

Thurrock: A place of opportunity, enterprise and excellence, where individuals, communities and businesses flourish

# Planning, Transport, Regeneration Overview and Scrutiny Committee

The meeting will be held at **7.00 pm** on **12 September 2017**

**Committee Room 1, Civic Offices, New Road, Grays, Essex, RM17 6SL**

## Membership:

Councillors Barbara Rice (Chair), John Allen (Vice-Chair), Oliver Gerrish, Tom Kelly, Terry Piccolo and Peter Smith

## Substitutes:

Councillors Tim Aker, Gary Collins, Clifford Holloway, David Potter, Joycelyn Redsell and Gerard Rice

## Agenda

Open to Public and Press

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<b>1. Apologies for Absence</b>	
<b>2. Minutes</b>	<b>5 - 12</b>
To approve as a correct record the minutes of the Planning, Transport, Regeneration Overview and Scrutiny Committee meeting held on 4 July 2017.	
<b>3. Items of Urgent Business</b>	
To receive additional items that the Chair is of the opinion should be considered as a matter of urgency, in accordance with Section 100B (4) (b) of the Local Government Act 1972.	
<b>4. Declaration of Interests</b>	
<b>5. c2c Update Report</b>	<b>13 - 16</b>

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| <b>6.</b> | <b>Thurrock Local Plan Progress Update</b> | <b>17 - 28</b> |
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Agenda published on: **4 September 2017**

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# DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF

Breaching those parts identified as a pecuniary interest is potentially a criminal offence

## Helpful Reminders for Members

- *Is your register of interests up to date?*
- *In particular have you declared to the Monitoring Officer all disclosable pecuniary interests?*
- *Have you checked the register to ensure that they have been recorded correctly?*

## When should you declare an interest *at a meeting*?

- **What matters are being discussed at the meeting?** (including Council, Cabinet, Committees, Subs, Joint Committees and Joint Subs); or
- If you are a Cabinet Member making decisions other than in Cabinet **what matter is before you for single member decision?**



Does the business to be transacted at the meeting

- relate to; or
- likely to affect

any of your registered interests and in particular any of your Disclosable Pecuniary Interests?

Disclosable Pecuniary Interests shall include your interests or those of:

- your spouse or civil partner's
- a person you are living with as husband/ wife
- a person you are living with as if you were civil partners

where you are aware that this other person has the interest.

A detailed description of a disclosable pecuniary interest is included in the Members Code of Conduct at Chapter 7 of the Constitution. **Please seek advice from the Monitoring Officer about disclosable pecuniary interests.**

**What is a Non-Pecuniary interest?** – this is an interest which is not pecuniary (as defined) but is nonetheless so significant that a member of the public with knowledge of the relevant facts, would reasonably regard to be so significant that it would materially impact upon your judgement of the public interest.

### Pecuniary

If the interest is not already in the register you must (unless the interest has been agreed by the Monitoring Officer to be sensitive) disclose the existence and nature of the interest to the meeting

If the Interest is not entered in the register and is not the subject of a pending notification you must within 28 days notify the Monitoring Officer of the interest for inclusion in the register

Unless you have received dispensation upon previous application from the Monitoring Officer, you must:

- Not participate or participate further in any discussion of the matter at a meeting;
- Not participate in any vote or further vote taken at the meeting; and
- leave the room while the item is being considered/voted upon

If you are a Cabinet Member you may make arrangements for the matter to be dealt with by a third person but take no further steps

### Non- pecuniary

Declare the nature and extent of your interest including enough detail to allow a member of the public to understand its nature



You may participate and vote in the usual way but you should seek advice on Predetermination and Bias from the Monitoring Officer.

**Vision: Thurrock:** A place of **opportunity**, **enterprise** and **excellence**, where **individuals**, **communities** and **businesses** flourish.

To achieve our vision, we have identified five strategic priorities:

**1. Create** a great place for learning and opportunity

- Ensure that every place of learning is rated “Good” or better
- Raise levels of aspiration and attainment so that residents can take advantage of local job opportunities
- Support families to give children the best possible start in life

**2. Encourage** and promote job creation and economic prosperity

- Promote Thurrock and encourage inward investment to enable and sustain growth
- Support business and develop the local skilled workforce they require
- Work with partners to secure improved infrastructure and built environment

**3. Build** pride, responsibility and respect

- Create welcoming, safe, and resilient communities which value fairness
- Work in partnership with communities to help them take responsibility for shaping their quality of life
- Empower residents through choice and independence to improve their health and well-being

**4. Improve** health and well-being

- Ensure people stay healthy longer, adding years to life and life to years
- Reduce inequalities in health and well-being and safeguard the most vulnerable people with timely intervention and care accessed closer to home
- Enhance quality of life through improved housing, employment and opportunity

**5. Promote** and protect our clean and green environment

- Enhance access to Thurrock's river frontage, cultural assets and leisure opportunities
- Promote Thurrock's natural environment and biodiversity
- Inspire high quality design and standards in our buildings and public space

## Minutes of the Meeting of the Planning, Transport, Regeneration Overview and Scrutiny Committee held on 4 July 2017 at 7.00 pm

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- Present:** Councillors John Allen (Chair), Oliver Gerrish, Tom Kelly, Terry Piccolo and Peter Smith
- Apologies:** Councillors Barbara Rice (Chair)
- In attendance:** Roger Harris (Corporate Director of Adults, Housing and Health)  
Andrew Millard, Assistant Director Planning & Growth  
Charlotte Raper, Senior Democratic Services Officer
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Before the start of the Meeting, all present were advised that the meeting may be filmed and was being recorded, with the audio recording to be made available on the Council's website.

