

## ASSEMBLY

22 FEBRUARY 2012

<b>Title:</b> Barking Station Masterplan Supplementary Planning Document	
<b>Report of the Cabinet Member for Regeneration</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> Abbey	<b>Key Decision:</b> Yes
<b>Report Author:</b> Naomi Pomfret, Principal Planning Policy Officer, Development Planning	<b>Contact Details:</b> Tel: 020 8724 8097 E-mail: <a href="mailto:naomi.pomfret@lbbd.gov.uk">naomi.pomfret@lbbd.gov.uk</a>
<b>Accountable Divisional Director:</b> Jeremy Grint, Divisional Director Regeneration and Economic Development	
<b>Accountable Director:</b> Tracie Evans, Corporate Director of Finance and Resources	
<b>Summary:</b>  <p>At its meeting on the 10 May 2011 the Cabinet approved the draft Barking Station Masterplan Supplementary Planning Document (“the Masterplan”) for consultation and to be used as a material consideration by Development Management (Minute 136 refers). Following an eight week public consultation, the Masterplan has been finalised and is ready to be adopted by the Council. This report sets out the consultation results and the changes that have been made in response to these.</p> <p>The Masterplan provides more detail on the implementation of site allocation BTCSSA3 of the Barking Town Centre Area Action Plan Development Plan Document which the Assembly adopted on 23 February 2011 (Minute 58 refers).</p> <p>The Masterplan has been circulated to all Councillors under separate cover and is available on the Council's website at <a href="http://moderngov.barking-dagenham.gov.uk/documents/b12289/%20Supplementary%201,%20Tuesday,%2014-Feb-2012%2017.00,%20Cabinet.pdf?T=9">http://moderngov.barking-dagenham.gov.uk/documents/b12289/%20Supplementary%201,%20Tuesday,%2014-Feb-2012%2017.00,%20Cabinet.pdf?T=9</a>. Copies of the Consultation Report are available in the Members’ Rooms at the Civic Centre and Town Hall and members of the public can obtain copies from the author.</p> <p>The Cabinet considered this report at its meeting on 14 February 2012 and recommended the Assembly to adopt the Barking Station Masterplan Supplementary Planning Document.</p>	
<b>Recommendation(s)</b>  Assembly is recommended to adopt the Barking Station Masterplan Supplementary Planning Document.	
<b>Reason(s)</b>  The Masterplan will help deliver the Council’s Policy House objective of raising household incomes by assisting in the regeneration of the station and the area around it. This will	

help improve the image of the town centre and therefore make it a more attractive place to invest. It will therefore help deliver outcomes under the Better Together and Better Home themes including “a borough in which people are proud and satisfied to live and work” and “a borough with good quality transport, including public transport, roads and footpaths”.

## **1. Introduction and Background**

- 1.1 The draft Barking Station Masterplan Supplementary Planning Document (the Masterplan) was produced in consultation with the London Thames Gateway Development Corporation (LTGDC), the Mayor of London and the Greater London Authority (GLA) 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 Masterplan provides more detail on the implementation of ‘Site Specific Allocation 3: Barking Station’ of the Barking Town Centre Area Action plan, which was adopted by the Council on 23 February 2011 (Minute 58 refers). Therefore, the Masterplan covers an area stretching from Linton Road to the Longbridge Roundabout and is centred on Barking Station.
- 1.3 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.
- 1.4 At its meeting on the 10 May 2011, the Cabinet recommended to approve the draft Barking Station Masterplan Supplementary Planning Document for consultation and to be used as a material consideration by Development Management (Minute 136 refers). An eight week consultation took place between 19 July and 13 September 2011. A number of minor changes have been made to the Masterplan following the consultation. The consultation results as well as the key changes to the Masterplan are set out below:

## **2. Proposal and Issues**

- 2.1 The consultation (details given in Section 4 of this report) received a total of 47 responses. In general, support was received for the Masterplan’s overall aim and ambitions. Of the 30 questionnaires returned only one respondent did not support the vision for the station quarter set out in the Masterplan. However, a number of objections have been received from English Heritage, Design for London and two business owners with properties on Station Parade, regarding the site allocation BS10: Anchor Retail Store. Contrasting concerns have been voiced by English Heritage and Coplan Estates regarding site allocation BS4: Trocoll House. In addition, both English Heritage and Design for London called for the site allocations BS3: Station Parade and site allocation BS8: Roding House to pursue a heritage-led refurbishment approach and not comprehensive redevelopment. These sites and comments regarding site allocation BS13: Leisure Square and the Hapag-Lloyd building are outlined below. The full list of representations made on the Masterplan and the Council’s responses are detailed in the Consultation Report.

