

## CABINET

10 MAY 2011

### REPORT OF THE CABINET MEMBER FOR REGENERATION

<b>Title:</b> Draft Barking Station Masterplan Supplementary Planning Document	<b>For Decision</b>
<p><b>Summary:</b></p> <p>The Council's Core Strategy, which was approved by Cabinet on 8 June 2010 and adopted by Assembly on 21 July 2010, sets the vision for the future planning of the Borough up to 2025 and the necessary planning policies to deliver this. The Core Strategy identifies Barking Town Centre as a Key Regeneration Area. The Barking Town Centre Area Action Plan (the Action Plan), which was approved by Cabinet on 25 January 2011 and adopted by the Council on 23 February 2011, sets out specific policies and site allocations to capture the regeneration opportunities in Barking town centre whilst ensuring its assets are preserved and enhanced. Site allocation BTCSSA3 of the Action Plan covers the Barking Station area and establishes the quantum of development, the preferred uses and the general design requirements including the principle of tall buildings for this site. It emphasises the importance of Barking Station as the major gateway into the town centre which provides the first impression of Barking for many people. However, the Action Plan identifies that the area is in need of regeneration so it provides a fitting arrival point to the borough and contributes to the retail and commercial regeneration of the town centre. It is the purpose of the Barking Station Masterplan (the Masterplan) to provide more detail on how this will be achieved within the parameters set by the Action Plan.</p> <p>The Masterplan specifically sets out the need to improve the grade II listed station, the surrounding public realm and the future of the 13 development sites which surround the station. It details how these proposed development sites should connect to their surroundings by all modes of transport including walking, cycling and public transport. The location of the site allocations are set out in Appendix 1 to this document. The Masterplan is appended as Appendix 2.</p> <p>The regeneration of Barking Central has set a benchmark for the wider town centre in terms of quality of design and provision of quality public realm. It is the role of the Masterplan to extend and build on this vision.</p> <p><b>Wards Affected:</b> Abbey</p>	
<p><b>Recommendation(s)</b></p> <p>The Cabinet is recommended to agree:</p> <p>(i) The Draft Barking Station Masterplan Supplementary Planning Document for consultation and as a material consideration for Development Management.</p>	
<p><b>Reason(s)</b></p> <p>To help deliver the Community Plan priorities for Barking Town Centre.</p>	

## Comments of the Chief Financial Officer

This report asks Members to agree to the commencement of the consultation process on the draft Barking Station Masterplan Supplementary Planning Document. This document supplements and provides more detail on the Barking Town Centre Area Action Plan, which was adopted by the Council in February. This provides a clear strategy for developers as to what the Council is expecting in terms of development around Barking Station. The document also provides detailed proposals / stipulations for regeneration on exact locations in the area surrounding Barking Station.

The Council is currently running two major capital schemes in this area, which link in with the proposals and ideals set out in the Masterplan document: improvements to Barking Station and improvements to Barking Station forecourt..

In terms of the direct revenue implications of adopting the Masterplan, this will be funded via the London Thames Gateway Development Corporation who have committed funding to the Authority of up to £51,000. This comprises of £35,910 (in two stages of £12,345 and £23,565) payable to offset existing staff costs in managing the process and producing the document, with up to a further £15,090 to reimburse the Authority in respect of consultancy work. This funding is deemed sufficient.

## Comments of the Solicitor to the Council

The Legal Partners have been consulted in the preparation of this report. The legal provisions and implications are set out more fully in section 4 of this report.

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## 1. Background

- 1.1 The Masterplan has been produced in consultation with the LTGDC, the Mayor of London and the Greater London Authority (GLA) family members including Transport for London (TfL) and Design for London (DfL) and a number of other key stakeholders including Network Rail, C2C and the Homes and Communities Agency (HCA).
- 1.2 The proposals in the Masterplan are the result of a comprehensive evidence base and an options analysis. This includes:
  - Heritage Impact Analysis
  - Pedestrian Modelling Report
  - Structural Constraints Review
  - Local Property Market Review
  - Sustainability Appraisal

- Options Analysis

1.3 In 2010 a report produced by Savills looked at three regeneration scenarios for the Barking Station Masterplan area; minimal growth, cautious growth and aspirational growth. By reviewing the current state of the market and comparing against the pre-recession conditions in 2004, Savills were asked to project scenarios for how the market might emerge from a recession, thus guiding the refinement of the options by the design team at Atkins. The analysis took into account varying market conditions, and looked at office, retail, residential and leisure use across the Masterplan area. The proposals in the Masterplan are largely based on the cautious growth scenario.