### 1. Minutes

The minutes of the meeting of the Planning, Transport and Regeneration Overview and Scrutiny Committee held on 7 March 2017 were approved as a correct record.

### 2. Items of Urgent Business

There were no items of urgent business.

### 3. Declaration of Interests

Councillor Piccolo declared a Non-Pecuniary Interest regarding Item 5: Thurrock Design Guide - Residential Alteration and Extension Supplementary Planning Document (SPD) in that he was a member of the Planning Committee.

Councillor Kelly also declared a Non-Pecuniary Interest regarding Item 5: Thurrock Design Guide - Residential Alteration and Extension Supplementary Planning Document (SPD) as he was the Chair of the Planning Committee.

The Chair advised Members that he had received a request to amend the order of items on the agenda. Item 8: Integrated Medical Centre Delivery Plan – Phase 1 would be heard first and the remaining items would follow as per the agenda.

### 4. Integrated Medical Centre Delivery Plan - Phase 1

The Corporate Director of Adults, Housing and Health introduced the report which outlined plans for the development of an Integrated Medical Centre (IMC) in Tilbury to address the health needs in the area and improve the

quality and capacity of primary care. The report also provided further detail on the proposed model of care and the delivery mechanism for the capital build project. Members were asked to consider and comment on the exciting opportunity, before the report being presented at Cabinet the following week.

The Chair asked whether the new IMC would include a Minor Injuries unit. The Corporate Director of Adults, Housing and Health outlined that there were hopes for 4 IMCs across Thurrock. While it would be unlikely that all 4 would facilitate Minor Injuries units 1 or 2 would. The unit(s) would be commissioned and delivered by the NHS and therefore he could not yet advise which site(s) would be selected.

The Cabinet Member for Regeneration assured the Committee that Basildon Hospital and all the NHS partners had signed a Memorandum of Understanding that services provided at present would not change until these IMCs were in place so there would be no loss of care in Thurrock. It was hoped that services such as Minor Injuries units and renal dialysis might be provided at some of the IMCs. The exact outcomes were subject to the consultation currently underway but the aim was to ensure services were more viable for both the Council and patients and it was an opportunity to ensure the best possible outcomes for Thurrock.

Councillor Smith highlighted the problem Thurrock faced around retention of GPs and urged for one of the IMCs to be designated as a GP training practice to encourage trainee GPs into the borough where they might settle, to the betterment of Thurrock. The Committee heard that the Council could influence plans but could not directly control as delivery would be controlled by the NHS, however the CCG had aspired to something similar for some time. The landscape of primary care in Thurrock was currently not in good shape and this made recruiting GPs tough.

Councillor Piccolo queried the business case process and the impact that might have on the timeframe for the IMC to be delivered. There would be 2 separate business cases, one for Cabinet to borrow money to build the centre and a separate NHS business case for service delivery. The NHS business case process was very complicated but there had been assurances that it would be a 1-stage process for the commissioning of primary care. While there were hopes for 4 IMCs across Thurrock, the scheme for Tilbury stood alone and would be considered on its own merit. The IMC in Tilbury had been planned regardless of consultations around plans for Orsett hospital; however the opportunities resulting from the current consultation would be an added dimension.

The Chair echoed the need for something to be done in Tilbury which was, at present, 8 GPs short. He wished to see the IMC sooner rather than later. Councillor Gerrish also echoed support for the project and agreed that the term 'Integrated Medical Centre' was far clearer for residents than some previous suggestions. He queried what room there would be for growth in the future, for example if additional services wished to join the IMC. The Corporate Director of Adults, Housing and Health outlined that there would be



specifications for the design team around maximising use of the centres, both around extended hours and 7 day weeks and around the utilising of space., such as shared reception areas. It was essential to future proof the sites for growth, both in terms of population and services offered; this was key to the regeneration aspect of the proposal.

The Chair referred to the Executive Summary within the report and the aims to reduce health inequalities. He welcomed the proposal which was very important for residents.

**RESOLVED:**

**That Members of the Overview and Scrutiny Committee:**

1. **Note the current status of the project and comment on the proposed mechanism for securing the delivery of the Tilbury and Chadwell IMC.**
2. **Support the Council in taking the role outlined within the report including the decision to tender and appoint the design team.**

**5. Thurrock Design Guide - Residential Alteration and Extension Supplementary Planning Document (SPD)**

The Assistant Director of Planning and Growth presented the report. The Residential Alteration and Extension Supplementary Planning Document was the first in a series of supporting documents to the Council's overarching Design Guide. Members were asked to comment on the document and the consultation process before it was presented to Cabinet.

Councillor Smith referred to recent events and, although not directly linked to the Design Guide, expressed his desire for Thurrock Council to be absolutely forensic with regards to matters of fire safety with applications for residential alterations. Members were advised that the matter was not covered by this document nor within the remit of Thurrock Council as a Planning Authority. It was a matter for the Fire Authority and Building Regulations.

Councillor Kelly asked what improvements the changes offered and whether planning applications submitted might be stronger as a result. The Assistant Director of Planning and Growth clarified that the document offered no changes to the existing policy. It was a supporting document, which provided a greater level of detail and would therefore strengthen the Council's hand if refused applications were appealed. He emphasised that the Design Guide did not try to constrain applicants but to stimulate imaginative design, particularly as Thurrock was such a diverse borough.

Councillor Piccolo referred to the consultation responses and noted that the large majority were from agents. He asked how the Planning Department proposed to get more input from draftsmen etc., who the guide was intended to assist most. He suggested the possibility of contacting previous applicants

to ask whether they would have found the guide useful. Members were advised that the top 20-30 agents to submit applications on behalf of Thurrock residents had been contacted and bespoke meetings had been held to obtain their views on the matter.