### **Site Specific Allocation BS3: Station Parade (the parade opposite Barking Station)**

- 2.2 Both English Heritage and Design for London have called for Station Parade to be sensitively refurbished and not allocated for comprehensive redevelopment as set out in the Masterplan. It should be noted that Design for London is supportive of the approach taken to Salisbury Avenue and the delivery of housing on this portion of the site.
- 2.3 The proposal for Station Parade is a longer term aspiration in the Masterplan (15-25 years) which depends on the willingness of the landowner to bring forward the site for redevelopment. The site allocation involves redeveloping the existing parade with larger shop units and office accommodation above to create a higher quality frontage opposite the station and a residential terrace along Salisbury Avenue.
- 2.4 The Masterplan text acknowledges, in the description of BS3, that whilst Station Parade is not part of the grade II listing of Barking Station it was part of the 1959-1963 Masterplan and that it therefore reflects the overall approach to the station area. However, the units have been much altered over time and are of varying quality. It is proposed to amend the text of BS3 to clarify that, should a developer come forward seeking to refurbish Station Parade that the Council would support this approach as an alternative to a comprehensive redevelopment of the site.

#### **Site Specific Allocation BS4: Trocoll House (building to the right of the station)**

- 2.5 English Heritage has called for Trocoll House to be sensitively refurbished. BS4 allocates the site for a flexible approach, whilst seeking a historically-led refurbishment, the site allocation also acknowledges that a comprehensive redevelopment approach may be a more viable option.
- 2.6 This is a medium term aspiration in the Masterplan (5-15 years) which depends on the willingness of the landowner to bring forward the redevelopment. The aim here is to improve the retail offer aside the station by bringing forward either refurbishment or a comprehensive scheme which will deliver high quality office buildings which complement the station with retail at ground floor level.
- 2.7 Coplan Estates, the land owners, have also made a representation regarding this site. Whilst supportive of the overall aims and ambitions of the Masterplan, Coplan Estates expressed strong concerns surrounding the viability and desirability of bringing forward this site for refurbishment, wishing the Masterplan to solely advocate the comprehensive redevelopment of Trocoll House. Coplan Estates also expressed concern regarding restricting any future development on this site to five storeys and sought to allocate the site for residential use in addition to retail and office.
- 2.8 Whilst a historically-led refurbishment of this site is the favoured option, the Council recognise that the Masterplan needs to be flexible and not prescriptively constrain but guide development within the Masterplan area. As set out in Coplan Estates representation, the building fabric of Trocoll House is currently in a poor condition. To restrict this site to a historically-led refurbishment scenario would be overly constraining and may lead to further deterioration of the site, detracting from the regeneration of Barking Town Centre. Therefore it is recommended to amend the text of BS4 so it states that a balanced approach will be taken to this site.

- 2.9 BS4 sets out parameters such as the height of the building, ensuring that any future development respects and enhances the grade II listed Barking Station and its setting. The adopted Barking Town Centre Area Action Plan (2011) stipulates that tall buildings are not acceptable immediately adjacent to the grade II listed Barking Station (see Policy BTC17 and BTCSSA3). It is therefore not proposed to change this aspect of the policy.

**Site Specific Allocation BS8: Roding House (building to the south west of the station)**

- 2.10 English Heritage and Design for London have called for Roding House to be sensitively refurbished. The text of BS8 allocates the site for a flexible approach. Whilst seeking a historically-led refurbishment, the site allocation also acknowledges that a comprehensive redevelopment approach may be a more viable option.
- 2.11 This is a medium term aspiration in the Masterplan (5-15 years) which depends on the willingness of the landowner to bring forward the redevelopment. The aim here is to improve the retail offer beside the station by bringing forward either refurbishment or a comprehensive scheme which will deliver high quality office buildings which complement the station with retail at ground floor level.
- 2.12 As with site BS4: Trocoll House, it is recommended to amend the text of BS8 to further clarify the Council's approach to this site. Whilst a historically-led refurbishment of this site is the favoured option, it is considered that the Masterplan needs to be flexible and not prescriptively constrain but guide development within the Masterplan area. To restrict this site to a historically-led refurbishment scenario would be overly constraining and may lead to further deterioration of the site, detracting from the regeneration of Barking Town Centre. Therefore it is recommended to amend the text of BS8 to clearly state that a balanced approach will be taken to this site. Should a comprehensive redevelopment scheme come forward in the future, BS8 clearly sets out the priorities for the site.