### **The Barking Station Masterplan**

- 1.4 The proposed Masterplan provides more detail on the implementation of Site Specific Allocation 3 “Barking Station” of the Action Plan, which was adopted by the Council on 23 February 2011. Therefore the Masterplan covers an area stretching from Linton Road to the Longbridge Roundabout centred on Barking Station.
- 1.5 As a Supplementary Planning Document (SPD), the Masterplan does not have the same status as the Action Plan but, once adopted, it will be an important material consideration in the determination of planning applications.

### **Content of the Barking Station Masterplan Supplementary Planning Document**

- 1.6 Barking Station currently has a very poor image within the town centre and suffers from over capacity and underinvestment. This is clearly set out in Site Specific Allocation BTCSSA3 to the Action Plan. The area around the station is an incoherent and chaotic mix of uses and buildings and offers no clue as to the status of the town centre or the quality of the more recent redevelopments such as Barking Town Square which have taken place elsewhere in the town centre. The Masterplan aims to transform the experience of those using the area and ensure a quality of public realm and development is achieved which befits the area’s status as the gateway to Barking and Dagenham.
- 1.7 Key aspects of the Masterplan include:
- Setting out detailed proposals for the substantial regeneration of the Barking Station area which is many people’s first impression of the borough. It aims to radically improve Barking Station and the interchange with other services, increase the extent of public area and make sure this continues the high quality treatment recently introduced elsewhere in the town centre; for example Barking Central. Indeed one of the main challenges will be to ensure that the Masterplan in its own way repeats and builds on the success of the Barking Central development. In this sense the quality of development is paramount and will help increase the profile of Barking and its attractiveness to investors.
  - Emphasising the status of this area as the main arrival point into Barking Town Centre. The Masterplan identifies three locations within the area as being suitable for tall buildings. These are at the northern end of the Cambridge Road (see site BS9), at the Wakering Road Hotel site which

already has planning permission (see site BS5) and the north west corner of the Wigham House site (see site BS7). This is consistent with the Action Plan which clarifies that suitable locations for tall buildings around Barking Station will need to conserve or enhance the setting of the grade II listed Barking Station and grade II listed Baptist Tabernacle and that tall buildings are not acceptable on or immediately adjacent to the station concourse.

- Identifying the corner site at the former bandstand area as being suitable for comprehensive redevelopment to provide a large non-food retail store ideally a department store see site BS10.
- Allocating site BS12 on Cambridge Road which is currently used as parking for market stall holders for future residential and office development. Loss of this parking provision for market traders would have a major impact on the market. As set out in the Masterplan, any proposal would therefore need to ensure suitable alternative parking is made available.
- Creation of a new public space, Leisure Square, located off Cambridge Road in front of Crown House. This will be a desirable space for existing and new residents at Cambridge Road and for office workers in the surrounding area. This is a long term aspiration which will depend on the land owner and other elements of the Masterplan coming forward.

**The individual elements to the Barking Station Masterplan are set out in detail below.** Appendix 1 to this report provides a map showing the exact locations of these sites.

### **BS1 Barking Station Renovation**

- 1.8 Barking Station is in need of substantial improvement, as recognised in the Better Rail Stations report published by the Government in 2010. Unfortunately, the funds that were earmarked are no longer available. However, the role of the Masterplan is to identify the necessary improvements as the basis for discussions with Network Rail, C2C and Transport for London. These proposals which are the result of extensive research by Atkins involve sensitively renovating the interior of the grade II listed station to create an uncluttered and efficient main ticket hall with wider entrances. At the same time retail and office space will be improved by extending the deck. The number of ticket barriers would be increased to twelve to accommodate future growth with additional space for oyster card machines. Lifts will be provided to all platforms which will have new canopies.