**RESOLVED:**

**That Members note the current status and progress on the production and adoption of the RAE Design Guide and provide comments on the consultation process that will inform the production of the final document.**

**6. Grays Master Plan**

The Chair advised Members that the Cabinet Member for Regeneration was present to contribute to both this item and item 7: Tilbury Master Planning.

The Assistant Director of Planning and Growth introduced the report which reviewed the progress already achieved and highlighted opportunities within Grays which prompted the outlined approach proposed for a new masterplan.

The Cabinet Member for Regeneration emphasised that there had been no major changes to the masterplan which had been agreed at Full Council under the previous Administration. This update was simply to refresh and bring the masterplan back to the forefront of people's minds to ensure the positive momentum was not lost.

The Chair sought confirmation that the State Cinema would still be renovated by JD Wetherspoon. It was confirmed that a planning application was expected in the summer.

Councillor Kelly asked whether it would be the entire building or merely a part which would be renovated. The whole building would be renovated, though obviously some areas would not be open to the public and would be used for back of house purposes. There were currently talks with English Heritage as how best to use the stage area, but there was confidence since JD Wetherspoon had converted a number of historical buildings previously. The Chair welcomed the restoration of the State given its current state of disrepair.

Councillor Gerrish welcomed the refresh. He highlighted the major issue of transport links, particularly around 2-way working in the town centre. He also asked whether the shopping centre and adjoining multi-storey car park were being explored. The Cabinet Member for Regeneration advised that these issues needed to be considered moving forward. With regards to transport issues and cultural opportunities, there was the offering of an entertainment centre and the currently under-utilised car park would have to be assessed. The masterplan would allow developers to see what the Council intended for the regeneration of Grays. The Assistant Director of Planning and Growth interjected that the whole town centre, particularly Crown House and the

multi-storey, should be assessed to see if they could be made into more attractive landmarks. The shopping centre itself was, at present, very low-scale and there was scope to build upwards.

The Chair enquired as to future plans for the Thameside Theatre. The Cabinet Member for Regeneration assured the Committee that this fell into the category of cultural and civic activities and was considered within the masterplan. The plan under the previous Administration had been to relocate onto the shorefront and it was agreed that this should not change. The plan for the regeneration of much of Thurrock involved opening up to face towards the Thames, with waterways and cycle ways. These long-term aims had not changed.

Councillor Piccolo noted that within the shopping precinct 'Savers' had upsized. This was a positive sign as businesses would not locate to a bigger store if they did not have faith that there was business to sustain it.

Councillor Smith added that there needed to be a major review of the road network within Grays, particularly around choking points and the pollution in the air.

#### **RESOLVED:**

**That Planning, Transport and Regeneration Overview and Scrutiny Committee comment on the proposed approach to updating the existing Masterplan for Grays set out in the report.**

### **7. Tilbury Master Planning**

The Assistant Director of Planning and Growth introduced the report which reviewed the progress already achieved and highlighted opportunities within Tilbury which prompted the outlined approach proposed for a new masterplan.

The Cabinet Member for Regeneration outlined that the key difference between masterplans for Grays and Tilbury were that the vision for Grays was easily seen however Tilbury had seemingly had things done to it with no real connectivity. There was a need for a wider vision and investment. Given the huge opportunities presented to Tilbury this was a chance to ensure Tilbury got what it needed, otherwise it could have a largely negative impact if not done properly.

The Chair referred to section 2.1 of the report. In his view the most important aspect was for Tilbury to be a place where people were healthy and the possibility of a green lung could prove very special. He also hoped that the local MPs would join Thurrock Council in continuing to lobby the Government to reconsider the proposed route of the Lower Thames Crossing. While there were clearly benefits from a number of the opportunities coming forward, such as employment, the overall impact these would have on Tilbury were not too clear. He feared the Asda roundabout would reach its maximum capacity. He welcomed Tilbury 2 using rail to keep freight off the road networks. The

Cabinet Member for Regeneration highlighted that a key issue was to consider how individually and collectively these major developments would impact Tilbury, particularly the road networks. This was an issue for all Members, not just the Councillors for Tilbury wards and the masterplan would be crucial for transport and logistics.

Councillor Gerrish welcomed the focus on Tilbury but stressed the importance of including the community so they did not feel these were simply more changes being imposed upon Tilbury. He queried the breadth of the Estate Regeneration proposed in section 3.7 of the report and plans to involve the community. Estate Regeneration was critical for Tilbury; it was quite deprived and out of the way. Tilbury was somewhere you had to have a reason to go to. However it was understandable that residents wished to stay in their houses and therefore the regeneration would need to be handled delicately, with resident engagement throughout.

Councillor Kelly referred to the Lower Thames Crossing and the possibility of Tilbury 2. He asked whether the possibility of a relief road could be seriously considered. He also expressed concern regarding the increased rail movements; while it was preferable to avoid adding to congestion on the road networks he was concerned about the impact it would have along the line, such as Stanford-le-Hope and Purfleet. The Assistant Director of Planning and Growth agreed the increased rail movements were a concern as the network was strained already however it was preferable to road movements. If both developments went ahead it would be logical to relieve the pressure on the Asda roundabout by rerouting traffic to a separate junction. The Council hoped to influence thinking.

The Cabinet Member for Regeneration reiterated the concern over the combined impacts of development, particularly on the Asda roundabout. Increased freight lines, such as HS2, would allow for passenger lines to be released and would be better for Thurrock.