**Site Specific Allocation BS10: Anchor Retail Store**

- 2.13 English Heritage and Design for London have objected to the allocation of this site as a suitable location for a large floorplate anchor retail store as detailed in the Masterplan. Shoeworld located at 7 Station Parade and the landlord for 3 Station Parade which is tenanted by T Cribb and Son Funeral Directors have also strongly objected to this allocation on the grounds that their businesses are operating successfully from this location and that the units are not in a poor state of repair.
- 2.14 Site Allocation BS10 seeks to deliver a 3,500 sqm floor plate which would meet the identified need for future retail 'comparison' floorspace in the town centre. This is a medium term aspiration in the Masterplan (5-15 years). The site is in multiple ownership and would need to be assembled for delivery by the private sector.
- 2.15 BS10 advocates a flexible approach for the site. Whilst primarily seeking a historically-led refurbishment which would retain the existing buildings of historic interest (namely the Locally Listed Barking Tap and units 1-9 Station Parade), the Masterplan also acknowledges that comprehensive redevelopment may be a more viable option. BS10 clearly states that should comprehensive redevelopment take

place that only a building of exceptional architectural merit would be permitted and that it would need to relate to the fine grain of the buildings in the vicinity.

- 2.16 The main concern which English Heritage and Design for London have regarding the comprehensive option for delivering this site allocation is the loss of the locally listed features – the Barking Tap and units 1-9 Station Parade, which are located within the Abbey and Barking Town Centre Conservation Area. Section 2.2 of the Masterplan identifies and highlights these features as heritage assets within the Masterplan area and their contribution to the wider town centre. English Heritage and Design for London would like the Council to uphold the protection of these buildings. However, as set out in the Section 2.1 of the Masterplan, there is a need to provide modern units to allow for the provision of larger floorplates to encourage investment from chain stores if it is to prosper as a Major Centre. This is substantiated by the Barking Town Centre Retail Update (2009) and the 2010 market analysis conducted by Savills in 2010 (this is an evidence document for the Masterplan). The site allocation BS10 was identified as the most suitable location for a large floorplate comparison retail store by the engineering and design consultancy Atkins, who produced the preferred development scenario set out in the Masterplan.
- 2.17 The heritage value of units 1-9 Station Parade and the Barking Tap is recognised and, as such, BS10 sought to strike a balance between the feasibility / viability of refurbishment and the desire for redevelopment and the delivery a large floor plate retail unit within the town centre.
- 2.18 Design for London has suggested an alternative approach for the site which would see development restricted to the foot print of the Cambridge House office building to deliver a similar floor plate but across successive levels. .This option has a number of advantages including:
- It retains existing heritage assets which give Barking its character and differentiates it from modern malls
  - It allows businesses to invest in their premises in the knowledge that the Council would not sanction their loss
  - It still potentially leaves space for an anchor store if such a proposal were to come forward

It also has a number of disadvantages including:

- There is a greater risk that Barking Town Centre will not be able to attract a large multiple comparison retailer if the site is not on one large floorplate. There is a lower footfall on Cambridge Road – being located away from the Station Parade thoroughfare may not be an attractive option
  - As the site is less attractive, there may be little potential to seek improvements to the quality and appearance of the existing units at ground and above ground level at 1-9 Station Parade.
- 2.19 On balance it is recommended that an element of flexibility should be retained that does not totally exclude the comprehensive redevelopment of the entire site. However, it is also recommended that the text of BS10 should be amended to more clearly stipulate that a development option which preserved the Barking Tap and 1-9 Station Parade would be favoured.



## **Site Specific Allocation BS13: Leisure Square**

- 2.20 Design for London has raised concerns regarding the inclusion within this allocation of a new public space. Primarily their fear is that this public space is not required, nor is it of benefit to pedestrian connectivity. This space was envisaged as a desirable space for the new residents at the Cambridge Road Site (allocation BS9), and for surrounding office workers. Alternative design scenarios have been proposed by Design for London, including extending the building proposed for BS12 on the Linton Road Car Park further south along Cambridge Road so that a continuous frontage is provided. This is the favoured option and therefore it is recommended that BS13 is deleted and BS12 changed accordingly.