### **BS2 Barking Station Forecourt Improvements**

- 1.9 The Council has secured £480,000 from Transport for London to improve the station forecourt. This involves doubling the amount of public open space in front of the station by removing the bus lay by and relocating the bus stops further down Station Parade, reducing the taxi rank to two spaces outside the front of the station with the remainder relocated to Wakering Road. It also includes de-cluttering the forecourt areas by removing unnecessary signage, lighting and bus shelters and replacing them with a high quality new pavement, new street furniture, lighting and cycling parking.

### **BS3 Station Parade (the parade opposite Barking Station)**

- 1.10 This proposal is a longer term aspiration which depends on the willingness of the landowner to bring forward the redevelopment. This proposal involves redeveloping the existing parade with larger shop units with offices above to create a higher quality frontage opposite the station and a residential terrace along Salisbury Avenue.

### **BS4 Trocoll House (the building to the right of the station) and BS8 Roding House (the building to the left of the station)**

- 1.11 This is a longer term aspiration which depends on the willingness of the landowners to bring forward the redevelopment. The aim here is to improve the retail offer either side of the station by redeveloping Trocoll House and Roding House as high quality office buildings which complement the station with retail at ground floor level. The Masterplan also entertains proposals to refurbish and retain the existing blocks especially where original features can be retained.

### **BS5 Wakering Road (The site behind Trocoll House)**

- 1.12 The proposal here is to realise a high quality hotel scheme in a landmark building which amplifies the station as the gateway to the town centre.

### **BS6 Wigham House Site A (in front of the Foyer) BS7 Wigham House Site B (in front of the Foyer)**

- 1.13 This proposal involves a mixed use office and residential development as part of a longer term phase of regeneration to replace the existing outdated buildings which visually add very little to the area. This allocation includes a tall building element to the north west of the site.

### **BS9 Cambridge Road**

- 1.14 The site has the potential for new apartments with commercial uses at ground floor level. The Council is currently reviewing proposals put forwarded by the landowner for this scheme. The site is considered appropriate for a tall building.

### **BS10 Anchor Retail Store**

- 1.15 This is the proposed site for an anchor retail store(s) which would meet the identified need for future retail "comparison" floorspace in the town centre. The development would need to incorporate the existing buildings of historic interest unless a comprehensive scheme of exceptional architectural merit was proposed.

### **BS11 Crown House**

- 1.16 This proposal involves providing a podium to enable commercial uses at ground floor level fronting Linton Road, with refurbishment of the existing offices. Part of the car parking would be transformed into a new square to compliment the proposals for BS10.

## **BS12 Linton Road Car Park**

- 1.17 This proposal involves reinstating the historic street alignment of Cambridge Road by providing a new residential and small office development. Any proposal would need to ensure suitable alternative parking was made available for market traders.

## **BS13 Leisure Square**

Creation of a new public space, Leisure Square, located off Cambridge Road in front of Crown House. This will be a desirable space for existing and new residents at Cambridge Road and for office workers in the surrounding area. This is a long term aspiration which will depend on the land owner and other elements of the Masterplan coming forward.

## **The Movement Strategy**

- 1.18 Integral to the success of the Masterplan is improving the means by which people and goods move through the Station Masterplan area; whether by foot, cycle, public transport, van, lorry or car. The ease by which people can make connections to Barking Station and the type of environment created in the surrounds will very much depend on transport layout, the pedestrian environment and use of the public realm to ease conflicts.

## **2. Proposal**

- 2.1 The Cabinet is being asked to support the approval of the Draft Barking Station Masterplan SPD for consultation.
- 2.2 Consultation with statutory consultees, identified in accordance with the Government's Planning Policy Statement 12, will be undertaken for a period of 6 weeks and the remainder of the local consultation will be undertaken inline with the Council's Statement of Community Involvement. Officers will address the comments received and bring a final copy of the Masterplan to the Cabinet for approval later in the year and subsequent adoption by Assembly.