Councillor Piccolo expressed the need to manage residents' expectations around any consultation to avoid any misconceptions around what changes would be possible. He was concerned that there would soon be a net surplus of jobs in Thurrock which would lead to increased commuters and increased congestion. If it was difficult to commute into the borough there would then be a strain on the housing market. He wanted to ensure it could be made easier to fulfil jobs so that additional houses could be well planned rather than forced upon the borough. Members were advised that this explained the need for the Local Plan. There were two possible scenarios moving forward, either an increase in commuters to fill jobs created, or if the jobs could not be filled then local economics would slow. There was a need to balance economic growth with housing growth. The Tilbury ferry was already used by many people living in Kent to commute to work in Tilbury Docks and it was necessary to improve transport links within the borough.

The Committee discussed options such as extending the Oyster zone and extending clipper boat services. The issue would be that running such

services would only be viable at peak hours and it would not be beneficial for the Council to have to subsidise the services. Councillor Piccolo interjected that Thurrock did not do enough to encourage tourism. With RSPB sites the borough could be far more attractive, if the Grays and Tilbury riverfronts were improved. The Cabinet Member for Regeneration agreed that with better riverfront access, access to the Elizabethan fort and improvements such as a green lung there could be far more to offer passengers of the cruise liners which docked in Tilbury. It was essential to consider what the desired outcome and vision was for Tilbury so that sustainable improvements could be made.

**RESOLVED:**

**That Planning, Transport and Regeneration Overview and Scrutiny Committee commented on the proposed approach to the masterplan for Tilbury set out in the report.**

**8. Work Programme**

Members were asked if they wished to propose any additions or amendments to the Work Programme.

Councillor Smith suggested inviting Purfleet Centre Regeneration Ltd to the Committee.

Councillor Gerrish requested an item surrounding the “Fill it” aspect of “Clean it, Cut it, Fill it” to be brought before the Committee.

Councillor Piccolo noted that the Agenda for the meeting to be held on 12 September 2017 was very full. Officers agreed to discuss whether any reports could be postponed to a later meeting and the Members would be advised outside of the meeting.

**The meeting finished at 8.25 pm**

Approved as a true and correct record

**CHAIR**

**DATE**

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<b>12 September 2017</b>	<b>ITEM: 5</b>
<b>Planning, Transport, Regeneration Overview and Scrutiny Committee</b>	
<b>c2c Update Report</b>	
<b>Wards and communities affected:</b> All	<b>Key Decision:</b> Key
<b>Report of:</b> Ann Osola, Assistant Director of Transportation and Highways	
<b>Accountable Assistant Director:</b> Ann Osola, Assistant Director of Transportation and Highways	
<b>Accountable Director:</b> Steve Cox, Corporate Director of Environment & Place	
<b>This report is</b> Public	

## Executive Summary

The Planning, Transport, Regeneration (PTR) Overview & Scrutiny Committee requested regular updates on the performance of the c2c services. This update will be delivered by a c2c delegate who will inform the Overview and Scrutiny Committee of the actions taken to date and planned for future in response to stakeholder demands.

### 1. Recommendation(s)

**That Committee:**

#### 1.1 Comments on the c2c's actions taken to date and planned for future to manage expectations of various stakeholder groups' demands.

### 2. Introduction and Background

2.1 On 13<sup>th</sup> December 2015, c2c have changed the train journey times with aim to increase capacity on their service and accommodate 3,000 more passengers during the morning peak. The benefits of the new timetable are more likely to be experienced by the passengers of Basildon, Benfleet, Chafford Hundred and Ockendon stations.

2.2 The timetable was changed because over the past 25 years regional population has increased 15% and 15% increase on passenger demand over the past 5 years, and with more people working in London there is a need for better connectivity. In response to this increasing demand the c2c invests £12 million in refurbishment programme.

- 2.3 The timetable change implemented in December 2015 was the biggest one for many years which was necessary to increase the capacity. However, the capacity had already been met, but trains would be extended and more frequent due to a GPS breaking system that could be introduced in the future. c2c were looking to purchase further 16 – 20 carriages for this purpose.
- 2.4 The c2c reviews the passenger count on each service. The c2c believes that the load weight data on each train is accurate and which produces an accurate number of people on each train at each stop. The accuracy is further supported by c2c and network rail employees who regularly carry out spot checks. The load weight data would be available on the website in the future to inform passenger what trains were less compacted.
- 2.5 In addition to the passenger counts monitoring, the c2c carried out passenger surveys to ascertain the passenger satisfaction with the changes to the service.

### **3. Issues, Options and Analysis of Options**

- 3.1 At the March 2017 PTR Overview and Scrutiny Committee, Head of Communications at c2c presented the report to Members demonstrating that since September 2016 the number of Thurrock passengers increased by 5.6%. Despite this increase 1,600 more (85%) of Thurrock passengers were seated, trains were less crowded at their busiest periods and the punctuality has improved.
- 3.2 The latest passenger satisfaction survey undertaken by Transport Focus on 30,000 c2c passengers indicated an 87% of passengers were satisfied with the service with key crowding metrics being scored the best results for last three years.
- 3.3 The main issue affecting c2c satisfaction scores in September 2016 was the punctuality. Only 83% of passengers were satisfied which was to date the worst c2c outcome. However, this was still higher than the United Kingdom train operator average of 69%.
- 3.4 Head of Communications at c2c informed Members that c2c had been purchased by Trenitalia who were Italy's main rail operator. He confirmed to Members that it was business as usual for c2c and passengers and that further announcements would likely to be made over the coming year regarding technology and ticketing.
- 3.5 The main topic discussed at the question and answer session were:
- the levels of crowding especially between Barking and West Ham Stations which is continually monitored by c2c and improvements made to address overcrowding;



- unavailability of new trains at Thurrock network which were designed for long distance journeys which had freed up more standard 15 years old carriages for Thurrock network;
- reduction of train dwelling time at Barking Station which is as per the intended 90 seconds per each stop to ensure sufficient time to allow passengers to get on and off the train.

