takeaways (locating them away from schools).
- Ensuring new development has convenient and safe access to a range of open spaces offering formal and informal recreation opportunities, including children's play space. This includes the borough's network of

⁴⁴ National Child Measurement Programme (NCMP) 2012/13

parks and open spaces.⁴⁵ The borough has more publicly accessible green space than 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. The Local Plan review is an opportunity to increase the proportion of the borough's population using open spaces by reviewing their function and identifying opportunities to improve the range of leisure and recreation activities they offer. It can also look to improve access to them and between them.

- Ensuring that new development enhances biodiversity and helps green the urban environment.^{46 47} The Local Plan will map existing green spaces and take forward the Green Grid concept, where the opportunity arises, through new development with the aim to establish a network of green infrastructure which as well as health benefits also provides flood protection, shade and biodiversity benefits as well as increasing the attractiveness of the borough.
- Ensuring the design of public spaces encourages social interaction and places for people to sit and chat.

5.4.6 The most basic measure is to ensure people live in good quality, energy efficient new housing with convenient access to good quality jobs which they have the skills to compete for. These are the basic conditions to leading a healthy lifestyle. If these conditions are in place then the other measures above will improve the health of residents.

5.5 Tackling climate change and planning for its effects

5.5.1 Everything that this consultation paper has covered so far is threatened by climate change. London is particularly vulnerable to flooding, overheating and drought. Climate change will increase the probability and severity of these effects through rising sea levels, heavier winter rainfall, higher tidal surges, hotter summers and less summer rainfall. 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.

⁴⁵ The percentage of the population of the borough utilising outdoor space for exercise/health reasons was 7.8 percent in 2013/14 and 11.3 percent in 2012/13. This compares with the London average of 11.8 percent in 2013/14 and 10.5 in 2012/13.

⁴⁶ The London Plan sets regional BAP Habitat Targets for 2020 to enhance and increase the areas of priority habitats. In Barking and Dagenham these habitats include: Floodplain grazing marsh; Acid grassland; Reedbeds; Woodland; Orchards; Meadows and pastures; Tidal Thames; Rivers and streams; Standing water; Fen, marsh and swamp; and Open Mosaic habitats on previously developed land.

5.5.2 The main causes of climate change are greenhouses gases and in particular carbon dioxide. The Mayor of London seeks to achieve an overall reduction in London's carbon dioxide emissions of 60 percent below 1990 levels by 2025.

5.5.3 CO₂ emissions for the borough were estimated to be 4.3 kt per capita for Barking and Dagenham. This is significantly lower than the average for London (5.2 kt per capita) and for England (7.0kt per capita). Of the 828.1kt CO₂ emitted in 2012, 780.8 kt or 94 percent was within the scope of influence of the local authority.⁴⁸

5.5.4 The biggest source of CO₂ in 2012 was from Industry and Commercial Electricity (27.5 percent). Domestic Electricity (18.6 percent), Domestic Gas (18.5 percent) and Transport (18.1 percent) were the next highest contributors.

The London Plan seeks to ensure that development proposals minimise carbon dioxide emissions by using the energy hierarchy:

- Be lean: use less energy
- Be clean: supply energy efficiently
- Be green: use renewable energy

5.5.5 The London Plan sets challenging carbon emissions reduction targets for new buildings which apply to Barking and Dagenham. Ultimately the aim is to meet the Government's target of zero carbon development by 2016 for homes and 2019 for other buildings. The Local Plan will need to focus on delivering these targets.

