

# **London Borough of Brent**

## **Examination of the Brent Local Plan**

### **Matters, Issues and Questions for the Examination**

#### **Response of the Council: Matter 10 – Delivery and monitoring**

## **Matter 10 – Delivery and monitoring**

***Main Issue: Does the Plan set out a clear framework for the monitoring the implementation of the policies within the Plan?***

***How will the effectiveness of the Plan and its policies be measured and assessed?***

***[Section 7 of the Plan]***

### **Questions**

- 10.1 *How will the effectiveness of the Plan's policies, the identified quantum of development, the associated infrastructure requirements of the Plan strategy and its delivery be monitored, managed and delivered?*
- 10.1.1 The Council produces annual monitoring reports. The current format of the existing annual monitoring report will be amended to reflect the targets within the new Local Plan. As such, the effectiveness of the Plan's policies will be monitored through these yearly monitoring reports. This will enable future analysis of the effectiveness of the policies and indicate whether any appropriate actions are required to support better outcomes. This might result in changes that can be done in association with the current policy. For example monitoring indicated significant losses of employment space to residential. This was resulting in outcomes inconsistent with targets set in current policy DMP14. Consequently the Council has introduced three Article 4 directions over time relating to different parts of the borough removing permitted development rights. Alternatively, in some cases it may point to the need for more fundamental change in a future Local Plan review.
- 10.1.2 With regards to the identified quantum of development, as Brent falls within Greater London, monitoring is generally consistent with systems set up by the Greater London Authority (GLA). The quantum of development has historically been inputted into the London Development Database (LDD). This has allowed the Council to examine and report on housing delivery and other development trends associated with changes in floorspace. The GLA is in the process of setting up a new database. This will allow details relating to permissions for development to automatically be shared with and added to the new database. It is intended for the new system to 'Go Live' in August 2020. This will allow everyone (including members of the public) to view dashboards in relation to set criteria for development granted permission. The Council will continue to produce annual monitoring reports. These will principally use LDD information to monitor the quantum of development delivered.
- 10.1.3 The Council also undertakes its own research. For example, it undertakes town centre frontage surveys. It will also liaise with other Council departments and outside organisations in seeking appropriate primary and secondary data.

- 10.1.4 With regards to infrastructure, the Council has produced an Infrastructure Delivery Plan (IDP). The IDP outlines the identified need, and the infrastructure projects required to meet that need, over a number of infrastructure types. This is required to support the growth identified within the Housing Trajectory. The processes for the management and delivery of infrastructure projects within the IDP is laid out in more detail than is appropriate here in response to questions 4.8 – 4.15 of these MIQ's. This is supported by a table which makes clear the delivery of essential infrastructure over the Plan period. The IDP is a live document, and will be updated on an annual basis to reflect the underlying evidence base documents which established the need. This will ensure the document is up to date, and projects which are already delivered are removed.
- 10.1.5 The IDP is used to guide the delivery of infrastructure projects, and in particular, Community Infrastructure Levy (CIL) spend. Brent has adopted its own CIL rates, as outlined within the Brent CIL Charging Schedule. It produces an annual report in accordance with regulation 62 of the Community Infrastructure Levy Regulations 2010 (as amended). However, from the next reporting year (2019/2020), the Council will produce an Infrastructure Funding Statement (IFS). This will set out the infrastructure projects or types of infrastructure that the council intends to fund, either wholly or partly by CIL or s106 planning obligations. The Statement will be published annually, providing delivery information with respect to the most recently completed financial year.
- 10.1.6 To support the preparation of the IFS, the Council is in the process of establishing formal governance arrangements for the spending of the strategic element of CIL, linked to the infrastructure priorities identified in the IDP. Having these arrangements in place will provide a proportionate update to the IDP projects on at least an annual basis and enable CIL and/or s106 expenditure and project delivery to be monitored effectively, all contributing to the ongoing effective monitoring of infrastructure to support growth outlined in the Local Plan.
- 10.1.7 However, it is acknowledged that it is possible that some infrastructure may come forward not directly as a result of CIL or S106. For this reason, delivery of infrastructure is also covered within the Annual Monitoring Report, which looks at delivery of new infrastructure or improvements / extensions to existing infrastructure, such as schools.
- 10.2 *A number of performance measures set out in figure 39 of the Plan indicate 'none' or 'no target' (e.g. the net number of dwellings lost where the development results in an overall loss of dwellings). Are these performance measures sufficiently precise so as to be effective?*
- 10.2.1 The following policies have a target of 'none': BD1, BD2, BE4, BGI2 (incorrectly labelled as BGI4 on page 386) and BSI1. For clarification, the target of 'none' in these cases relates to a target of '0', rather than the absence of a target. For example, Performance Measure 'Additional A4 or A5 units granted permission in Primary Shopping Frontages' has a target of

'none'. This is because the relevant policy (BE4) requires no further A4 or A5 uses permitted there. In these cases, to provide greater clarity it is proposed that minor modifications amend the reference of 'none' to zero (or '0'). These are set out in Appendix A.