3.6 As requested by the previous meeting, this Committee's meeting will be attended by c2c representative who will provide further update on c2c's services and take questions from Members to further clarify any concerns.

#### **4. Reasons for Recommendation**

4.1 To satisfy the Committee that c2c is taking actions to continually improve their services as response to the demands of various stakeholder groups.

#### **5. Consultation (including Overview and Scrutiny, if applicable)**

5.1 The Committee is one of the c2c's stakeholders and thus the report presents a form of consultation.

#### **6. Impact on corporate policies, priorities, performance and community impact**

6.1 The improvements to the c2c train services support the Thurrock Council Corporate Vision:

*"Thurrock: A place of opportunity, enterprise and excellence, where individuals, communities and businesses flourish."*

And support the following Corporate Priority to:

*"Encourage and promote job creation and economic prosperity."*

#### **7. Implications**

##### **7.1 Financial**

Implications verified by: **Mark Terry**  
**Senior Financial Accountant**

This report serves as information and does not foresee any financial implications.

##### **7.2 Legal**

Implications verified by: **Vivien Williams**  
**Planning and Regeneration Solicitor**

This report serves as information and does not foresee any legal implications.

### 7.3 Diversity and Equality

Implications verified by: **Natalie Warren**  
**Community Development and Equalities  
Manager**

The changes to the c2c train timetable impact upon the local community within Thurrock. This report provides an opportunity to ensure that community priorities are incorporated into planning for future timetable provision.

### 7.4 Other implications (where significant) – i.e. Staff, Health, Sustainability, Crime and Disorder)

None

### 8. Background papers used in preparing the report (including their location on the Council's website or identification whether any are exempt or protected by copyright):

- <http://www.c2c-online.co.uk/travel-information/timetables-trains/timetable-next-steps/>
- PTR Overview & Scrutiny Committee 20 January 2016 report: c2c Train Timetable Changes
- PTR Overview & Scrutiny Committee 20 January 2016 minutes
- PTR Overview & Scrutiny Committee 7 March 2017 report: c2c Train Timetable Changes - update
- PTR Overview & Scrutiny Committee 7 March 2017 minutes

### 9. Appendices to the report

- None

### Report Author:

Ann Osola  
Assistant Director  
Transportation & Highways

<b>12 September 2017</b>	<b>ITEM: 6</b>
<b>Planning, Transport, Regeneration Overview and Scrutiny Committee</b>	
<b>Thurrock Local Plan Progress Update</b>	
<b>Wards and communities affected:</b> All	<b>Key Decision:</b> Key
<b>Report of:</b> Sean Nethercott, Acting Strategic Services Lead	
<b>Accountable Assistant Director:</b> Andy Millard, Assistant Director of Environment and Place	
<b>Accountable Director:</b> Steve Cox, Corporate Director of Environment and Place	
<b>This report is</b> Public	

## Executive Summary

At its meeting on the 12<sup>th</sup> February 2014 Cabinet gave authorisation for the preparation of a new Local Plan to guide the future development of Thurrock. This report updates on the progress that has been to date and seeks the Committee's views on the approach being adopted by the Council in developing the Plan in an open and inclusive way.

### 1. Recommendation(s)

- 1.1 That the Committee note the report and provide comment on the approach being adopted by the Council in preparing a new Local Plan.**
- 1.2 That the Committee continues to receive regular progress reports on the preparation of the Local Plan and provides oversight of the Plan making process.**

### 2. Introduction and Background

- 2.1 The Council has an adopted Local Plan in the shape of the Core Strategy and Policies for Management of Development DPD (December 2011). However, on the 12<sup>th</sup> February 2014 Cabinet gave approval to undertake a review of the Core Strategy and begin the preparation of a new Local Plan to guide the development of the Borough over the period to 2037.
- 2.2 A key principle underpinning the operation of the planning system is the requirement that local authorities must have an up-to-date Local Plan for their

area. The February 2014 Cabinet resolution recognised that a review of the Core Strategy was required in order to address the impact of economic change and a number of significant changes to the planning system at the national, regional and local levels. These include:

- The need for a more up-to-date statutory planning framework to coordinate the delivery of the Council's ambitious growth strategy for Thurrock;
- The revocation of the East of England Plan and the requirement for local planning authorities to undertake a fresh assessment of their future development needs;
- A requirement for the Council to identify a deliverable five year housing land supply and bring forward more sites for development to support long term economic growth;
- Legislative changes that fundamentally affect the form, content and process for preparing a Local Plan; and
- A need to plan for a decision by Government on the route and location of the proposed Lower Thames Crossing and its potential economic, transport, and environmental impact on the Borough.

2.3 The process for preparing and adopting Local Plans is set out in the Town and Country (Local Planning) (England) Regulations 2012. Any failure to comply with or follow the steps set out in legislation could lead to the plan being found unsound with the significant risk that the Government could step in and impose a new plan or development on the Borough.

2.4 Preparation of the Local Plan will must follow a number of stages to ensure that local people and stakeholders are fully engaged in the process and its content is based on robust evidence, the proper consideration and testing of alternative strategies and then finally external examination by an Inspector appointed by the Secretary of State. These stages of work are summarised in Figure 1.