Other measures the Local Plan could include to tackle climate change are:

- Identifying opportunities for decentralised heat networks to help meet the target of London to generate 25 percent of its heat and power from this source. Where developments cannot link into a network, to encourage the use of Combined Heat and Power systems.
- Securing local energy production to reduce energy costs and make energy supply more resilient and efficient. Barking and Dagenham with its extensive river frontage and large areas of green open space has the potential for tidal power and wind turbines. Barking and Dagenham has secured funding from the Government to help set up London's first energy services company. This has the potential to include a water turbine on the River Roding and solar panels on the borough's buildings, a Combined Heat and Power system for the Gascoigne Estate and will explore the potential for a small number medium sized wind turbines elsewhere in the borough, for example in Eastbrook Country Park.
- Encouraging developers to use sustainable materials.
- Aim to reduce emissions from road vehicles by reducing the need to travel through the co-location of buildings which the public use in

⁴⁸ UK local authority and regional carbon dioxide emissions national statistics, DECC, 2014

locations with good public transport accessibility, making walking and cycling more attractive and the use of car clubs. Car ownership in the borough equates to 0.8 cars per household which is lower than the average for outer London (1.0 cars per household) and lower than the average for England (1.1 cars per household).⁴⁹ It will be important to at least maintain or reduce this ratio in the interests of reducing CO₂ emissions, improving air quality and easing congestion. The whole of Barking and Dagenham is an Air Quality Management Area for Nitrogen Dioxide (NO₂) and Particulate Matter (PM10). In 2011 three air quality focus areas were identified at Merry Fiddlers, A13 east of Lodge Avenue and Barking Town Centre as locations with the most potential for improvements to air quality.⁵⁰

- Maximising the economic opportunities of a low carbon economy by consolidating low carbon industry on the London Sustainable Industries Park.

5.5.6 The Local Plan will also need to focus on ensuring that new development adapts to the effects of climate change by being designed for warmer, wetter winters and hotter, drier summers and to withstand possible natural hazards such as heatwaves, floods and droughts. The Local Plan could include the following measures to adapt to the effects of climate change:

- Ensuring new developments are designed to cope with a hotter climate and do not make it worse.
- Maximising the amount of greenery in new development to help absorb air pollution and maximise shade. For example a number of developments in Barking and Dagenham incorporate green roofs and there are green walls on the new ASDA development on London Road and at Warren Secondary School.
- Making efficient use of natural resources including water.
- Managing flood risk. It is impossible to prevent flooding entirely but the planning system does provide opportunities to manage flood risk and reduce flood risk. A number of areas within the borough are at risk of flooding. This risk comes from a variety of sources including the tidal Thames, rivers such as the Roding, Goresbrook and Beam, from groundwater, surface water and sewers. The Council is currently completing a Strategic Flood Risk Assessment for the whole borough to ensure the flood risk maps are up-to-date and take account of climate change. Alongside this, the Council is also preparing a Local Flood Risk Management Strategy which will identify flood risks from all sources across the borough and the measures the Council is taking to reduce this. This will enable the Local Plan to ensure new development is planned with a full understanding of flood risk and incorporates the necessary measures to make sure it is safe without increasing flood risk elsewhere and where possible reducing it.

⁴⁹ London Borough Profiles, London Datastore

⁵⁰ Air quality in Barking and Dagenham a guide for public health professionals, GLA, September 2013

5.6 Safer and more resilient communities

- 5.6.1 The Barking and Dagenham Community Safety Strategy 2014 to 2017 aims to prevent and reduce crime and anti-social behaviour. Perception of crime usually exceeds actual crime rates. The crime rate has fallen between 2003/4 and 2013/14 from 133.2 crimes per thousand to 82.6 crimes per thousand.⁵¹ New development presents an opportunity not to design out crime but to design environments where people have good quality housing, access to good jobs, good schools and can lead a healthy lifestyle. These are the conditions for creating safe communities. At a more detailed level, 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. By ensuring roads, footpaths and other public spaces are overlooked and activity maximised at ground floor level the need for electronic surveillance can be reduced.