## **Hapag-Lloyd – extension of Masterplan boundary to include this site**

- 2.21 Both Design for London and Hapag-Lloyd have made representations to seek that the Hapag Lloyd office block on Cambridge Road is included in the boundary of the Masterplan. This cannot be done because the boundary of the Masterplan area was fixed in the Barking Town Centre Area Action Plan. It should be noted that the interests of Hapag Lloyd have been carefully considered in the drafting of Site Allocation BS9: Cambridge Road.

## **3. Options Appraisal**

- 3.1 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. It is considered in the current economic climate that the cautious growth scenario is the most appropriate.
- 3.2 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.

## **4. Consultation**

- 4.1 The draft Masterplan was consulted on between 19 July 2011 and 13 September 2011. The consultation was in accordance with the Town and Country Planning (Local Development) (England) Regulations 2004 (the regulations) and the Council's adopted Statement of Community Involvement. Further to this, the Council consulted local land owners in the Station Masterplan area to ensure that a response was received from these landowners; consultation for this group was extended to 2 November 2011.
- 4.2 A notice went into Issue 55 of the News to announce the consultation of the draft Masterplan (Cover Date 23 July 2011, circulated on 18 July 2011). Consultation material regarding the draft Masterplan was also made available in various locations and formats including on the Council website, in the borough Libraries, the Planning Reception at Maritime House in addition to the Civic Centre and Town Hall Receptions for the entire consultation period.

- 4.3 The Masterplan was also presented to the Barking Town Centre Working Group at its meeting on 9 March 2011 and members were reminded again at its 13 July 2011 meeting that the consultation was due to begin on 19 July 2011.
- 4.4 The consultation received 46 responses from a broad range of stakeholders. There was broad support for the aims and the objectives of the Masterplan.

## **5. Financial Implications**

Implications completed by: David Abbott, Principal Accountant

- 5.1 The Barking Station Masterplan has previously been approved by Cabinet for public consultation, and is now being resubmitted following the consultation period. The revenue implications of producing, consulting on, and adopting the Masterplan are as follows:
- 5.2 The Council will receive £50,000 in 2011/12 from London Thames Gateway Development Corporation (LTGDC) (£38,000 already received, with £12,000 to be received in March 2012). This funding arrangement was secured because the project was started by the LTGDC when they had planning powers over London Riverside, including Barking Town Centre. When these planning powers were handed back to the Borough from 1 April 2011, so was this project; however so that the project could be finished, the LTGDC agreed one-off funding of £50,000. This funding will be used to offset the cost of existing staff within Planning Policy, who have managed the process and produced the document, the cost to the Council (£2900) of the drawings and plans produced by WS Atkins consultants and the minor costs of placing a notice in The News and printing the document.
- 5.3 The Council is also currently running one major capital scheme in this area: 'Improvements to Barking Station Forecourt', which links in with the proposals and ideals set out in the Masterplan

## **6. Legal Implications**

Implications completed by: Paul Field, Senior Lawyer

- 6.1 The Planning and Compulsory Purchase Act 2004 (the "Act") required the Council to replace its Unitary Development Plan (UDP) with a Local Development Framework (LDF). As observed above the Barking Station Masterplan Supplementary Planning Document is a key LDF document.
- 6.2 The Local Authorities (Functions and Responsibilities) (Amendment) (No 2) (England) Regulations 2004 provide that adoption of LDF documents are not an Executive function, so the resolution to adopt LDF documents under section 23 of the Act must be carried out by the Assembly.



## 7. Other Implications

### 7.1 Risk Management

Risk	Probability	Impact	Priority	Action
Failure to meet legal requirements	Low	High	High	Relevant Act and Regulations will and have been 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, 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 2011.
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.

### 7.4 Customer Impact

An Equalities and Impact Assessment has been completed for the Masterplan. Overall the Masterplan will have positive impacts on target groups in the town centre. 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 space
- Easier to alight from buses

## 7.5 **Safeguarding Children**

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.

## 7.6 **Health Issues**

The improvements to the Barking Station Forecourt area and the proposals for the upgrade of Barking Station should result in a more pleasant experience for commuters and other users of the station and therefore have positive impacts on their health and well being.

## 7.7 **Crime and Disorder Issues**

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).

## 7.8 **Property / Asset Issues**

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.

## **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 10 May 2011, Draft Barking Station Masterplan Supplementary Planning Document, (Minute 136 – 10/05/11)
- 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
- “Barking Station Masterplan Supplementary Planning Document” report and minute, Cabinet 14 February 2012

**List of appendices:**

Appendix 1: Map showing Barking Station Masterplan allocations