**Figure 1- Local Plan Stages of Preparation**

- **Scoping Content and Evidence Development**
- **Issues and Options (Stage 1) – February 2016**
- **Issues and Options (Stage 2) – November 2017**
- **Draft Local Plan - May 2019**
- **Publication Draft Local Plan – May 2020**

- **Submission and Examination – From November 2020**
- **Adoption – September/October 2021**

2.5 It is anticipated that a Local Plan will be adopted by the Council in 2020/21, however, due to the complex nature of the work and the potential impacts of the Lower Thames Crossing decision-making process, the programme for preparing the plan will be kept under regular review.

## **Progress to Date**

### *Issues and Options Stage 1 Public Consultation*

- 2.6 The first Issues and Options Stage 1 Consultation Document (I&O1) was published in February 2016 and focused on thematic policy areas. As part of the formal plan-making process, the Council is required to consult the local community, business and stakeholders on the content of the Local Plan. On the 24 February 2016 the Council authorised a 6 week public consultation on the Thurrock Local Plan issues and Options (Stage 1) Document, the Thurrock Local Plan Sustainability Appraisal Scoping Report and the Draft Thurrock Design Strategy.
- 2.7 The purpose of the consultation was to obtain the views of stakeholders, local businesses and the community on the key issues that the Local Plan will need to address in order to meet Thurrock's future development needs. By the close of the consultation period on 11 April 2015, a total of 70 organisations had responded with 548 separate comments having been received in response to the questions set out in the Consultation Document. A full record of the comments received and the Officers response to these representations is set out in the Thurrock Local Plan Issues and Options (Stage 1) Report of Consultation which is available to view on the Council's Local Plan website. ([www.thurrock.gov.uk/localplan](http://www.thurrock.gov.uk/localplan)). A summary of the key issues raised by respondents is set out below

### **Issues and Options 1 – Key Consultation Responses**

The Local Plan process must:

- Recognise that a failure to identify additional land for housing and employment development would threaten the future economic prosperity and growth of the Borough.
- Consider the development of a new spatial strategy which goes beyond the current approach of focusing investment and development within the existing urban area and the established Economic Growth Hubs in order to meet meets

Thurrock's future development needs.

- Undertake a full review of the Green Belt to identify additional land to meet future housing and employment needs consistent with the approach set out in the National Planning Policy Framework (NPPF).
- Consider the allocation of land to meet the future housing needs of London and neighbouring South Essex authorities in addition to meeting Thurrock's own Objectively Assessed Housing Needs (OAHN) in full.
- Ensure that the Council actively engages with neighbouring authorities through the Duty to Cooperate process to meet London's future housing needs.
- Consider reviewing the Borough's retail hierarchy and the relative roles of Lakeside and Grays Town Centre in accommodating future strategic retail needs over the plan period.
- Establish a "town centres first" policy approach to the location of town centre uses with a policy to resist further out of centre retail development to support the retail led regeneration of Grays Town Centre.
- Plan positively for growth by supporting the transformation of Lakeside into a regional town centre with Intu Lakeside providing the best location for new retail and leisure development in the Borough for comparison retailing and leisure development.
- Ensure existing centres including Grays and Intu Lakeside can provide for future shopping needs of Thurrock. Further development outside these centres is not required and identified needs should be focused on maintaining and enhancing existing centres.
- Plan positively to maximise the economic benefits that will arise following the development of the proposed Lower Thames Crossing.
- Support the future commercial viability and expansion of the Ports through continued investment in new infrastructure, housing education and skills development.
- Identify additional sites for dedicated truck parks to meet future demand and reduce the environmental and transport impact of logistics related traffic growth on the Borough.
- Recognise the importance of protecting the role played by the River Thames in supporting economic growth.
- Allocate land for the development of new waste and renewable energy facilities which recognizes Thurrock's strategic location and the current availability of sites for new development.

- Recognise the importance and value of Thurrock's green infrastructure and heritage assets in supporting the delivery of wider economic, environmental, health, community and transport objectives.
- Support the delivery of the Thames Vision which promotes the retention of riverside industry and employment locations, and the protection and enhancement of the distinctive riverscape in terms of water quality, wildlife and attractiveness as an open space.
- Consider the impacts of any planned expansion or change to port facilities along the Thames within Thurrock on Medway's port infrastructure.
- Safeguard wharfs in Thurrock for the importation of marine dredged and other mineral resources into the region.
- Recognise Thurrock's future role in meeting London and the wider South East's waste needs.
- Consider the future implications of strategic transport improvements including the Lower Thames Crossing.
- Support the delivery of an enhanced public rights of way network accessible to all users –walkers, cyclist, equestrians and the disabled, including increased access to the Borough's open spaces.

2.8 The comments received by the Council in response to the Issues and Options Stage 1 Public Consultation have been used to inform the preparation of the Issues and Options Stage 2 Public Consultation Document which will be considered by Council at its meeting on 25<sup>th</sup> October 2017.

*Issues and Options Stage 2 Public Consultation*

2.9 The purpose of the Issues and Options (Stage 2) consultation will be to seek views on how Thurrock should develop and grow in the future and where in broad terms new development should be located across the borough. It is important to note that this consultation is not concerned about which sites should be allocated in the local plan for development. However, following this consultation, and based on the responses received, a preferred broad spatial strategy for accommodating Thurrock's future needs will be developed and this will strongly influence decisions about which sites should be developed.

2.10 The Issues and Options Stage 2 Public Consultation Document will seek the views of stakeholders and the local community on a range of issues including:

- The key challenges and objectives underpinning the development of the Local Plan;

- The future scale and distribution of new housing, employment, retail and leisure development needed in Thurrock over the plan period up to 2037;
- The range of broad alternative spatial options and approaches available to accommodate the Boroughs future housing needs;
- The opportunities available to improve the range and quality of sporting, leisure and recreational facilities, including public open space to meet Thurrock's future needs; and
- Call for Sites 3 – further request for landowners to submit sites for assessment and possible allocation for development through the plan-making process.