## **3. Financial Issues**

- 3.1 Up to December 2010 the cost of undertaking preparatory work for the Masterplan has been funded by the London Thames Gateway Development Corporation (LTGDC). Council officers have since been tasked with preparing the Masterplan undertaking public consultation and bringing the document through to adoption. The LTGDC have committed grant funding totalling £51,000 (including £15,000 for consultancy work only) to the Council for the purpose of producing the Masterplan, undertaking consultation and progressing to formal adoption.
- 3.2 The proposals put forward in the Masterplan have been informed by a report produced by Savills in 2010 which reviewed development scenarios based on differing market conditions; minimal growth, cautious growth and aspirational growth. The proposal put forward is considered the most viable and is based on a cautious growth scenario. The Masterplan provides a clear strategy to prospective investors in the Barking Station area with respect to development opportunities.

3.3 The two major capital schemes covered by the Masterplan are:

- Improvements to Barking Station
- Improvements to Barking Station Forecourt

#### Improvements to Barking Station

Currently no funding has been confirmed for improvements to Barking Station. However, the proposals in the Masterplan will be used as the basis for lobbying the relevant stakeholders including, Department for Transport, Network Rail, Transport for London and National Express and future operators of the C2C service.

#### Improvements to Barking Station Forecourt

Transport for London have confirmed £480,000 funding for 2011/12 through the Local Implementation Plan for the Barking Station Forecourt improvements. This together with other external funding will enable this proposal to proceed shortly.

### **4. Legal Issues**

- 4.1 The Local Development Framework regime was introduced by the Planning and Compulsory Purchase Act 2004. It replaces the Unitary Development Plan. The process is set out in secondary legislation namely the Town and Country Planning (Local Development) (England) Regulations 2004. The Regulations were amended in June 2008 by the Town and Country Planning (Local Development) (England) (amendment) Regulations 2008.
- 4.2 The proposed policy is a Supplementary Planning Document and is subject to defined consultation procedures requiring publishing on the Council's website; advertising notice of the proposal and availability for inspection at the Council's offices.
- 4.3 As part of the consultation procedure the Masterplan should be sent to each of the specified consultation bodies to the extent that the local planning authority thinks that it affects the body and such that other bodies as the Council considers appropriate.
- 4.4 The consultation period must not be longer than 6 weeks or shorter than 4 weeks. If representations are received they must be considered prior to formal adoption.

### **5. Other Implications**

- 5.1 Further implications of approving the Masterplan for consultation are set out below.

#### **Risk Management**

Risk	Probability	Impact	Priority	Action
Failure to meet legal requirements.	Low	High	High	Relevant Act and Regulations will be followed in preparing and adopting the Masterplan.
Policy not applied successfully	Low	High	High	Development Management staff will be fully briefed.

Failure to integrate fully with other Council policies and strategies	Low	High	High	The Masterplan has been produced in consultation with the LTGDC, Council, the Mayor of London and Greater London Authority (GLA) family members including Transport for London (TfL) and Design for London (DfL) and a number of other key stakeholders including Network Rail, C2C and the Homes and Communities Agency (HCA).
Guidance is not upheld at appeal	Low	High	High	This Masterplan provides more detailed guidance on the implementation of the Action Plan which was adopted by the Council on 23 February.
Policy is challenged by developers.	Low	High	High	Other local authorities have issued similar guidance. The Masterplan does not impose any new requirements but instead provides guidance to developers on how to comply with the policies in the Action Plan.

### **Contractual Issues**

- 5.2 The Council are currently contracted to the LTGDC to prepare the Masterplan. The LTGDC will cover the Council's costs provided agreed milestones are met. This report meets the first agreed milestone.

### **Staffing Issues**

- 5.3 The adoption of the Masterplan will incur no additional burden to Council staff. Indeed, the Plan will be a key tool in assisting Development Management Officers when considering planning applications in the town centre.

### **Customer Impact**

- 5.4 An initial Equalities Impact Assessment has been completed for the Masterplan. Overall the Masterplan will have positive impacts on target groups in the town centre area. The equalities impacts of the Masterplan can be summarised as follows:

- Improved public realm and improved pedestrian movement around Barking Station
- Enhanced accessibility of Barking Station
- Creation of new public realm spaces
- Easier to alight from buses



- Increase and drastically enhance the amenity space and public realm for the existing and proposed residential schemes along Cambridge Road with space for a potential play area

- 5.5 Subject to approval by Cabinet on 10 May 2011, a six week public consultation will take place on the Masterplan. Information about the Masterplan will be distributed to a very wide range of people and groups, using the Council's News magazine, the LBBDD website, mailing to local groups and those on the Local Development Framework database. Consultation events will also be specifically targeted at equalities groups that have been identified as potentially being affected in the Equalities Impact Assessment.
- 5.6 The Equalities Impact Assessment will be updated in light of the consultation that takes place. The final Equalities Impact Assessment will be made available following the consultation and will be appended to a Cabinet Report later in the year which will seek adoption of the Masterplan.