6. Delivering the plan

- 6.1.1 The level of growth set out in this plan is not unprecedented. The numbers of new homes are similar to those planned for in Newham and Tower Hamlets and less than were built when the Becontree Estate was constructed in the 1920s and 30s. The figure of 2,333 new homes a year is less than 5 percent of London's annual housing need. However, in the last 15 years the average number of new homes delivered in the borough is 558 homes per year. To achieve 2,333 net new homes per year for fifteen years will require an increase of 400 percent. Of the 35,000 new homes, 80 percent are on 8 sites. Only one of these sites is owned by a house builder, with the remaining 7 not owned by organisations that build houses. Therefore, the Council and its partners have a key role using its planning and regeneration powers to kick start delivery on these sites. The Council has received support from the GLA for the Barking Housing Zone and is contributing to the cost of the London Overground extension to Barking Riverside. At Creekmouth, Thames Road and Chadwell Heath the Council will need to develop captivating visions and masterplans for these sites and be prepared to use its compulsory purchase powers to attract house builder interest and overcome land ownership difficulties. In line with the National Planning Policy Framework the Council will prepare a Housing Implementation Strategy which identifies the necessary actions to deliver the forecast housing numbers and the role of the Council, other agencies, developers, funders and landowners in achieving this.
- 6.1.2 The National Planning Policy Framework requires the Council to demonstrate that the Local Plan is viable. It makes clear that the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing,

⁵¹ Metropolitan Police, 2014

development standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

- 6.1.3 Ensuring the right infrastructure is provided to support this growth is critical. 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. Devolution of income streams such as Stamp Duty would also help bridge this gap. 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.
- 6.1.4 The viability assessment of the Local Plan, will need to recognise that investing in infrastructure can deliver savings by putting the right conditions in place to enable people to access and compete for new jobs, benefit from high quality learning facilities for all life stages, integrated health services, multi-functional green infrastructure and superfast broadband. In combination these would give residents the skills and ability to access good jobs and lead healthy lifestyles, which in turn reduces deprivation and the burden on health services and other support services.

Appendix A: Glossary

Affordable Housing: Housing costing 80 percent of the market value or less. The full definition is set out in the National Planning Policy Framework.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

Affordable Housing Grant: This regards a fund which provides new affordable housing. The fund is administrated in London by the Greater London Authority.

Allocated Land: This refers to where land has been identified for a specific type of development, for example, housing, this often limits the type of development which can take place on a site.

Article Four Directions: An Article Four direction is a special planning regulation adopted by a Local Planning Authority in all or part of their borough. It operates by removing permitted development rights from whatever is specified in the Article Four direction.

Biodiversity: The variety of plant and animal life in the world or in a particular habitat, a high level of which is usually considered to be important and desirable.

Bio Tech: Biotech or biotechnology encompasses a wide range of procedures for modifying living organisms for human purposes. This considered an emerging economic sector which is projected to grow over future decades.

Brownfield Sites: This is a term used in planning to describe land previously/ or currently in use for industrial, or industrial like purposes which could include some commercial uses. Such land may have been contaminated with hazardous waste or pollution or there may be a fear that it has been.

Community Infrastructure Levy: The Community Infrastructure Levy is a charge, introduced by the Planning Act 2008 as a tool for local authorities in England and Wales to help deliver infrastructure to support the development of their area.

Community Facilities: Sometimes called social infrastructure, this refers to (but is not limited to) children's play and recreation facilities; 118 education facilities (early years, primary and secondary); children's centres and child care facilities (including private nurseries); health, medical, social and residential care facilities; policing facilities, public libraries; adult learning facilities; one stop shops, community centres, halls and meeting rooms; public sports and leisure facilities; religious meeting places; public conveniences; cemeteries and crematoria; open spaces and green spaces (including allotments); and emergency and services

Creative Industries: The creative industries refer to a range of economic activities which are concerned with exploiting of knowledge and information. These are often linked with cultural industries and are often linked with art based activities and enterprises.

Decentralised Heat Networks: This can refer to the local generation of energy through renewable resources such as solar and wind energy

District Centres: These are town centres smaller than Major centres, providing convenience goods and services for more local communities and accessible by public transport, walking and cycling.