*How are communities and key stakeholders going to be involved?*

2.11 In preparing a new Local Plan the Council is required by legislation to produce a Statement of Community Involvement (SCI). The SCI sets out the actions which the Council must legally undertake to involve stakeholders and the community when preparing a new Local Plan. This includes making consultation documents available on the Council's website and in providing hard copies of the documentation at the Civic Offices in Grays and in libraries across the Borough.

2.12 As with the Issues and Options 1 Consultation in February 2016, the Council is keen to engage as many people as possible in the development of the Local Plan and will achieve this by building upon the basic legal requirements set out in the SCI through a wide range of consultation mechanisms and forums including but not limited to:

- Continuing engagement through the Local Plan Residents Forum, Youth Forum, Developer Forum and Business Forum.
- Organising 'drop in' events via the 'Local Plan Roadshow' to allow people to come along and share their views in person.
- Setting up online polls to allow more people to have their say on the big questions; and
- 'Planning for Real' consultation events.
- Duty to Cooperate Workshops

2.13 All the consultation responses received, together with a summary of how they have been considered and taken into account in preparing the Local Plan, will be recorded in the Thurrock Local Plan Consultation and Engagement Statement, which will be submitted to an Inspector for consideration as part of



the Local Plan Examination process. This document will be published alongside each stage of the plan-making process so that people can see how their views are helping to shape the development of the Local Plan.

*What information will be used to inform the Local Plan?*

2.14 Local Plans must be based on robust evidence about the economic, social and environmental characteristics and prospects of the area. Much of the evidence is of a technical nature and is not described in detail in this Report. Key pieces of evidence currently being prepared include:

- South Essex Housing Market Assessment 2016
- South Essex Housing Market Assessment Addendum Report 2017
- Thurrock Housing Land Availability Report
- Thurrock Development Capacity Study
- Thurrock Housing Opportunities Study
- Thurrock Green Belt Assessment
- South Essex Economic Development Needs Assessment
- Thurrock Employment Land Availability Assessment
- South Essex Retail Study
- Thurrock Active Place Study
- Thurrock Whole of Plan and CIL Viability Baseline Study
- Lakeside Area Development Framework Update
- Grays Town Centre Area Development Framework Update
- Thurrock Transport and Infrastructure Baseline Study
- Thurrock Vision for Movement

2.15 Further information on how some of the emerging studies and their findings and conclusions are already helping to shape the plan-making process will be set out in the Issues and Options Stage 2 Public Consultation Document. Copies of all the studies referred to above will be made available to view on the Councils Local Plan website following their completion. ([www.thurrock.gov.uk/localplan](http://www.thurrock.gov.uk/localplan)).

*How will the Local Plan relate to other Plans and Strategies for the area?*

2.16 Partnership working and co-ordination of strategies are key features of the planning system. The Council is therefore liaising with relevant bodies who also prepare strategies which have an impact on the Borough. This includes those organisations involved in the delivery of health, education, transport and environmental services together with those companies involved in the provision of public utilities. This is to ensure that the plans and strategies of all these key delivery partners are consistent and in broad alignment with the emerging local plan strategy thereby ensuring the provision of necessary supporting infrastructure at the right time and in the right place to support Thurrock's future growth aspirations.

- 2.17 The Council is working jointly on strategic priorities with other authorities in South Essex, London and beyond. This is known as the Duty to Cooperate. Thurrock forms part of the South Essex Housing Market Area and as such the Local Authorities already work very closely together on planning for housing, economic, transport, flood risk and infrastructure delivery and growth. By virtue of its proximity to London and its strategic location next to the M25 and the Dartford Crossing, the wider geography for engaging through the Duty to Cooperate process also includes working with the London Mayors Office and the GLA, together with local authorities across Essex and North Kent on a range of Duty To Cooperate matters, including housing, transport and minerals and waste issues.
- 2.18 Through the ongoing development of the Local Plan evidence base and discussions with the various Duty to Co-operate bodies the Council has identified a series of key cross boundary issues which both the wider strategic plan-making process and the Thurrock Local Plan will need to consider and address. These are summarised below.

#### **Key strategic Cross Boundary Issues**

- Planning to meet future housing needs – the scale and distribution of development across South Essex
- Addressing the needs of Gypsies and Travelling people
- Planning for economic growth – the scale and distribution of development and required infrastructure improvements
- Managing the development of the strategic network of Centres – scale, distribution and phasing of growth
- Infrastructure planning and delivery – identification, funding and phasing of strategic and local infrastructure provision to support growth (transport, utilities, broadband, health, education, leisure and community infrastructure)
- Training, skills and accessibility to employment opportunities
- Maintaining the integrity of the Metropolitan Green Belt
- Strategic Green Infrastructure – management, maintenance and protection of strategic assets
- The River Thames
- Protecting and conserving the historic and natural environment
- Managing Flood Risk
- Climate Change
- Minerals and Waste – Thurrock’s future role in meeting local, regional and national needs
- Lower Thames Crossing
- Proposed Thames Tidal Barrier
- Cross Rail 2