- 10.2.2 The following policies have 'no target' and are explained on a case by case basis below: BH7, BH10, BH11, BE1, BE2/BE3.
- 10.2.3 BH7: this policy covers a wide range of different types of communal establishments, including Houses in Multiple Occupation, accommodation with support /care, and student accommodation. A precise target has not been set in relation to this, as each type of accommodation will have different levels of demand / need. As such, the Council acknowledges that a "no target" is not as precise as a target with a specific number or percentage. However, the Council considers that the numbers of additional bed spaces in communal establishments should still be monitored for two reasons:
- i) communal accommodation counts towards the Council's housing delivery in accordance with the Housing Delivery Test; and
  - ii) monitoring, albeit not against a target, will still allow the council to reflect on the effectiveness of the policy by looking at the general levels of different types of bed spaces in communal establishments coming forward.
- 10.2.4 BH10: this policy aims to resist housing loss unless there are exceptional circumstances to justify this. The Council acknowledges that a precise target – for example, "none" – could be identified. This would however, be arbitrary and would be contrary to the policy intention, which does allow for a net loss of dwellings if circumstances allow. The Council considers that the monitoring of this target is more likely to consist of the examination of the justifications behind such permissions allowing a net loss of dwellings. Monitoring can also take account of situations where loss is not allowed. Both will indicate whether the policy is effective, needs amendment, or perhaps is not needed. As such, the Council considers that although the target is not precise, effective monitoring can still be undertaken.
- 10.2.5 BH11: the policy aims to ensure that development of an existing three bedroom+ dwelling does not result in a loss of family dwelling accommodation overall. The Council proposes a modification to this target so that the new target is 'no net loss of family sized (3+ bedroom) accommodation'. The Council considers that this proposed modified target is precise enough so as to allow monitoring of the effectiveness of the policy. Individual permissions where a net loss of family sized accommodation has been approved can also be examined in more detail on a case by case basis to determine the effectiveness of the policy.
- 10.2.6 BE1: The policy aims to protect existing and provide additional affordable workspace in the South Kilburn Growth area, the other growth areas (Alperton, Burnt Oak, Colindale, Church End, Neasden, Staples Corner and Wembley) require provision of 10% of floorspace within major developments

exceeding 3000sqm as affordable workspace. A precise target has not been set, as not all of the Growth Areas are requiring a set percentage of affordable managed workspace to be delivered as part of the total amount of major developments over 3000sqm. The supporting text of the policy also notes that in some circumstances, it may be more appropriate for a financial contribution to be provided to help deliver workspace elsewhere rather than provide such workspace on site. As such, although a precise target is not set, the Council still considers that monitoring delivery against this indicator will be effective, as the Council will be able to look at developments on a case by case basis rather than against an overall numerical target to monitor how effective the policy has been.

- 10.2.7 The Council proposes a modification to this target so that the new target is “10% of floorspace within major developments exceeding 3000sqm as affordable workspace”. The Council considers that this proposed modified target will allow effective monitoring of the policy. Individual permissions will be able to be examined in greater detail where the target has not been met to help determine whether the policy is effective or needs to be amended.
- 10.2.8 BE2/BE3: These policies aim to support increased provision of industrial floorspace. As such having a general ‘net additional floorspace’ target is in line with this. The Council acknowledges that a more precise target could be set for delivery overall to the end of the Plan period consistent with the industrial land evidence base. It considers that this is likely to be of limited use given the 20 year horizon, whilst shorter targets are likely to be arbitrary as the amount of net additional industrial floorspace within any one year is likely to be heavily dependent on the economic environment at the time. The Council considers that monitoring whether or not there is a net increase year on year, including exploring the reasons as to why such levels of increase (or potential decrease) may have taken place is a precise enough way to be able to monitor the efficiency of these policies. There could however be a better understanding of the extent to which change is as a result of the new policy approach of intensification (i.e. related purely to an industrial floorspace scheme) or through co-location (industrial floorspace supported by other uses). As such, the Council proposes a modification to this measure, to consider the impact of intensification or co-location as set out in Appendix A.

**Appendix A Proposed Minor Modifications to the Plan**

<b>Chapter/Policy Number</b>	<b>Paragraph Number or Section</b>	<b>Modification Proposed</b>	<b>Reason for Modification</b>
7 Delivery and Monitoring	Figure 39	" <del>BGI4</del> <u>BGI2</u> "	To correctly identify policy being monitored.
7 Delivery and Monitoring	Figure 39	Policy Targets for BD1, BD2, BE4, BGI2 (incorrectly labelled as BGI4, and proposed above to be amended to BGI2) and BSI1: " <del>None</del> <u>Zero</u> "	To correctly identify target.
7 Delivery and Monitoring	Figure 39	BH11 target: " <del>None</del> <u>No net loss of family sized (3+bedroom) accommodation</u> "	To correctly identify target.
7 Delivery and Monitoring	Figure 39	BE1 target: " <del>No Target</del> " <u>10% of floorspace within major developments exceeding 3000sqm as affordable workspace</u> ".	To correctly identify target.
7 Delivery and Monitoring	Figure 39	Performance Measure for BE2 and BE3 "Net additional employment <u>industrial</u> floorspace provided in SIL, LSIS and LES by <u>intensification or co-location</u> ."	More precise performance measure consistent with policy objectives.