### **Safeguarding Children**

- 5.7 Improvements to the public realm outside of Barking Station and enhancement of the surrounding area will provide a better pedestrian environment for children, especially benefitting those who attend the Northbury Primary School.

### **Health Issues**

- 5.8 The identification of land use requirements for health facilities, up to the year 2025, has emerged through close working with NHS Barking and Dagenham and with regard to the Barking and Dagenham Joint Strategic Needs Assessment. There are no allocations for new health facilities in the Masterplan area.

### **Crime and Disorder Issues**

- 5.9 Section 17 of the Crime and Disorder Act 1998 places a responsibility on councils to consider the crime and disorder implications of any proposals. The Barking Station area is a hotspot for crime and the proposals contained in the Masterplan will help make the area safer by increasing natural surveillance, removing problem uses, increasing the amount of public realm particularly in front of Barking Station and therefore reducing overcrowding. All development proposals in the Barking Station area will need to comply with Policy BC7: Crime Prevention in the Borough Wide Development Policies Development Plan Document (reported to Cabinet on 15 March 2011).

### **Property / Asset Issues**

- 5.10 All development proposals will need to be in line with both the Action Plan and the Masterplan. Therefore the Masterplan will have an impact on future use of the Council's Property and Assets where the need for planning permission is involved. In general the Action Plan, the Core Strategy and the Masterplan set higher standards for new developments compared to the previous Unitary Development Plan (1995). This will therefore impact on the cost of new development.

BS12 Linton Road Carpark would generate a capital receipt for this underused asset.

## **6. Options appraisal**

- 6.1 The Masterplan is the product of an options analysis and three regeneration scenarios. The Preferred Option incorporates elements from the three original options and takes forward the cautious growth regeneration scenario. Officers consider in the current economic climate the cautious growth scenario is the most appropriate.
- 6.3 The Council could choose not to adopt the Masterplan. However, the Masterplan aims to transform the experience of those using the area and ensure a quality of public realm and development is achieved which befits the area's status as the gateway to Barking and Dagenham. Not producing the Masterplan would represent a missed opportunity and deny those who live and work in the borough the opportunity to benefit from these essential improvements.

## **7. Background Papers Used in the Preparation of the Report:**

- Cabinet Report, 25 January 2011, Local Development Framework: Approval of the Barking Town Centre Area Action Plan, (Minute 92 - 25/01/11).
- Assembly Report, 23 February 2011, Local Development Framework: Approval of the Barking Town Centre Area Action Plan, (Minute 58 - 02/11).
- Cabinet Report, 8 June 2010, Local Development Framework: Approval of the Core Strategy, (Minute 4 - 08/06/10).
- Assembly Report, 21 July 2010, Local Development Framework: Approval of the Core Strategy, (Minute 14 - 02/10).
- Cabinet Report 15 March 2011, Local Development Framework: Approval of the Borough Wide Development Policies, (Minute 117 - 15/03/11).
- Atkins 2008 Baseline Reports:
  1. Transport Planning
  2. Heritage Impacts Analysis
  3. Pedestrian Modelling Report
  4. Planning Policy Review
  5. Structural Constraints Review (Building and Bridge Structures)
  6. Local Property Market Review
  7. Sustainability Appraisal and Equalities Impact Assessment (Scoping Report)
- Atkins Stage 2 Report: December 2008  
Site Context and Analysis
- Atkins Stage 3 Report: April 2009  
Masterplan Options Report

## **8. List of appendices:**

- Appendix 1: Plan showing the Site Allocations within the Masterplan
- Appendix 2: Barking Station Masterplan Draft Supplementary Planning Document. Please note, not all images have been incorporated into this version of the Masterplan.