### **3. Issues, Options and Analysis of Options**

- 3.1 As previously stated it is proposed to take a report to Council on the 25<sup>th</sup> October 2017 seeking authorisation to publish the Thurrock Local Plan Issues & Options Stage Consultation Document which will then be the subject of a 12 week public consultation event which will commence on 24<sup>th</sup> November 2017 and close on the 19<sup>th</sup> of February 2018. The consultation period has been deliberately extended beyond the normal 6 week period due to the impact of it falling either side of the Christmas and New Year break but more particularly to allow officers more time to engage with members of the public and stakeholders on some of the key issues arising out of the plan-making process. Reflecting this approach Members of the Committee are asked to comment on the proposed approach to public consultation identified in this Report and to suggest amendments or alternative approaches for consideration.
- 3.2 The scope, nature and wording of the questions for consultation will be finalised in October, leading to the production of a range of consultation papers, including summary non-technical documents, to help generate interest in the Local Plan process and obtain comments and views back from all sections of the community. These documents will then be submitted to Council on 25<sup>th</sup> October together with a report seeking approval to publish them for consultation for a 12 week period.
- 3.3 In view of the complexity of the issues being considered as part of the Issues and Options Stage 2 Consultation and the often highly technical nature of the local plan evidence base, it is proposed to run a series of Members Workshops for each of the Groups in September and October in the run up to Council in order to brief Members and to obtain their views on the key issues and options under consideration.
- 3.4 Following the conclusion of the consultation period all responses will be logged and reported back to Council as a precursor to the preparation of a full Draft Local Plan which again will be subject to further public consultation.
- 3.5 As the plan-making process develops it is proposed to bring further reports back to this Committee highlighting progress made and seeking the comments and views of Members on key issues as they arise.
- 3.6 The major costs associated with the preparation of the Local Plan will be incurred during the financial years 2017/18, 2018/19, 2019/20 and 2020/21. The costs of preparing the Local Plan will be met from existing budgets and from income derived from planning application submissions, in line with the programme of activity set out in the approved Local Development Scheme.

### **4. Reasons for Recommendation**

- 4.1 The Committee is requested to provide its views on the approach being adopted to prepare the Local Plan, in order to comply with the requirements

set out in the Planning and Compulsory Purchase Act 2004, the Localism Act 2011 and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

## **5. Consultation (including Overview and Scrutiny, if applicable)**

- 5.1 The Local Plan will be the subject of extensive public consultation at each stage of the plan-making process in accordance with the approach and practice set out in the Statement of Community Involvement (SCI) adopted by the Council in November 2016.

## **6. Impact on corporate policies, priorities, performance and community impact**

- 6.1 This report sets out how the preparation of the Local Plan will be undertaken in a manner consistent with wider corporate objectives. The Council has a statutory duty under the Equality Act 2010 to promote equality of opportunity in the provision of services and employment opportunities. A Community Equality Impact Analysis (CEqIA) will be conducted as part of the process of preparing the new Local Plan. Compliance with the SCI will ensure that the consultation process associated with the new Local Plan will provide an opportunity for all sections of the community, including those with protected characteristics, to become fully involved in helping to shape the future planning and development of Thurrock.

## **7. Implications**

### **7.1 Financial**

Implications verified by: **Laura Last**  
**Management Accountant**

The major costs associated with the preparation of the Local Plan will be incurred during the financial years 2017/18, 2018/19, 2019/20 and 2020/21. The costs of preparing the Local Plan will be met from existing budgets and from income derived from planning application submissions, in line with the programme of activity set out in the approved Local Development Scheme.

### **7.2 Legal**

Implications verified by: **Vivien Williams**  
**Planning & Regeneration Solicitor**

Set out in the body of the report.

### 7.3 Diversity and Equality

Implications verified by: **Becky Price**  
**Community Development Officer**

This report sets out how the preparation of the Local Plan will be undertaken in a manner consistent with wider corporate objectives. The Council has a statutory duty under the Equality Act 2010 to promote equality of opportunity in the provision of services and employment opportunities. A Community Equality Impact Analysis (CEqIA) will be conducted as part of the process of preparing the new Local Plan. Compliance with the SCI will ensure that the consultation process associated with the new Local Plan will provide an opportunity for all sections of the community, including those with protected characteristics, to become fully involved in helping to shape the future planning and development of Thurrock.

### 7.4 Other implications (where significant) – i.e. Staff, Health, Sustainability, Crime and Disorder)

There are no other implications associated with the report

### 8. Background papers used in preparing the report (including their location on the Council's website or identification whether any are exempt or protected by copyright):

None

### 9. Appendices to the report

None

### Report Author:

Sean Nethercott  
Acting Strategic Services Lead  
Environment and Place

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**Planning, Transport, Regeneration Overview and Scrutiny Committee  
Work Programme  
2017/18**

Dates of Meetings: 4 July 2017, 12 September 2017, 14 November 2017, 16 January 2018 and 13 March 2018

<b>Topic</b>	<b>Lead Officer</b>
<b>4 July 2017</b>	
Adoption of Thurrock Design Guide - Residential Alterations and Extensions Supplementary Planning Document	Monica Qing
Grays Masterplan	Brian Priestley
Tilbury Masterplan	Matthew Brown
Tilbury Integrated Medical Centre	Rebecca Ellsmore
Work Programme	D/S
<b>12 September 2017</b>	
Thurrock Local Plan Progress Update	Andy Millard
C2C Update	Ann Osola
Work Programme	D/S
<b>14 November 2017</b>	
Purfleet Regeneration	Rebecca Ellsmore
Planning Protocol	Andy Millard
Conservation Management Plan	Matthew Brown

Intelligent Transport Systems Strategy	Fred Raphael
2018/19 Budget Setting Update	Carl Tomlinson
Fees & Charges Pricing Strategy 2018/19	Carl Tomlinson
Work Programme	D/S
<b>16 January 2018</b>	
Freight and Logistics Strategy	Ann Osola
<b>13 March 2018</b>	