Draft Plan: This can also be considered a Regulation 19 Plan. This regards another stage where the Council will consult with you. This will only regard technical or procedural issues to do with the preparation of the plan.

Employment Land: This refers to land which is mainly used for either office, industrial or storage purposes. In planning this is referred to as Use Class B.

Estate Renewal: This regards the redevelopment of Council estates.

Evidence Base: This refers to the technical documents that support planning policies and the Local Plan as a whole.

Green Belt: This refers to designated land surrounding the London urban area which restricts development in order to stop the outward growth of London. Barking and Dagenham contains green belt land in the north and east of the Borough.

Green Technology: Technology whose use is intended to mitigate or reverse the effects of human activity on the environment. This is considered a growing sector of the economy

Homes In Multiple Occupation: This is considered a property rented out by people who are not from one 'household' (that is, a family) but share facilities like the bathroom and kitchen.

Housing Association (Rented): These are private non profit making organisations which either sell or rent out properties at lower than market values.

Industrial Land: See employment land.

Infrastructure: The basic physical, social and environmental structures or facilities which are required for sustainable development.

Institutional Private Rented: Rental homes provided by large institutions (for profit) usually as part of new build large developments.

Issues and Options: This can also be considered a Regulation Eighteen Plan. This regards this current stage of the Local Plan where the Council seek your views regarding the early stage proposals.

Lifetime Neighbourhoods: This is a type of neighbourhood which is configured so that residents of all types (old and young) can live sustainably over their entire lifespan. For more information:<https://www.gov.uk/government/publications/lifetime-neighbourhoods--2>

London Plan: The spatial strategy for Greater London.
<http://www.london.gov.uk/priorities/planning/london-plan/further-alterations-to-the-london-plan>

Major Centres: These are town centres found in inner and some parts of outer London with a borough-wide catchment. They generally contain over 50,000 square

metres of retail, leisure and service floor space with a relatively high proportion of comparison goods relative to convenience goods. They may also have significant employment, leisure, service and civic functions. Barking Town Centre is the borough's only major centre.

Masterplan: A masterplan is a development framework for a certain area.

National Planning Policy Framework: This sets out National Planning Policy, alongside Planning Policy for Traveler Sites document and ministerial statements.

Neighbourhood Centres/ Neighbourhood Parades: This refers to centres smaller than District and Major centres. These usually provide basic retail needs to the surrounding neighbourhood.

Permitted Development: A type of development where planning permission is not required.

Planning Inspectorate: This is an executive agency of the Department for Communities and Local Government of the United Kingdom Government. It is responsible for determining final outcomes of town planning and enforcement appeals and public examination of local development plans.

Planning Policies: Policies set out in Development Plan Documents which are used to assess planning applications.

Resilient Communities: Communities which can adapt under pressure to a range of shifts in social, economic or environmental circumstances.

Social Facilities: Sometimes called community facilities, this refers to (but is not limited to) children's play and recreation facilities; education facilities (early years, primary and secondary); children's centres and child care facilities (including private nurseries); health, medical, policing facilities, social and residential care facilities; public libraries; adult learning facilities; one stop shops, community centres, halls and meeting rooms; public sports and leisure facilities; religious meeting places; public conveniences; cemeteries and crematoria; open spaces and green spaces (including allotments); and emergency and essential services.

Space Standards: Currently set within the London Plan, space standards sets the internal sizes for homes and flats.

Stamp Duty: A land and property tax paid on certain land and property transactions.

Subsidised Rent: Rent which is set at a lower level than the market rate.

Sustainable Development: This is usually defined as development which can meet the needs of the present generation without compromising the ability of future generations to meet their own needs. This is defined in the National Planning Policy Framework at paragraphs six to ten.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

Viability Assessment: A viability assessment explores various cost and value assumptions regarding a development or developments to arrive at a conclusion regarding the profitability of a scheme or schemes.

Welfare Reform: A set of policies which makes changes to the social security system. Closely associated with reforms from the Welfare Reform Act 2012.